

Lincolnville GO Station Land Use Study

LAND USE STUDY REPORT

REVISED DRAFT | September 2020

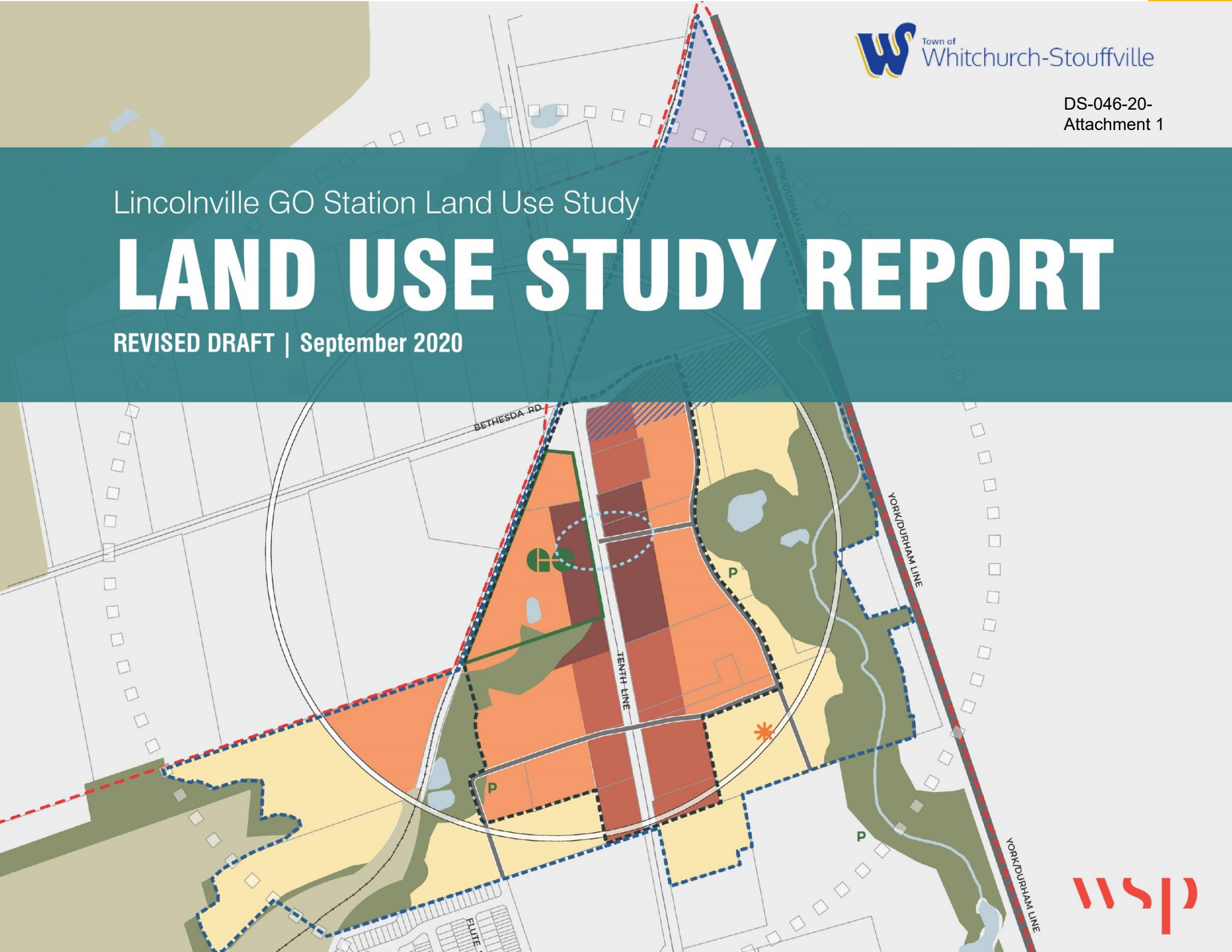


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- Appendix B: Conceptual Demonstration Plans (WSP)
- Appendix C: Draft Lincolnville Official Plan Policies
- Appendix D: Draft Lincolnville Urban Design Guidelines

1 INTRODUCTION

WSP, in association with urbanMetrics, has been retained by the Town of Whitchurch-Stouffville (the Town) to undertake a Land Use Study (the Study) for the Lincolnville GO Station Area (the GO Station). In accordance with the Town of Whitchurch-Stouffville Official Plan, the York Region Official Plan, the Provincial Policy Statement, 2014, the Growth Plan for the Greater Golden Horseshoe, 2019, and other relevant studies, policies, and guidelines, this Study will identify a preferred land use scenario and corresponding Official Plan policies and Urban Design Guidelines to guide future development. It is anticipated that the study will result in the recommended delineation of a Major Transit Station Area (MTSA) and the preparation of an Official Plan Amendment to implement transit-supportive land uses and densities in the vicinity of the GO Station. The Region is responsible for delineating the MTSA, so this Report addresses the Town's recommended delineation and a land use framework.

The purpose of this Land Use Study Report (this Report) is to identify and analyze feasible land use options for the Town's preferred MTSA boundary and land use options. This analysis will be supported by a review of the applicable policy framework, current development activity, and an identification of best practices for planning and design in similar contexts.

The Report will provide the basis for the Official Plan Amendment to implement the preferred land use plan and a framework for the supportive Urban Design Guidelines. This Report addresses three key questions:

- 1 What is the Town's preferred MTSA boundary delineation?
- 2 How should lands within the MTSA and near the MTSA be developed?
- 3 What other guiding policy should be established to ensure the MTSA is developed in a sustainable, desirable, and growth-supportive manner, which balances the needs and interests of landowners, residents, and the public?

1.1 Background

The 2019 Growth Plan for the Greater Golden Horseshoe (the Growth Plan) defines a Major Transit Station Area as:

"The area including and around any existing or planned higher order transit station or stop within a settlement area; or the area including and around a major bus depot in an urban core. Major transit station areas generally are defined as the area within an approximate 500 to 800 metre radius of a transit station, representing about a 10-minute walk."

Following Metrolinx's decision to plan and construct a new Lincolnville GO Station just south of the existing GO Station and Layover facility (Figure 1), the Region is now proposing to develop a transit-supportive MTSA which achieves a minimum density target of 150 residents and jobs per hectare.



FIGURE 1: Lincolnville GO Station Study Area (Metrolinx, 2018)

GO Station Context

The existing Lincolnville GO Station was originally developed to exclusively serve as a layover yard for the Stouffville rail corridor, yet currently serves a dual-purpose as both a commuter rail station and layover yard for trains. The passenger station was added to the site in 2008 to provide a northerly extension of passenger service from Stouffville to Lincolnville.

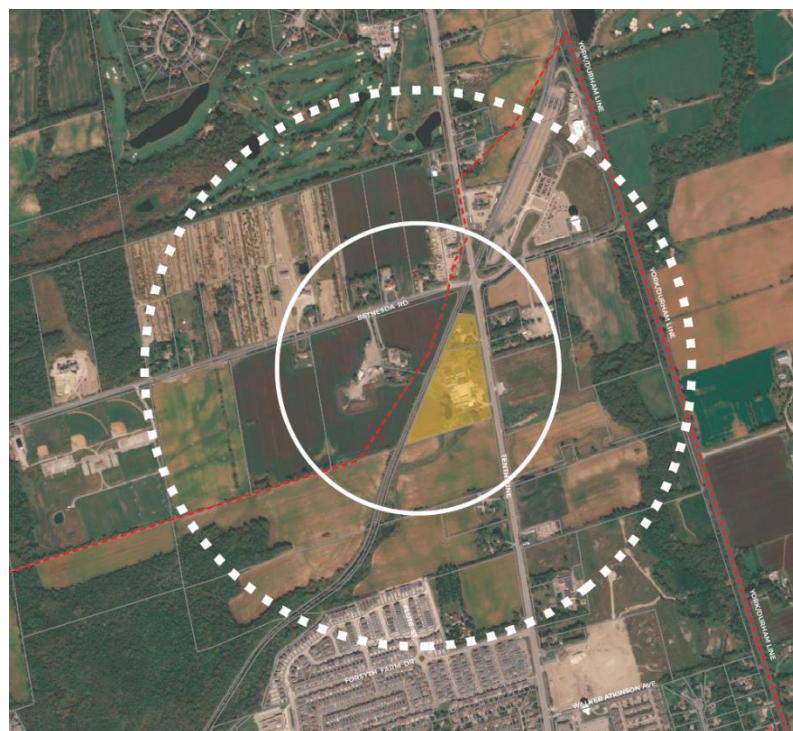
Given this dual function, the existing infrastructure and storage capacity at the layover facility are not sufficient to support the proposed growth and GO Expansion planned by Metrolinx. As such, Metrolinx has proposed to relocate the passenger station

to the triangular area south of Bethesda Road between the rail line and Tenth Line, an area designated for residential and urban medium-density residential uses. This will allow the expansion of the layover yard, other system upgrades, and facility improvements to support additional trains and increased service through the layover facility that will remain on the northeast corner of Bethesda Road and Tenth Line.

Study Area Context

The Study Area for the Lincolnville GO Station Land Use Study is generally considered to include the lands within an 800-metre radius around the future GO Station, which is located at the northern edge of the Stouffville Community, also known as a portion of the Stouffville Phase 3 Lands (Figure 2). This Study Area includes rural uses and natural features, and abuts the York-Durham regional boundary to the east as well as developing areas to the south.

A 'hard line' for the Study Area is not identified, as it is the intent of this study to recommend the MTSA and it may be suitable for the Region to delineate the MTSA within more or less than 500 metres based upon walkability, constraints and other contextual considerations.



Study Area Base Map

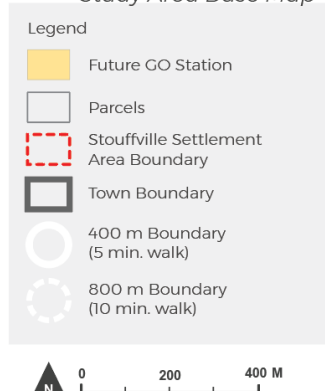


FIGURE 2: Study Area for the Lincolnville GO Station Land Use Study

As the proposed GO Station is located at the edge of the settlement area, much of the 800-metre radius falls outside of the Stouffville settlement area. It is not the intent of this study to contemplate a settlement area expansion or inclusion of lands outside the Stouffville settlement area in the Major Transit Station Area. A settlement area expansion could only be contemplated by the Region of York through its municipal comprehensive review of the Regional Official Plan.

1.2 Study Overview

This Study is being conducted over a continuous process since its initiation in early 2019. This Report is being updated at regular points in the study to integrate progress and consultation.

The first iteration of this Report described the initial background review and identified potential options for the land use concepts and the Major Transit Station Area as well as criteria for evaluating the options to develop a preferred concept plan. The first iteration of the Report was released for consultation in May 2019.

The updated version of this Report (May 2020) includes an evaluation of the options and presentation of a preferred land use plan for the purposes of conducting technical assessments (transportation, water and wastewater) and consultation. This report also incorporates the preliminary technical assessments (Section 11). Following subsequent consultation and refinement of technical assessments, and advancement of the Region's Official Plan Review process, this Report will be finalized with a preferred concept plan and any revisions

resulting from the process of preparing the preferred concept plan.

1.3 Report Overview

This report is structured as follows:

Section 2 Policy Framework	Identifies and summarizes the Provincial, Regional and local policy and other studies that will guide the determination of an MTSA boundary and preferred land use option.	Section 8 Public and Stakeholder Engagement	Provides a summary of engagement events and outcomes in relation to delineation of the land use options and overarching vision for the Study Area.
Section 3 Development Activity	Provides a summary of development activity within the Region as well as the area surrounding the GO Station.	Section 9 Market Demand and Commercial Needs Analysis	Provides an analysis regarding market demand for various residential unit types and an analysis of commercial needs to inform the development of the preferred Plan.
Section 4 Best Practices Review	Summarizes and provides key takeaways from best practices in relation to station area planning / transit-oriented development.	Section 10 Preferred Land Use Concept	Presents a preferred land use concept, supported by a summary of how the preferred concept best achieves the evaluation criteria, policy and guiding documents.
Section 5 MTSA Delineation and Density Targets	Based on the study area context and guiding policy, this section identifies a proposed boundary for a Major Transit Station Area. The section also provides a discussion on the anticipated density target.	Section 11 Technical Assessments	This section will provide a water, wastewater and transportation assessment for the preferred land use concept.
Section 6 Methodology for Determining Preferred Land Use	Identifies the criteria and methodology for evaluating the land use options.	Section 12 Conclusions	This section draws conclusions from the Study and summarizes the recommendations.
Section 7 Land Use Scenario Options	Identifies three land use options for development within the MTSA boundary, based on the policy context.		

2 POLICY FRAMEWORK

The need to delineate and differentiate planning around higher-order transit stems from the framework of Provincial policies. The intent of these policies is to optimize the use of land and the opportunity created from close proximity to higher order transit facilities. The following section presents an overview of these policies and guidelines as they relate to the MTSA lands, as well as the existing planning framework that the MTSA lands are subject to.

2.1 Provincial Context

The Study Area contains various components which are influenced by directions at a Provincial level:

- 1 At a broad level, Provincial policy supports planning for **transit-supportive development**. More specifically, as part of the 2017 Coordinated Provincial Plan Review, and subsequently as part of other Provincial policy and legislative updates, the Province introduced the need to delineate boundaries and reach specific density targets near planned or existing higher order transit stations in local official plans.
- 2 Given that the form of higher-order transit in this case is **inter-regional rail**, there are also guidelines and frameworks set by Metrolinx and the Ministry of Transportation which guide development within the Study Area, and specifically adjacent to rail lines.
- 3 The Study Area contains various **natural features**, being located within the Oak Ridges Moraine, Duffin's Creek

Watershed, and a wellhead protection area. Provincial planning policy provides guidance and requirements for the protection of environmentally sensitive land such as natural heritage features.

2.1.1 Planning Act

Planning within Ontario's municipalities is undertaken within a framework established by the Province of Ontario. The *Planning Act* is the legislation that establishes the framework for municipalities to manage land use and growth in Ontario. Under the *Planning Act*, municipalities must have regard to various matters of Provincial interest (Section 2). Further, municipal planning decisions must be consistent with the *Provincial Policy Statement*, 2020 (PPS), conform to or not conflict with the *Growth Plan for the Greater Golden Horseshoe*, 209 (the Growth Plan) and any other applicable Provincial Plans, where applicable.

In relation to higher-order transit, Section 16(16) of the *Planning Act* states,

The official plan of an upper-tier municipality may include policies that identify the area surrounding and including an existing or planned higher order transit station or stop as a protected major transit station area and that delineate the area's boundaries, and if the official plan includes such policies it must also contain policies that,

(a) identify the minimum number of residents and jobs, collectively, per hectare that are planned to be accommodated within the area; and

(b) require official plans of the relevant lower-tier municipality or municipalities to include policies that,

(i) identify the authorized uses of land in the area and of buildings or structures on lands in the area; and

(ii) identify the minimum densities that are authorized with respect to buildings and structures on lands in the area.

Section 16(17) of the *Planning Act* states that the official plan of a lower-tier municipality is required to include the policies described above within one year from when such policies come into effect within the upper-tier official plan. As such, planning within the delineated MTSA boundary must be implemented through a local Official Plan Amendment for the Study Area, as enabled by Section 21 of the *Planning Act*.

It is further noted that section 17(36.1.4) of the *Planning Act* prohibits various types of appeals to the Local Planning Appeal Tribunal in respect of policies related to a protected Major Transit Station Area as delineated by the Region and implemented by the Town.

2.1.2 Provincial Policy Statement

The 2020 Provincial Policy Statement (PPS) came into effect on May 1, 2020, and replaced the previous 2014 PPS. The PPS is issued under the authority of Section 3 of the *Planning Act* and provides direction on key Provincial interests related to land

use planning and development in Ontario. The Town's Official Plan and subsequent land use planning decisions "shall be consistent with" the PPS. Land use decisions by Council, including the ultimate Official Plan Amendment that will be the outcome of this process, must be consistent with the policies of the PPS.

The 2020 PPS provides policy direction related to three key themes:

- **Building Strong Healthy Communities (Section 1.0)**, to promote efficient land use and development patterns; promote strong, liveable, healthy, and resilient communities; and ensure appropriate opportunities for employment and residential development.
- **The Wise Use and Management of Resources (Section 2.0)**, to protect natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources for their economic, environmental and social benefits.
- **Protecting Public Health and Safety (Section 3.0)**, to reduce the potential for public cost or risk to Ontario's residents from natural or human-made hazards.

Each of these principles are supported by policies. The policies are intended to be read in their entirety and applied to each situation as appropriate.

Of particular relevance to this Study, Section 1.1.3.2(a)(5) of the PPS directs that land use patterns within settlement areas shall be based on densities and a mix of land uses which are transit-supportive, where transit is planned, exists or may be developed. Specifically, the PPS defines “transit-supportive” in the context of land use as:

“development that makes transit viable, optimizes investments in transit infrastructure, and improves the quality of the experience of using transit. It often refers to compact, mixed-use development that has a high level of employment and residential densities, including air rights development, in proximity to transit stations, corridors and associated elements within the transportation system. Approaches may be recommended in guidelines developed by the Province or based on municipal approaches that achieve the same objectives.”

Various policies within the PPS support development of a mix of uses (e.g. housing, employment, public service facilities) in a transit-supportive manner. Furthermore, Section 1.2.4 states that density targets are to be applied to lands adjacent to or in proximity to existing and future transit corridors. As such, the notion of a transit-oriented development plan and MTSA around the planned Lincolnville GO station supports these policy directions. For the purposes of this Report, the term transit-oriented development, which is used commonly around the world, is used interchangeably with transit-supportive development, which is defined specifically by Provincial policies.

2.1.3 Growth Plan for the Greater Golden Horseshoe

The 2019 Growth Plan for the Greater Golden Horseshoe, entitled *A Place to Grow*, (the Growth Plan) came into effect in May 2019, establishing comprehensive policies for planning communities within the Greater Golden Horseshoe (GGH) to 2041 (Figure 3). The Plan replaced the 2017 Growth Plan, introducing a range of modifications, some of which were applicable to this Study process, during the course of completing this Study.

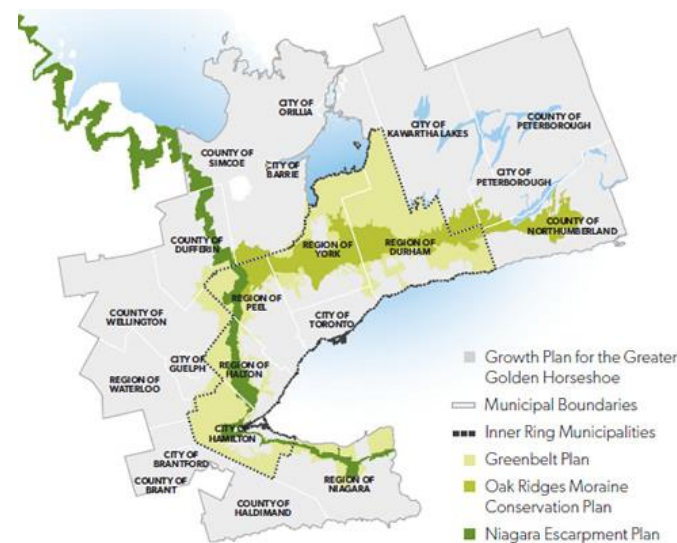


FIGURE 3: Location of the Greater Golden Horseshoe
(Source: Ministry of Municipal Affairs)

A key relevant policy framework established in the Growth Plan is the requirement for certain municipalities to delineate and implement minimum densities for certain MTSA. This directive is intended to guide the allocated population and employment

projections to areas which support sustainable and efficient development.

MTSAs will form part of the upper-tier municipality's Strategic Growth Areas (SGAs), which are defined in the Growth Plan, and include MTSAs, as well as urban growth centres, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings, or greyfields. Strategic Growth Areas are defined in the Growth Plan as follows:

Within settlement areas, nodes, corridors, and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. Strategic growth areas include urban growth centres, major transit station areas, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as strategic growth areas.

MTSAs are defined in the Growth Plan as follows:

The area including and around any existing or planned higher order transit station or stop within a settlement area; or the area including and around a major bus depot in an urban core. Major transit station areas generally are defined as the area within an approximate 500 to 800

metre radius of a transit station, representing about a 10-minute walk.

The Growth Plan only applies specific minimum density targets to MTSAs along *priority transit corridors* (Section 2.2.4.3), as shown on Schedule 5 of the Growth Plan. Major Transit Station Areas served on the GO train network would be subject to a minimum density target of 150 residents and jobs combined per hectare. As the Lincolnville GO Station is not along a priority transit corridor, as defined by the Growth Plan, it is not subject to the density requirement under Section 2.4.4.3 of the Growth Plan. Thus, it is the objective of the Town, and the Region, to consider an appropriate density target for the MTSA, and plan for land uses accordingly.

Although the Study Area is not currently located on a Priority Transit Corridor and thus not subject to the minimum densities set out in the Growth Plan, the Province may identify additional priority transit corridors and associated planning requirements (2.2.4.7). The Study Area could be identified as a priority transit corridor in the future.

Section 2.2.4.8 of the Growth Plan requires that all major transit station areas are planned and designed to be transit-supportive and achieve multi-modal access to stations and connections to nearby major trip generators by providing:

- a) Connections to local and regional transit services to support transit service integration;
- b) Infrastructure to support active transportation, including sidewalks, bicycle lanes, and secure bicycle parking; and
- c) Commuter pick-up / drop-off areas.

Furthermore, Section 2.2.4.9 of the Growth Plan requires that development within major transit station areas is supported, where appropriate, by:

- a) Planning for a diverse mix of uses, including second units and affordable housing, to support existing and planned transit service levels;
- b) Fostering collaboration between public and private sectors, such as joint development projects;
- c) Providing alternative development standards, such as reduced parking standards; and
- d) Prohibiting land uses and built form that would adversely affect the achievement of transit-supportive densities.

Planning near higher order transit corridors also require municipalities to identify and protect lands that may be needed for future enhancement or expansion of transit infrastructure in consultation with Metrolinx (2.2.4.11).

It is noted that Section 2.2.4.5 notes that upper tier municipalities (Region of York in this case) may delineate Major Transit Station Areas and identify minimum density targets in advance of a municipal comprehensive review provided the process complies with Section 16(15) of the *Planning Act*. Thus, the delineation of the MTSA is a Regional responsibility. The purpose of this Report is to recommend a preferred delineation for the Region's consideration.

Given the Study Area context, all decisions made within the Study Area will be subject to these policies and considerations.

2.1.4 Oak Ridges Moraine Conservation Plan

The Oak Ridges Moraine Conservation Plan (ORMCP) was approved in April 2002 by the Province of Ontario as an ecologically based plan to provide land use and resource management direction for the land and water within the Moraine. The Town's planning decisions, including the outcomes of this Study, must conform to the ORMCP.

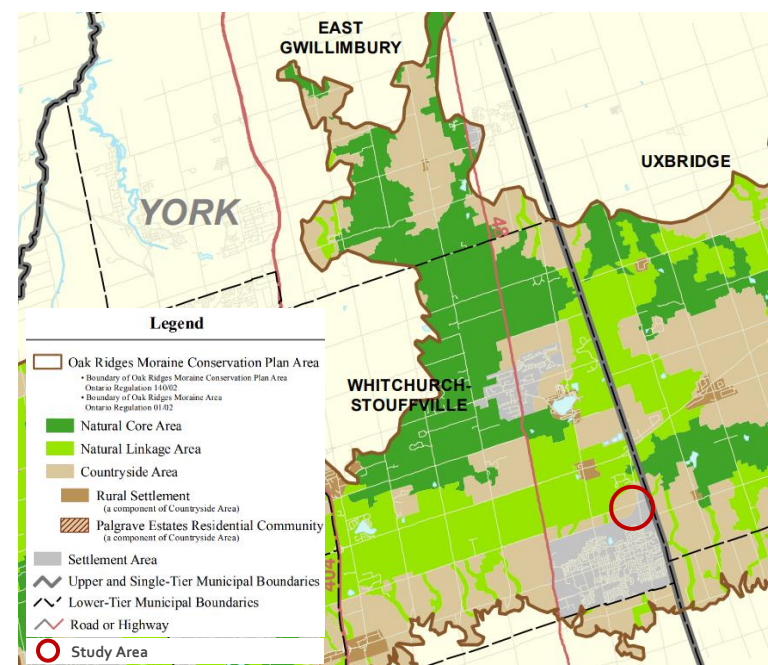


FIGURE 4: ORMCP Land Use Designation Structure

The lands to the south and east of the GO Station are located within a Settlement Area in the ORMCP (Figure 4). The purpose of Settlement Areas is to focus and contain urban growth by encouraging the development of complete communities and promoting efficient use of land with transit-supportive densities, while minimizing impacts of development on the

ecological functions and hydrological features of the Plan Area (Section 18.1). Land uses within these Settlement Areas are to be determined within local municipal official plans, subject to specific provisions as outlined in Section 19.3 of the ORMCP.

The lands to the north and northwest of the GO Station are within the Countryside designation of the ORMCP, which permits agricultural and rural uses and related uses thereto, small-scale commercial, industrial and institutional uses, and residential development in specific areas as identified in Section 14 of the ORMCP. Furthermore, lands further north of the GO Station fall within the ORM Natural Linkage Area. It should be noted that the Implementation section of the ORMCP states that *"Settlement Area boundaries are not permitted to expand into Natural Core Areas or Natural Linkage Areas."*

Furthermore, Section 41 of the ORMCP contains policies regarding infrastructure, including railways and associated corridors and facilities as well as sewage and water service systems, waste management systems, and stormwater management systems. Municipalities are to ensure that development of new infrastructure or upgrades / extensions to existing infrastructure is supported by necessary studies, as outlined in Section 41(1.2).

2.1.5 CTC Source Protection Plan

The Study Area is located within a Wellhead Protection Area (WHPA) and Highly Vulnerable Aquifer (HVA) (Figures 5 - 6). These features are located within the Credit Valley, Toronto and Region, and Central Lake Ontario (CTC) Source Protection

Region, and thus subject to the CTC Source Protection Plan (CTC SPP). The intent of the CTC SPP is to protect the water quality of the watersheds of the region subject to the Plan.

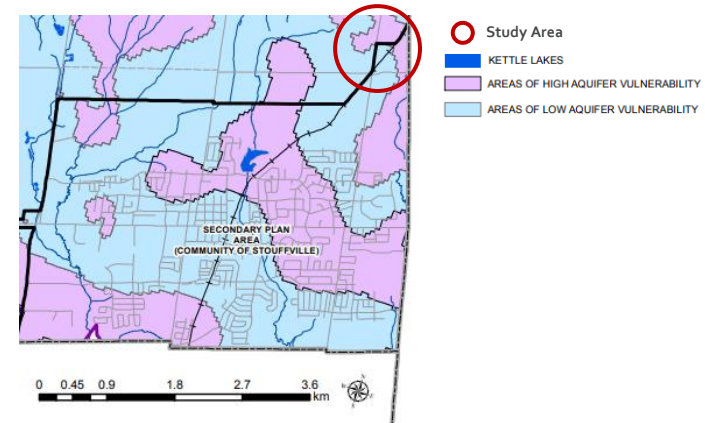


FIGURE 5: ORM Areas of High Aquifer Vulnerability

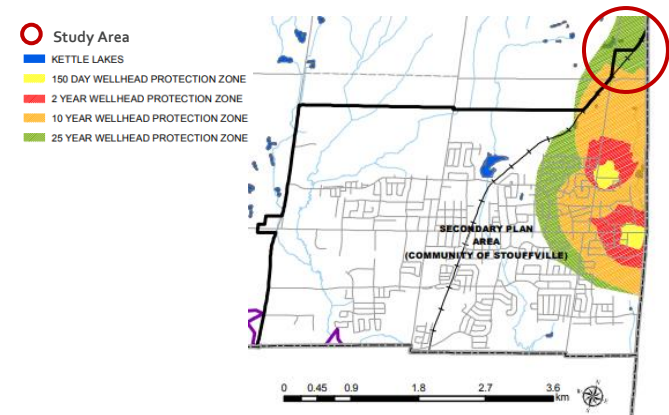


FIGURE 6: Wellhead Protection Zones

Section 2.1.5 of the CTC SPP refers to the Credit Valley, Toronto and Region and Central Lake Ontario Sourcewater Protection Plan (CTCSPP) and Well Head Protection Areas (WHPA) requirements to address significant threats to water quality within planning areas. The CTC SPP also outlines requirements to ensure that recharge reduction does not become a significant drinking water threat from a quantity perspective; it requires that proponents of all new development demonstrate that their projects will maintain the estimated pre-development groundwater recharge.

Section 6.1 of the CTC SPP identifies WHPAs and HVAs as vulnerable areas. Section 7 identifies a list of threats that would pose a risk for these vulnerable areas, as defined by the *Clean Water Act*, 2006. Generally, these policies prohibit the use of heavy industrial / agricultural uses and activity within this area to prevent contamination. Policy direction within the Stouffville Secondary Plan in relation to these features is aligned with this direction from the CTC SPP. The land use recommendations of this Study will be consistent with the directions of the CTC SPP, in keeping with current policies within the Stouffville Secondary Plan in this regard.

2.1.6 Duffin's Creek Watershed Plan, 2003

Duffin's Creek drains into the north shore of Lake Ontario and connects communities across Durham Region and York Region, including Pickering, Ajax, Markham, Whitchurch-Stouffville, and Uxbridge. The Study Area is located within the Duffin's Creek Watershed Area (Figure 7), and thus subject to the Duffin's Creek Watershed Plan, enacted in August 2003.

Section 8.16 of the Town's Official Plan requires that the applicable objectives and requirements of completed watershed plans applicable within the ORM area are implemented within the Official Plan. Accordingly, the Community of Stouffville Secondary Plan implements policies regarding stormwater management, ground water management, and flood plain areas, stemming from directions of the watershed plan. These policies will be adhered to within this Study. Furthermore, the Study Area will remain subject to these policies beyond this Study, as they are part of the broader Secondary Plan.

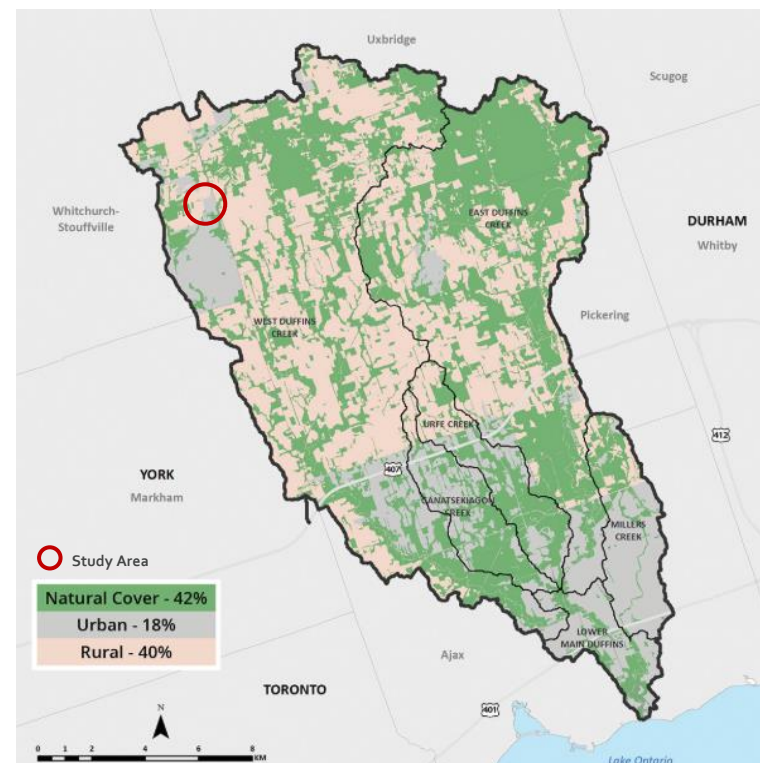


FIGURE 7: Duffin's Creek Watershed Area

2.1.7 Transit-Supportive Guidelines

The Ontario Ministry of Transportation (MTO) updated their Transit-Supportive Guidelines (TSG) in 2012 to speak in more detail about planning transit-supportive communities. These guidelines are intended to assist municipalities in implementing the policies and objectives of the PPS and Growth Plan. The document organizes its policies in relation to community size (small, mid-size, and large communities and big cities) and the scale of planning (site, district, municipal, regional).

Section 1.1.1 of the TSG states that higher density mixed-use nodes should be designated around existing and planned transit investment to direct and focus growth and support the clustering of uses and activities. This directive supports the establishment of an MTSA around the Lincolnville GO Station. Section 1.1.2 details strategies for planning within nodes, some of which include:

- Planning for a 400-metre to 800-metre boundary from a focal point, such as a transit station, which represents a 5-10-minute walk in an area where change would be accepted by the community;
- Provide a full range of uses, including residential and employment uses, to balance ridership levels in all directions;
- Establish a transit-supportive local street and block pattern; and,
- Provide appropriate transition of use, intensity and scale from higher-density nodes to surrounding areas.

Furthermore, Section 1.1.5 of the TSG provides guidelines for planning and design of Designated Growth Areas (DGAs), which are defined as places that are not currently urbanized but where development is anticipated and planned. This is applicable to the Study Area. Strategies in relation to DGAs include:

- Developing DGAs so that they are adjacent to and act as extensions of existing built-up areas to avoid leap-frog development;
- Connecting new streets to existing streets in adjacent developments;
- Extending connections into adjacent municipalities to support regional mobility for DGAs located at border municipal boundaries;
- Planning DGAs with a mix of uses to meet community needs; and,
- Establishing minimum density thresholds that are transit supportive.

Section 2 of the TSG provides strategies for developing the various elements involved to create a transit-supportive district, including a specific section for Major Transit Stations (Section 2.6.1). These strategies address the local street and block pattern, open space networks, complete streets planning processes which support pedestrians, cyclists and transit ridership, layout and orientation of buildings within a block, design of parking facilities and parking management strategies,

and the overall intensification of station areas. These guidelines are a helpful resource for consideration when considering the MTSA boundary and preferred land use option, and when developing policies and design guidelines for the MTSA.

2.1.8 Metrolinx Framework

To support connectivity throughout the GTHA, the Province, through the *Metrolinx Act, 2006*, established Metrolinx; a regional transportation agency intended to improve the coordination and integration of all modes of transportation within the region. Since its creation, Metrolinx enacted The Big Move, 2013 to guide transportation in the GTHA region.

The Big Move was updated by the 2041 Regional Transportation Plan (RTP) to bring actions to long-term transportation goals and objectives. Implementation of the Plan is contingent of approximately \$16 billion in funding for priority rapid transit projects in the GTHA. As this Study is focused on land use planning around the Lincolnville GO Station which is owned and operated by Metrolinx, it is beneficial to understand the planning and development framework established by the agency and applicable to the Study Area.

In November 2018, amendments were made to the *Metrolinx Act* which:

- Expanded the regional transportation area to include the GTHA plus the Regional Municipality of Niagara, Haldimand County, the County of Brant, the City of Brantford, the Regional Municipality of Waterloo, the

County of Wellington, the City of Guelph, the County of Dufferin, the County of Simcoe, the City of Barrie, the City of Orillia, the City of Kawartha Lakes, the County of Peterborough, the City of Peterborough and the County of Northumberland; and

- Altered the 'objects' of Metrolinx, as follows: The object of providing leadership in respect of an integrated, multi-modal transportation network is replaced with an object of providing leadership in respect of an integrated transit network.

The 2041 RTP is currently undergoing review given Metrolinx's revised mandate and service area.

GO EXPANSION

In 2014, Metrolinx began an initiative to transform the GO rail network, which will bring peak hour, peak direction services with frequencies ranging from 15 minutes to one hour to communities across the GTHA. Infrastructure upgrades associated with this include: station expansions; electrification of the rail network; new trains and control systems. Together, these improvements are intended to enable more frequent service and encourage ridership through integration and transit-supportive design. This will result in the electrification of 5 lines and is slated to begin operation in 2025. The Lincolnville Layover project described in Section 1.1.1 of this Report is one of the necessary upgrades required to implement service expansion along the Stouffville line.

GO RAIL STATION ACCESS PLAN (SAP)

The GO Rail Station Access Plan (SAP) was introduced in 2016 to provide a policy-based, decision-making framework as well as system-wide and station-specific strategies.

The SAP identifies the Lincolnville GO Station as a Peak-Only station at the end of the Stouffville Line; this level of service refers to peak hour, peak direction service at frequencies of 15 minutes and frequencies ranging from 30 minutes to 1 hour for the remainder of the peak period. The Stouffville Line connects to Union at the south-most point, as well as two Mobility Hubs, being Kennedy Station and Unionville Station; the latter of which is also an Urban Growth Centre, as identified by the Growth Plan.

Section 4 of the Station Access Plan presents guidelines for improvements outside of the immediate station property, which are to be implemented at the discretion of local municipalities. These guidelines are presented throughout Sections 4.4 – 4.8 in a manner which relates to each category within the hierarchy of access, as highlighted in Figure 8. This hierarchy implies that access should be prioritized in a manner which favours pedestrians, followed by transit, cycling, pick up/drop off, carpool and parking.

These guidelines are summarized under the following categories:

- 1 **Land Use:** Section 4.4.2 indicates that development should focus and integrate increased and transit-supportive densities, along with a diverse mix of uses and public spaces, in a compact built form and the critical mass of

activity around the station, while supporting transition to the surrounding community.

- 2 **Connectivity:** Sections 4.4.2, 4.5.2, and 4.6.2 emphasize the desire for a connected network of complete streets which accommodate all modes of transport; this includes the provision of adequate pedestrian and cycling routes and infrastructure, and transit service around the station.
- 3 **Comfort:** Sections 4.4.2 and 4.7.2 speak to designing an environment around the station area that users will feel safe within. This includes safe pedestrian environments, attractive and comfortable public realms with a strong sense of place, as well as clearly marked and signed pick-up and drop-off locations beyond the Station Area.
- 4 **Wayfinding / Amenity:** Sections 4.6.2 and 4.7.2 support the development of signage to allow for efficient navigation of the surrounding area, leading to the transit station.
- 5 **Efficiency:** Section 4.8.2 suggests the development of a short- and long-term area-wide parking strategy with maximum and minimum parking standards and shared use practices to minimize surface parking and integrate within surrounding lots and structures.

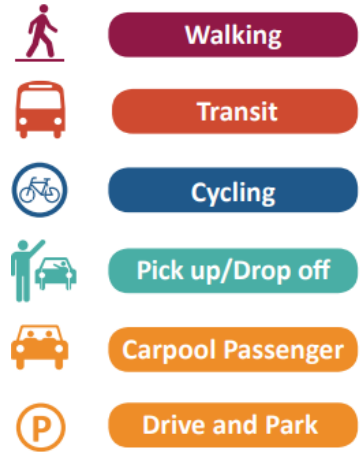


FIGURE 8: Hierarchy of Access (Metrolinx, 2016)

2.2 Regional Context

The Regional policy framework provides further direction in planning for an MTSA. It also establishes a framework for planning for densities and land supply within the lower-tier municipalities. All land use planning decisions made by the Town must conform to the Region's policy framework.

2.2.1 York Region Official Plan (2016 Consolidation)

The York Region Official Plan (YROP) was adopted in 2009 and approved by the Ministry of Municipal Affairs and Housing in 2010. A key function of the YROP is allocation of the Region's population and employment to its various lower-tier municipalities, including the Town of Whitchurch-Stouffville, per direction of the Growth Plan (Table 1). These allocations forecast a population of 60,600 and 23,000 jobs within the Town by 2031; this represents an increase of 11,200 people and 3,800 jobs from 2016. These forecasts are to be used as the basis for planning of new development. Note that Section 5.1.4 states that local official plans shall not designate more than a 20-year supply of land for development.

TABLE 1: York Region Population and Employment Forecast by Local Municipality

Municipality	2006	2016	2021	2026	2031
Aurora Population Employment	49,700 20,300	63,700 29,000	68,100 32,400	69,600 33,500	70,200 34,200
East Gwillimbury Population Employment	22,000 5,900	34,700 11,600	48,100 18,700	66,300 26,700	86,500 34,400
Georgina Population Employment	44,600 8,000	52,800 11,000	57,900 13,900	63,900 17,400	70,300 21,200
King Population Employment	20,300 7,100	27,000 9,700	29,900 11,000	32,500 11,400	34,900 11,900
Markham Population Employment	273,000 144,800	337,800 200,300	370,300 221,500	398,300 231,200	421,600 240,400
Newmarket Population Employment	77,600 42,100	88,700 47,600	91,900 48,700	94,500 49,000	97,100 49,400
Richmond Hill Population Employment	169,800 61,100	216,900 86,100	231,400 94,300	239,100 97,400	242,200 99,400
Vaughan Population Employment	249,300 162,200	329,100 226,000	360,400 248,900	388,800 257,600	416,600 266,100
Whitchurch-Stouffville Population Employment	25,500 10,900	49,400 19,200	55,800 21,900	59,100 22,700	60,600 23,000
York Region Population Employment	931,900 462,300	1,200,100 640,500	1,313,800 711,200	1,412,100 746,900	1,500,000 780,000

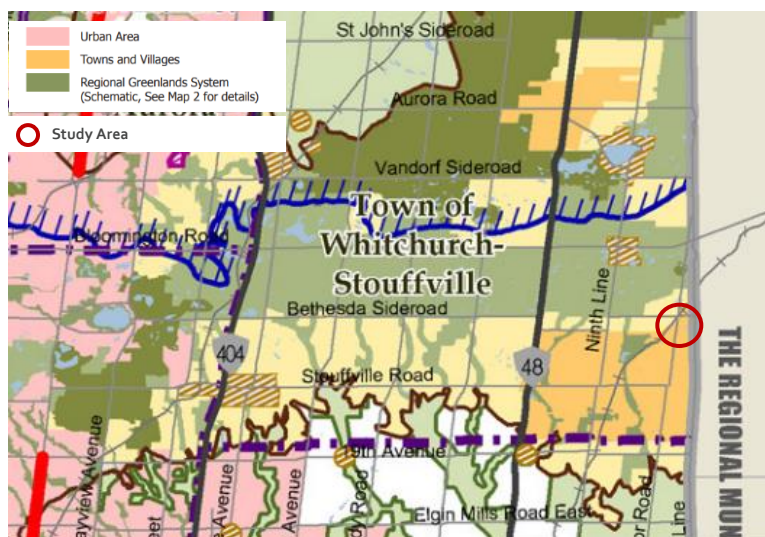


FIGURE 9: Regional Structure (YROP, 2016)

The Study Area falls within the Towns and Villages designation of the YROP (Figure 9). Section 5.6.22 of the YROP states that new development areas within this designation shall be subject to comprehensive secondary plans based on infrastructure availability, integration of new development into existing communities, a minimum density target of 50 residents and jobs per hectare, a range and mix of housing types, and sustainable and low-impact development methods.

Furthermore, in relation to the minimum density target, Section 5.2.15 states:

"That approved secondary plans within the designated greenfield area that are not completely built should be re-examined to determine if 50 residents and jobs per hectare in the developable area can be achieved."

These policies are relevant within the Study Area, as it presents an existing greenfield context which is planned for development within the Community of Stouffville Secondary Plan, as described in Section 2.3.1 of this Report.

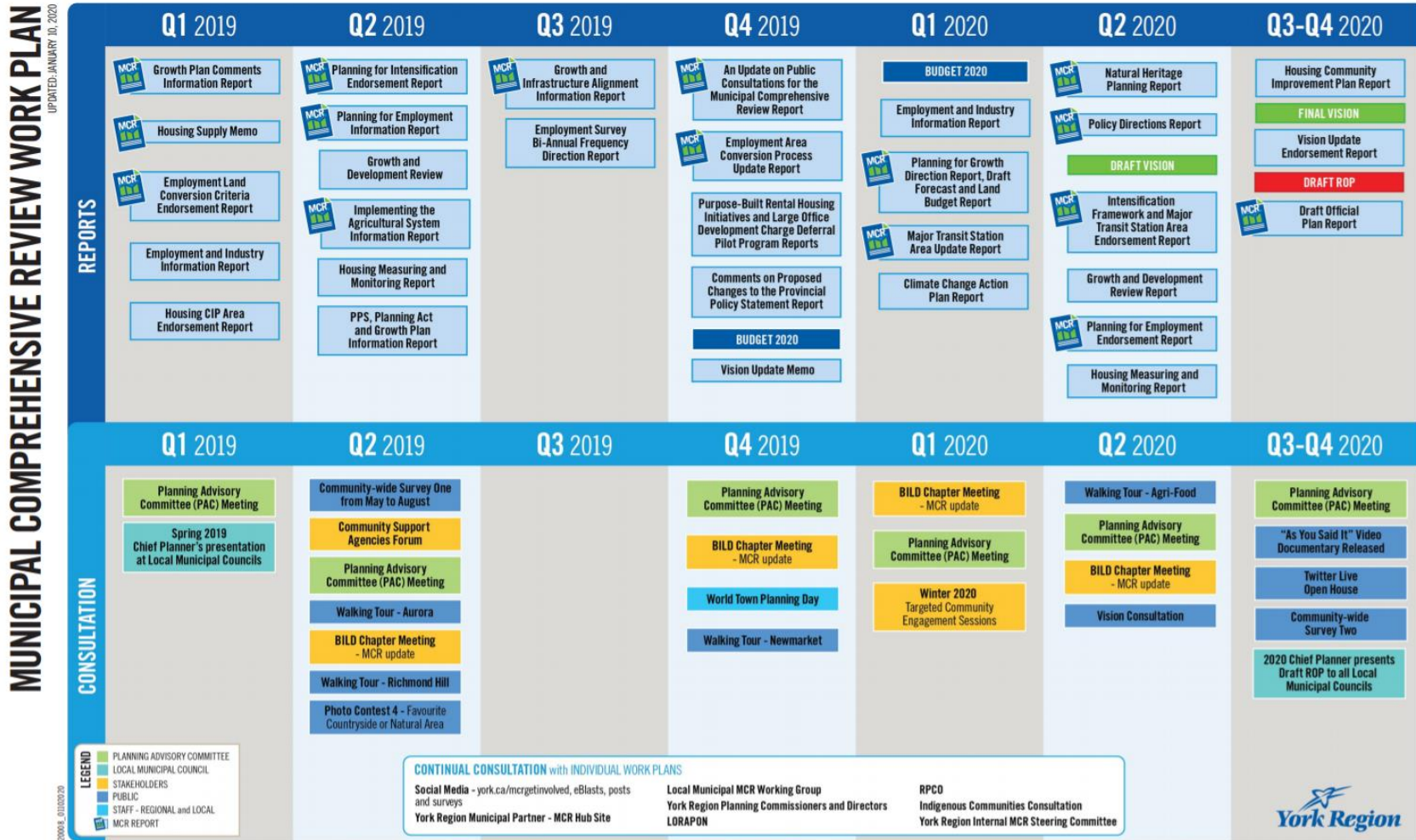
The Study Area also contains portions of the Regional Greenlands System to the southwest, as well as the "Greenlands System Vision" for connectivity to the north (Figure 9). Furthermore, the Study Area contains woodland, wetland, and water features to the east and southwest of the GO Station. These features are mostly located outside of a 500-metre radius around the GO Station, with the features at the southwest and Greenlands System Vision at the north located at the edge of the 800-metre radius.

2.2.2 York Region Municipal Comprehensive Review

The Region is currently undertaking a Municipal Comprehensive Review (MCR) process to review the Region's population and employment forecasts, land budget and Regional Official Plan policies and update the planning framework to the 2041 horizon. It is expected that updated policies will be drafted in Q3- Q4 2020 (Figure 10). A Major Transit Station Area Update Report was anticipated for Q1 2020.

The 2019 Growth Plan indicates that upper-tier municipalities are able to delineate and plan for MTSA's outside of their MCR process. However, various elements of the Region's MCR process will influence development within this MTSA. As such, this Study will coordinate, wherever possible, with the Region's on-going MCR process.

FIGURE 10: MCR Targeted Work Plan (January 2020)



YORK REGION 2041 PREFERRED GROWTH SCENARIO

In November 2015, the Region updated its population and employment forecasts to the year 2041 based on a preferred growth scenario to address Amendment 2 of the Growth Plan (prior to the 2017 Growth Plan update). In relation to the Town, this assessment resulted in a 2041 population forecast of 64,500 people, presenting an increase of 3,900 people from the 2031 forecast. The report states, *"The community of Stouffville will accommodate the majority of the Town's population growth from 2011 to 2041... Most of the residential growth will be through the development of the Stouffville Phase 2 and Phase 3 lands and through intensification in Stouffville."*

In relation to employment, the Town is anticipated to reach 23,000 jobs by 2041; this does not represent an increase from the 2031 forecast in the YROP. The report states, *"Most of the employment growth in the Town of Whitchurch-Stouffville will be located in the community of Stouffville. Approximately 23,000 jobs are anticipated by 2041 which represents an annual growth rate of about 2%. The majority (82%) of the growth is anticipated to occur by 2031 and will be both population-related and employment land employment."*

The Study Area is located within the Phase 3 lands of the Community of Stouffville Secondary Plan, and thus anticipated to accommodate most of the Town's growth.

YORK REGION 2017 VACANT EMPLOYMENT LAND INVENTORY

As part of the Region's MCR work, the Region conducted an assessment of the supply and characteristics of vacant employment lands in York Region as of mid-year 2017. This

inventory is intended to provide input to the Region's Employment Strategy. Ultimately, the Employment Strategy will form the basis of designating employment lands in the new YROP. In relation to the Town, the inventory found that there is a total of 321 hectares of employment land, 119 hectares being vacant employment land. The inventory does not identify any of the land within the Study Area as employment lands (Figure 11).

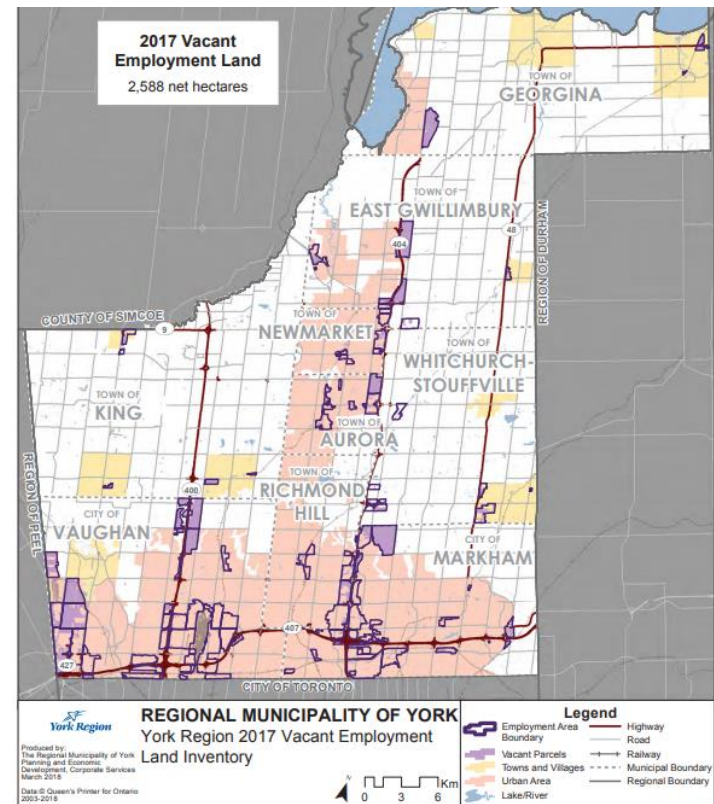


FIGURE 11: York Region 2017 Vacant Employment Land Inventory

EDGE PLANNING BACKGROUND REPORT (NOVEMBER 2018)

The Study Area is located at the northern-most boundary of the Stouffville Settlement Area, and along the eastern boundary between York Region and the Region of Durham. Existing uses within the Study Area, are primarily rural. However, the Study Area abuts existing built-up neighbourhoods to the south (Figure 12); thus, development of the Study Area will allow for natural growth from the existing communities up to the northern limit of the Stouffville settlement area.



FIGURE 12: Existing uses and boundary conditions within and around the Study Area

The Region undertook a review of best practices in edge planning and released findings as a background report in November 2018, as part of the on-going MCR work. Through case study analysis, the Region identified various planning tools and implementation mechanisms that should be considered to

address planning conditions at the urban-rural fringe. Relevant tools in relation to this Study are summarized below.

- 1 The Region identified the value in **defining the “agricultural-urban boundary”**, commonly known as the edge of the agricultural property which directly abuts a non-agricultural land use, such as an urban land use parcel (e.g. a residential parcel), a road, major infrastructure (e.g. a railway or a hydro corridor), or a natural heritage system. Other terms used within the report are “rural-urban boundary” or “rural-urban fringe”.
- 2 The **type and location of development**, and its proximity to agricultural lands, was identified as a key relationship within edge planning; the Region identified that developments which result in a greater number of people located near the agricultural-urban boundary have a greater impact than those abutting rural areas. To address this, the Region suggests directing higher density land uses away from the agricultural-urban boundary. If this is not possible, the Region suggests that urban land uses with a significant impact on agricultural uses may require greater separation (i.e. urban residential land uses).
- 3 The **urban community should be designed** to direct people and vehicles away from the agricultural-urban boundary. Key considerations include lot dimensions, density, road and service alignment, open space, and parkland dedication. Building design, layout and orientation should be considered to reduce impacts to adjacent farmland.
- 4 Urban development should avoid altering the hydrologic cycle through means of **storm and ground water**

management; they may even be designed to provide water benefits to adjacent agricultural uses.

- 5 **Buffers** can be located on either side, or both sides, of the rural-urban boundary to allow for an appropriate distance between conflicting uses.
- 6 **Official Plans** can provide a basis for edge planning. Policies that support edge planning and encourage or require local official plans to incorporate specific edge planning policies should be considered in the Regional Official Plan. The tools identified above can be incorporated more specifically into local official plans. Secondary plans can provide specific policy direction to ensure the type and location of land uses reduces the impacts along the agricultural-urban boundary and orderly phase development.
- 7 **Urban design guidelines** can support and clarify policies and ensure the intent of the tools is implemented.

The Region is considering these findings for policy direction within their on-going MCR, and plan to release an Edge Planning Guideline document in the future. This document will provide further guidance on the tools identified in the background report that are most relevant in a York Region context and provide more detailed guidance.

Within the Study Area, separation between urban and rural lands has largely been provided by existing features (i.e. the Natural Heritage System to the east, rail line to the west). Furthermore, the existing GO Station, which will be maintained as a Layover Facility once the new Station is operating, presents a buffer to the north. However, there may be a need

for buffering and transition from these separating features themselves. More specifically, the need from the Layover Facility, being an industrial use, as well as the rail line, will be addressed within this Study. The railway should be treated as a road, where a vegetative buffer would still be preferred to reduce impacts (i.e., sightlines, dust and odour, etc.).

Overall, this Study will ensure appropriate transition and buffering is provided where necessary.

DRAFT GUIDELINES TO DELINEATE AND SET DENSITY TARGETS FOR MAJOR TRANSIT STATION AREAS (JULY 2018)

The Growth Plan requires the Region to identify, delineate and set targets for MTSA in their Official Plan. The Region has established a work plan to address this requirement within their on-going MCR. This MTSA-related work will inform the Region's Intensification Strategy, but has also resulted in the Draft Guidelines to Delineate and Set Density Targets for Major Transit Station Areas. As part of the Region's MCR work, they have completed a set of draft guidelines for delineating and setting density targets within MTSA. The process outlined in the Guidelines is summarized in Figure 13.

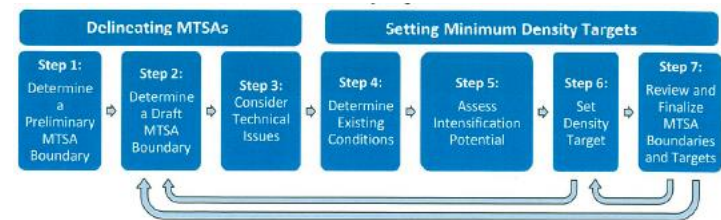


FIGURE 13: Steps for delineating MTSA boundaries and setting minimum density targets for MTSA's, as prescribed by York Region

Broad principles guiding these processes include:

- Reinforcing the planned regional and local municipal urban structure;
- Providing a diverse range and mix of land uses, if possible;
- Including existing higher density land uses;
- Including areas that are reasonably anticipated to develop or re-develop to higher densities;
- Connecting with adjacent MTSAs so that as much of the priority transit corridors are included as possible;
- Ensuring MTSAs are walkable and support the creation of complete communities for the broader community beyond the MTSA boundaries; and,
- Providing a range of amenities and opportunities to live and work along the priority transit corridors.

This document has been used to guide the proposed delineation of the MTSA, which is presented in Section 5 of this Report. The Guidelines will also be used in Phase 2 of this Study to determine density targets for the Study Area.

PLANNING FOR INTENSIFICATION BACKGROUND REPORT (APRIL 2019)

On April 11, 2019, the Planning for Intensification Background Report was presented at the Region's Committee of the Whole meeting, as part of the Region's on-going MCR work. The

report includes proposed delineations and minimum density targets based on certain considerations for the Region's 57 MTSAs in priority transit corridors as well as for 13 additional MTSAs, for a total of 70 MTSAs in the Region. Alternative density targets were only proposed for two MTSAs which are unable to meet the minimum Growth Plan density targets due to extensive constraints.

Draft minimum density targets for the MTSAs were determined considering a list of factors outlined in the Guideline document, some of which are listed in Figure 14. The Region identified three scenarios and related approaches for establishing minimum density targets in MTSA, based on the intensification potential and current build-out of the area (Figure 15).

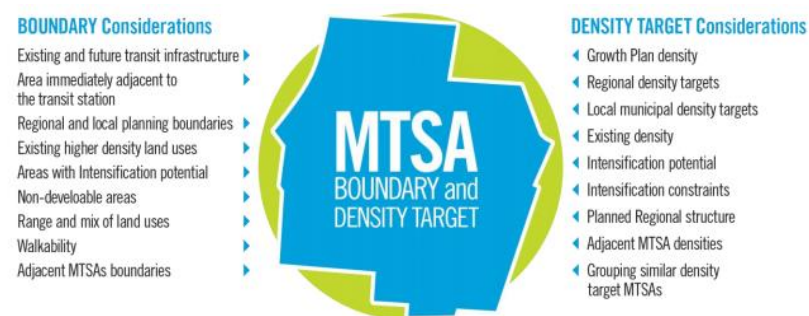


FIGURE 14: Considerations for delineating boundaries and setting minimum density targets

Scenario	Approach to Establishing the Target
A. There is intensification potential above the applicable Growth Plan minimum density target	Set the target at or above the applicable Growth Plan minimum density target. This was done with regard to: 1. The mid-point of the existing and potential build-out densities 2. Regional and local Official Plan policies 3. Potential density targets for adjacent MTSAs 4. Grouping MTSA targets to reduce the overall number of discrete targets
B. A fully, or mostly, built-out MTSA that currently exceeds the applicable Growth Plan minimum density target	Set the target at approximately 10% above the existing density, with regard to: 1. Potential density targets for adjacent MTSAs 2. Regional and local Official Plan policies 3. Grouping MTSA targets to reduce the overall number of discrete targets
C. Existing density and the potential build-out density is below the Growth Plan minimum density target	Re-evaluate the MTSA delineation for additional higher density or intensification potential. If potential build-out density is still below the Growth Plan minimum density target, then set an alternative density target with regard to: 1. The range between the existing and potential build-out densities 2. Regional and local Official Plan policies 3. Potential density targets for adjacent MTSAs 4. Grouping MTSA targets to reduce the overall number of density target categories

FIGURE 15: Scenarios and Approaches to Establishing Minimum Density Targets for MTSAs

The Study Area falls within Scenario A. As such the report indicates a minimum expectation that stations on the Stouffville line will achieve at least 150 people and jobs per hectare and will average 210 people and jobs per hectare.

A draft Lincolnville MTSA boundary was identified at a conceptual level, showing a circular area around the station, within the Settlement Area (Figure 16). The delineation of MTSAs were based on a series of guiding principles including: reinforcing the planned regional and local municipal urban structure, providing for a range and mix of land uses (for MTSAs outside of employment areas) and connecting adjacent MTSAs where possible. However, delineation of the boundary for the Study Area was mainly guided by the reinforcing regional and local urban structures, as there is no existing mix of uses or adjacent MTSA to connect to. The delineation is being

reviewed through this Study and is presented later in this Report.

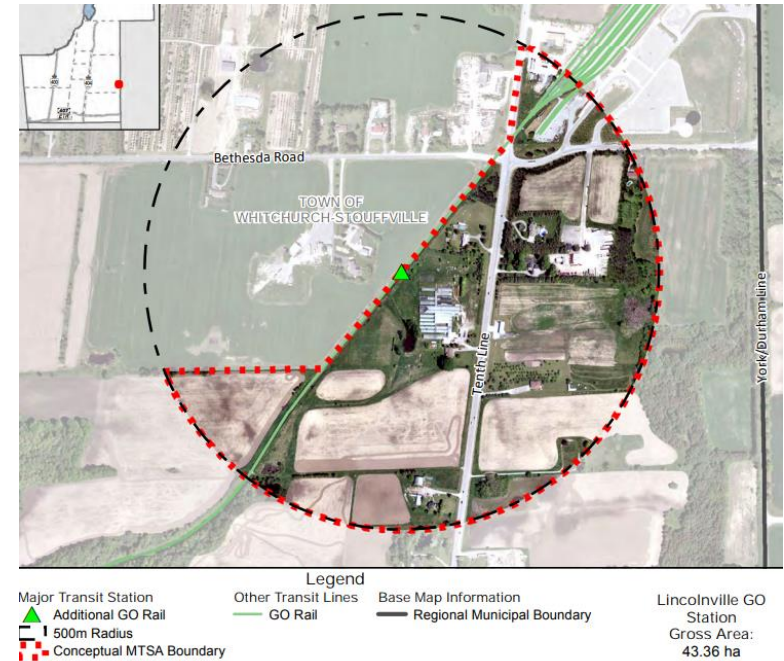


FIGURE 16: Lincolnville MTSA Conceptual Delineation by York Region

Consultation will be undertaken on the draft delineations and density targets, which will be finalized for the Region's Intensification Strategy. The recommended MTSA delineation and land use framework will require Regional input as the study moves forward, and ultimately the delineation will be implemented by the Region.

2.2.3 York Region Transportation Master Plan

The Region's 2016 Transportation Master Plan (TMP) is a fundamental tool for establishing the vision for transportation services and providing actions and policies to address road, transit and active transportation needs, to accommodate population and employment growth to 2041. This Study is aligned with the TMP's five objectives, being:

- 1 **Create a world class transit system**, through the support of initiatives such as GO Expansion;
- 2 **Develop a road network fit for the future**, which considered a finer grid road network and builds context sensitive multimodal corridors, missing links, and new roads;
- 3 **Integrate active transportation in urban areas**, to support last mile trips, connect communities to transits spines, and develop a trails strategy to provide a network of greenspaces;
- 4 **Maximize the potential of employment areas**, by improving connectivity to such areas; and
- 5 **Make the last mile work**, by supporting transit-supportive development and providing safe and convenient walking/cycling options.

The connectivity network and land use framework that is established through this Study will continue to support these objectives and initiatives in a manner which is tailored to the Study Area.

The York / Durham Boundary is the only Regional road within the Study Area. Section 4 of the TMP notes that there is

substantial demand for travel between York and Durham Region, with Durham being one of the fastest growing sources of inbound commuters to York Region.

2.2.4 10-Year Housing Plan

In June 2014, the Region's 10-Year Housing Plan was released as an approach to address the need for more housing options within the Region. The 10-Year Housing Plan proposes 49 actions which grow from four main goals, being to:

- 1 Increase the rental housing supply;
- 2 Sustain the existing rental housing supply;
- 3 Support affordable home ownership; and,
- 4 Strengthen the homelessness and housing stability system.

The 10-Year Housing Plan identifies the roles of its nine local municipalities to be to:

- Set land use designations and growth patterns for their municipality and within individual communities;
- Implement the Region's minimum targets for affordable housing development;
- Pass zoning by-laws which permit secondary uses and accessory units; and
- Support affordable housing development in a variety of ways, such as including social housing as a community benefit in negotiations with developers.

This Study can help support the Town's role in implementing the 10-Year Housing Plan by providing land use designations which allow for the development of a range of housing forms. There may also be opportunity to consider policies and tools to support the creation of affordable housing units.

Plan. However, policies of OPA 137 are approved and in effect, thus providing the most relevant policy direction for the Study Area.

2.3 Local Context

The local policy framework implements the directions of the Province and Region, and provides the greatest level of detail with respect to land use planning decisions by Town Council.

2.3.1 *Whitchurch-Stouffville Official Plan*

The Town of Whitchurch-Stouffville Official Plan was adopted in 2000 and approved by the Ontario Municipal Board in June 2004. Since approval, the Plan has been consolidated, most recently in 2017. The document consists of the Official Plan, which is primarily applicable to the rural / agricultural area of the municipality, and the Secondary Plans, which consist of detailed plans for the Town's various communities, including Stouffville. As such, the planning framework applicable to the Study Area is mainly contained within the Stouffville Secondary Plan.

The Community of Stouffville Secondary Plan establishes the planning framework for the lands bound by Bethesda Road and the rail line to the north, York Durham Line / Regional Road 30 to the east, Town boundary with the City of Markham to the south, and approximately Highway 48 on the west (Figure 17). The Secondary Plan was amended through OPA 137, which has not been included in the current consolidation of the Official



2.3.2 Growth Management Strategy / OPA 137

In 2012, the Town commenced a Growth Management Strategy (GMS) as a two-step process to examine the long-term land needs of the Town to 2031:

- 1 **Preparation of a Growth Management Strategy / Land Inventory and Capacity Analysis (GMS):** This stage demonstrated the need for additional residential and non-residential lands to accommodate growth in the Town to 2031. In addition to moderate Town-wide intensification, the Community of Stouffville Phase 3 Lands, which include the Study Area, were required to accommodate the additional residential development. Additionally, Lands in Vandorf - Preston Lake Secondary Plan were to be considered for employment uses.
- 2 **Secondary Plan and Official Plan Amendments:** The Secondary Plan Amendment process was required for urban expansion into the Phase 3 lands, supported by a Development Concept, Servicing Master Plans, and a Fiscal Impact Update. Additional amendments were also required to the Official Plan to implement directions of the GMS related to the Town as a whole.

OPA 137 was adopted in April 2014 and approved by the Region in July 2016. The OPA amends the Community of Stouffville Secondary Plan to introduce the Phase 3 lands into the urban serviced area, update Town-wide residential intensification policies, and update policies of the Vandorf-Preston Lake and Gormley Industrial Secondary Plans with respect to employment land conversions.

The Phase 3 Lands, being a portion of land at the north-most point of the Stouffville community, were originally included within the Community of Stouffville Settlement Area as outlined by the ORMCP, but were outside of the urban serviced area and thus not designated for development (Figure 18). OPA 137 brought these lands into the urban serviced area and applied urban land use designations to facilitate their development (Figure 17).

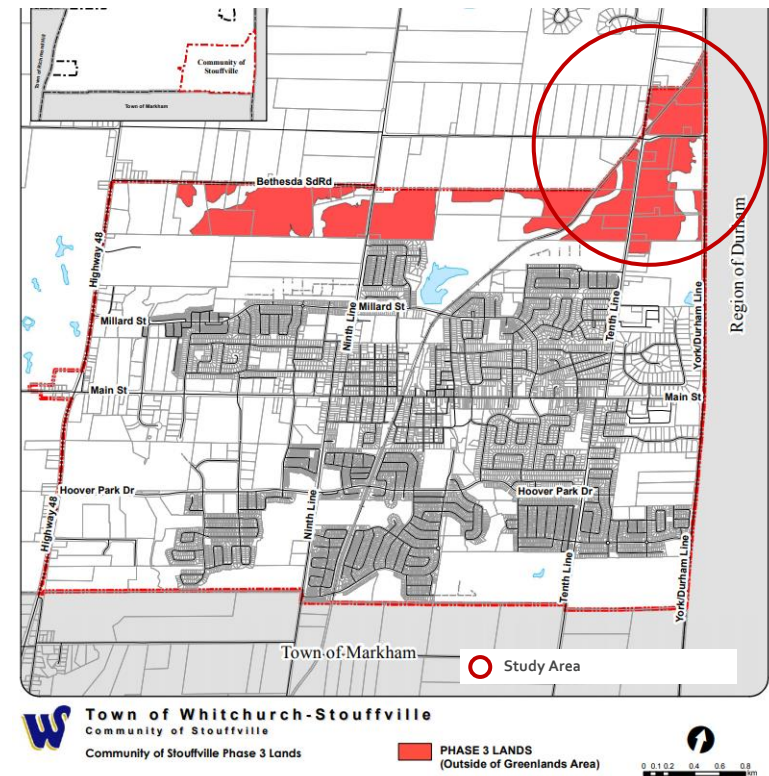


FIGURE 18: Phase 3 Lands

Lands within the Study Area are mostly designated Residential Area, with Urban Medium Density Residential designation

along Tenth Line, and a portion designated as Urban High Density Residential Area at the corner of Tenth Line and Bethesda Road. Relocation of the GO Station was not considered at the time of OPA 137; as such, the existing GO Station Area was identified as the Major Transit Station Area. Relocating this designation to the appropriate station area will result in a reduction to low / medium density residential uses currently intended for the future GO Station Area; as such, density will have to be increased in other areas to accommodate the loss of the lands for residential use, to ensure targets are met.

Other land use designations within the Study Area include:

- Industrial Area, at the northern extent of the Settlement Area boundary;
- Activity Node Area, Special Provision 2, on the west side of Tenth Line, south of the GO Station;
- Greenland Area, along the east and west sides of the Study Area, which include buffers (per Section 12.7.8.4 of OPA 137); note that refinements to these boundaries are to be implemented through the development approval process; and,
- Greenland Area, Special Provision 2 (S.12.7.8.4.1), which is applied to lands west of Tenth Line and south of the rail corridor (abutting the new GO Station), to recognize an area which is believed to have wetland vegetation communities and a hydrologic function associated with the drainage of the area. A Functional

Servicing Plan must be prepared in support of development applications for these lands to determine the role of this area and location of the wetland vegetation communities.

In addition to these uses, a portion of land that comprises a large portion of the western side of the Study Area is indicated as “Deferred” on OPA 137 Schedule F, as these lands have been appealed to the Local Planning Appeal Tribunal (formerly Ontario Municipal Board).

In terms of density, Section 12.10.2.6 of OPA 137 states, “To assist in the achievement of the Town’s population target, approximately 3,056 residential units are forecasted to be developed in Phase 3. Best efforts will be made to achieve a minimum density of 50 residents and jobs combined per hectare in the developable area of Phase 3 Lands.” More specifically:

- The Urban High Density Residential Area is intended to provide for 65 – 120 units per net hectare.
- The Urban Medium Density Residential Area is intended to provide for 30 – 65 units per net hectare.
- The maximum building height permitted by OPA 137 is 10 metres.

Overall, the land use plan implemented by OPA 137 has a large residential focus on the Study Area. The land use plan also incorporates a recommended network of collector roads to support these residential uses. Various objectives and development policies within the Secondary Plan itself, that

were not modified through OPA 137, support development patterns that encourage and support transit usage (12.5.6.1(i)) Section 12.7.5.3(iv) specifically states, *"All new development will be transit-supportive, at a pedestrian scale and promote the orientation of dwellings to the street to create a safe, accessible and attractive environment"*.

EMPLOYMENT LANDS

In the first step of the GMS, the adequacy of employment land supply within the Town to 2031 was assessed and found that based on forecast employment land demand and identified supply, there is an insufficient supply of serviced vacant employment land to accommodate growth 2031. Options for employment lands expansion in Stouffville are limited due to the Oak Ridges Moraine. However, an assessment of lands found that lands in the Vandorf - Preston Lake Secondary Plan area designated as "Potential Employment Area" were identified as required to meet the Employment Land needs of the Town to 2031.

As a result of the proposed changes to add Business Park Area designations within the Phase 3 lands comprising 5.07 hectares (12.57 acres) there would be a commensurate addition to the long-term supply of future Serviced Employment Lands. This would, in turn, reduce the long-term deficit of Serviced Employment Area Lands established in Step 1 of the Growth Management Strategy from 87 gross hectares (215 acres) to 82 gross hectares (203 acres). New employment conversion policies were also added to the Official Plan and Community of Stouffville Secondary Plan. Overall, the opportunity to introduce other employment lands within the Town may be of

interest to assist in reducing the long-term deficit of employment lands.

2.3.3 Town of Whitchurch-Stouffville Official Plan Review

The Town of Whitchurch-Stouffville has initiated an Official Plan Review to update the policy framework of the Official Plan. The Review ensures that the Town reflects conformity with Provincial Plans and the Regional Official Plan which is also currently under review. This review process will include development of policies to reflect the growing and diversifying needs of the Town.

The Official Plan Review is undertaken through a comprehensive review of key theme areas according to issues currently being addressed as a community. The framework for the Official Plan Review includes:

- Vision and guiding principles
- Planning for growth management: intensification, employment, retail, transportation, infrastructure, heritage and built environment
- Planning for the natural environment: agriculture, rural policy, natural heritage, mineral aggregates, archaeology, source water protection and watersheds
- Planning for a healthy community: housing, sustainability, energy and climate change

— General technical/housekeeping updates

The final Official Plan will focus on the future growth of the community and will be used to guide master plans and studies developed by the Town in the future.

2.3.4 Comprehensive Zoning By-law 2010-001-ZO (November 2018 Consolidation)

The Town's Comprehensive Zoning By-law 2010-001-ZO was passed by Town Council on March 2, 2010 and subsequently approved by the Ontario Municipal Board by Order dated January 13, 2011. The 2018 Consolidation presents the most up-to-date zoning framework based on amendments that have been made over the years.

The Study Area is comprised of a number of zones, with a large focus on residential and agricultural / environmental uses, and smaller pockets of general commercial, employment, and institutional uses (Figure 19). It should be noted that the future GO Station is currently zoned "Agricultural", and there are a few pockets of lands zoned "Development Reserve". The zoning framework will need to be updated to reflect the recommendations of this Study and allow for implementation.

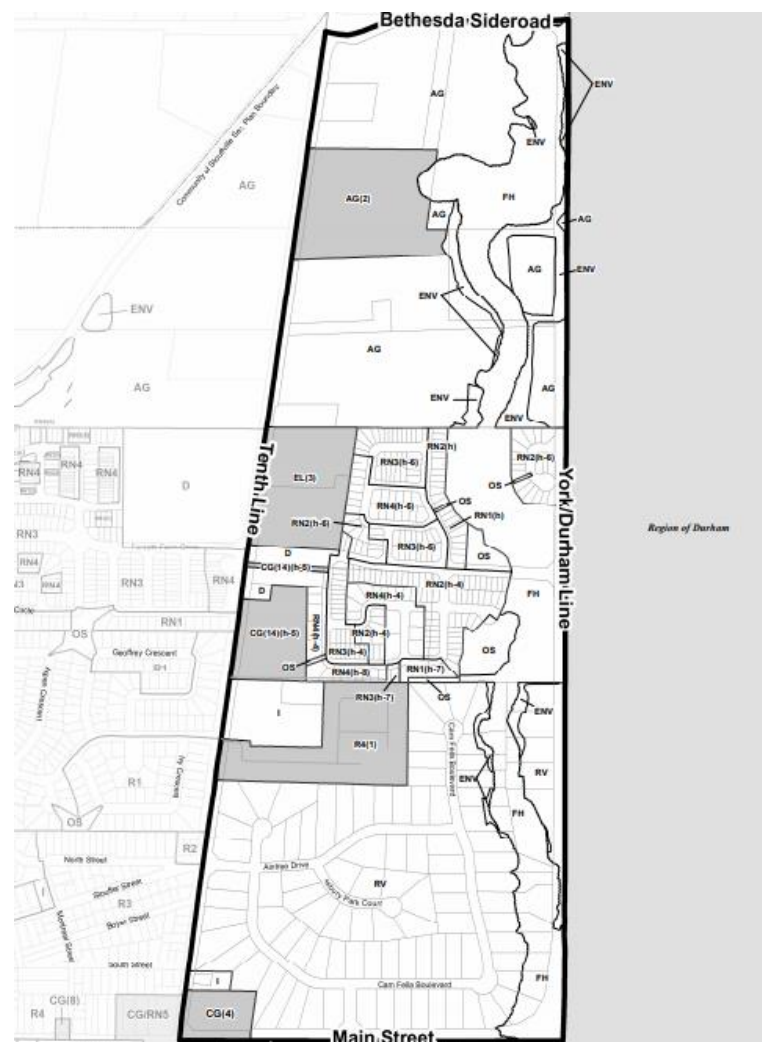


FIGURE 19: Zoning By-law 2010-001-ZO Schedule 49

2.3.5 Design Guidelines

There are two sets of design guidelines which currently apply to the Study Area, being the Community of Stouffville Urban

Design Guidelines and Community of Stouffville Residential Intensification Urban Design Guidelines. These documents were prepared in 2009 and 2002, respectively, and as such are somewhat outdated. A key part of this Study will be to develop new design guidelines for the Study Area. However, these existing documents present a foundational framework and should still be considered within this Study, primarily as a basis for developing the Lincolnville urban design guidelines.

COMMUNITY OF STOUFFVILLE URBAN DESIGN GUIDELINES

In 2002, the Town developed an urban design framework and set of guidelines for the Community of Stouffville, building upon directions set out in the Secondary Plan at that time. Given the date of the Community of Stouffville Urban Design Guidelines (CSUDG), the applicable design framework for the Study Area does not fully align with current boundaries and designations. However, the CSUDG presents the following general community design principles which may be considered by this Study:

- 1 **Natural and Cultural Features:** These features should be protected and enhanced as focal elements within the community as a means of maintaining the sense of connection with the heritage landscape. They should be framed and protected with roads and building frontages where possible.
- 2 **Recreational Trails and Walkways:** Recreational trails should be located between streets and natural features to benefit from natural surveillance opportunities from the street and adjoining development. Walkways should be provided as mid-block connections where blocks are

greater than 285 metres. In general walkways should have a minimum 3.0 metre right-of-way incorporating a stamped concrete surface suitable for pedestrian and bicycle use and requiring minimal maintenance.

- 3 **The Parks System:** The Parks System should contribute to the structure of the community by locating neighbourhood parks within neighbourhood centres. Community parks should generally be 5-8 ha; neighbourhood parks should generally be 1.6-5 ha; parkettes should generally be up to 1.6 ha.
- 4 **Stormwater Management Facilities (SWM):** SWM Facilities should be designed to be features within the community and integrated into neighbourhood design. SWM facilities should be considered an amenity as important and desirable to the community as other open spaces where the street and block pattern utilizes views and access to the SWM through positive street frontage wherever possible.
- 5 **Neighbourhood Structure:** The extent of a neighbourhood should be generally defined by a 400-metre radius (5-minute walk) from centre to an identifiable edge, which could be defined by natural features or major streets and pronounced by "gateway" features. A variety of residential building types, sizes, and setbacks should be provided on any given street to encourage a diverse, non-repetitive community fabric. Visual interest should be provided through a non-repetitive street and block layout that maximizes views and vistas to parks, greenlands, and the rural periphery. Where feasible, different complementary uses should be introduced into a neighbourhood.

- 6 **Residential Built Form:** A variety of dwelling types and front yard building setbacks should be integrated within neighbourhood blocks to contribute to a diverse and distinct neighbourhood image. A sub-neighbourhood area may be distinguished by a dominant housing type, provided there is some intermixing of dwelling types and a variety of visible building elements and materials within each block. Higher density housing should be generally placed along arterial, collector or major local roads, as well as around open spaces and at the end of blocks.
- 7 **Blocks and Streets:** Blocks and streets should be designed to enhance views, or to achieve a distinctive character around a neighbourhood focus through deliberate variations in the street alignment. The grid should shift at key locations to create distinct sub-neighbourhood enclaves, while allowing for significant view opportunities to natural features, parks, heritage buildings and structures. Block lengths should generally range between 225 and 285 metres; if longer, a through-block pedestrian walkway (3 metre minimum) and/or parkette (12 metre minimum) should be provided.
- 8 **Streetscapes:** Hierarchy is defined in terms of the urban design character of the road, depending on the function and urban condition in which it is placed. Where pedestrian activity is concentrated such as schools and street retail shops, the sidewalk should be expanded or augmented with decorative pavers to create a larger surface area. Where on street parking is provided, consideration should be given to an expanded boulevard at intersections to reduce pavement widths in place of parking.

These guidelines will be applied when developing land use options and determining / implementing the preferred land use concept.

COMMUNITY OF STOUFFVILLE RESIDENTIAL INTENSIFICATION URBAN DESIGN GUIDELINES

In 2009, the Town developed Residential Intensification Urban Design Guidelines (RIUDG) to provide a comprehensive tool for the Community of Stouffville to use in the assessment of applications for residential intensification within the built boundary. Intensification objectives as outlined in the RIUDG include:

- 1 Protect and extend the unique character of Stouffville;
- 2 Create compact, attractive, main streets with an intensified and diverse mix of activities;
- 3 Obtain a high level of quality in architecture and urban design;
- 4 Strengthen active transportation network for pedestrians, cyclists, transit users and vehicles; and,
- 5 Promote intensification that is context-sensitive.

However, as the Phase 3 lands were brought into the built boundary after the development of the RIUDG, the document does not specifically speak to the Study Area. However, under the Residential Intensification Site Types (Section 1.2.2), the entire Study Area would be considered as “Underdeveloped or Vacant Sites”, save and except for sites which currently have development approvals or proposals. As such, the guidelines related to “Underdeveloped or Vacant Sites” should be

considered within this Study. A summary of these considerations presented below.

- 1 **Buildings above three storeys** should have a strong street edge which reinforces a human-scale environment, high quality amenity areas, a distinct image and quality which expresses the individuality of the ground floor versus those above to create visual interest, and should be environmentally sustainable and address opportunities for energy and water safety. The RIUDG contains more detailed guidelines regarding building orientation and layout; height and massing; setbacks and stepbacks; visual angular planes; shadow impact analysis; building façade articulation; and, building materials and details.
- 2 **Townhomes** are appropriate for providing compact, higher density housing, as well as transition between low-density/low-rise housing and more intense multi-residential forms. Variations in townhouse form include back-to-back units, stacked units or a courtyard configuration, but generally townhouses should comprise a continuous row along the street within a 2-3 storey building. Each unit should have an entrance from the street at or near grade-level or, in the case of some stacked units, below-grade entrances may be acceptable. The RIUDG contains more detailed guidelines regarding form, massing, proportions, rooflines, and ground floor treatments.

The RIUDG will be considered when developing policies related to the preferred land use option, and a starting point for the development of the UDG for this Study.

2.3.6 *Whitchurch-Stouffville Transportation Master Plan*

In February 2017, the Town completed a Transportation Master Plan to develop a transportation vision to meet the future needs and allow for the implementation of a well-planned network of roads, sidewalks and trails that serve the community and safeguard quality of life, economic growth and the natural environment.

The Study Area only consists of three main roads (Figure 20), which have been designated in the following manner through the TMP:

- 1 **York-Durham Line** – Regional Road
- 2 **Tenth Line** – Urban Arterial
- 3 **Bethesda Road** – Rural Arterial Road



FIGURE 20: Recommended Road Classifications from the TMP

There is also a network of local roads to the south which service the existing community. These road classifications have implications on the capacity of the transportation network and

the nature of the road, which will need to be considered within the land use options of this Study.

Other transportation needs identified within the area through the TMP include:

- Road reconstruction and potential partial widening at intersections to allow for additional left and/or right turn lanes on Bethesda Road and on Tenth Line; and
- The addition of traffic signals at Tenth Line North and Forsyth Farms Drive within the short-term.

APPENDIX F – PHASE 3 LANDS

Following completion of the TMP, there was a need to confirm the preferred transportation network in the Community of Stouffville's Phase 3 Lands. The development of the Phase 3 Lands presents opportunities to provide connections to existing built-up areas and the future GO Station. Four alternative options for the transportation network were assessed based on the following evaluation criteria:

- 1 **Transportation Service:** accommodates future car and truck traffic; transit network connectivity; emergency services; active transportation.
- 2 **Natural Environment:** aquatic habitat (including potential impacts to watercourses & fisheries); vegetation; wildlife.
- 3 **Socio-Economic Aspects:** promotes community health and a safe, accessible network; minimize traffic infiltration; supports future growth.
- 4 **Engineering:** constructability; cost.

Following this assessment, along with public consultation, a hybrid alternative (Alternative 5) was selected which provides the best balance between the evaluation criteria and aligns with the goals of the Town's Official Plan (Figure 21). The alternative creates connections within the Study Area from Tenth Line and Bethesda Side Road. Although the rail line continues to bisect the Study Area, the proposed road network provides for access on both sides of the future GO Station, which will unlock future development opportunities.

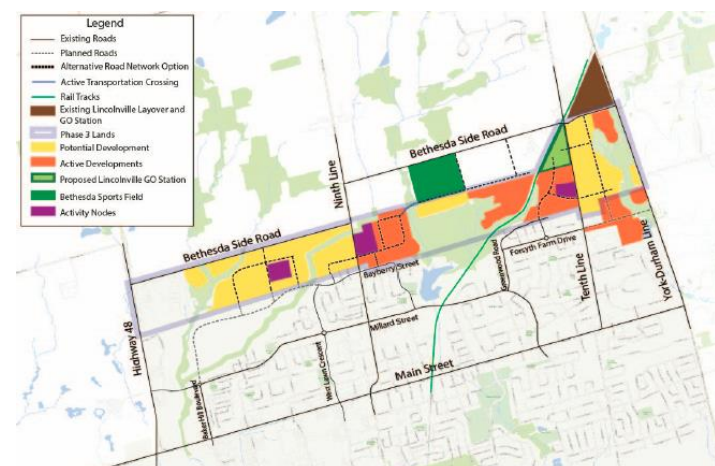


FIGURE 21: Preferred Alternative from TMP Phase 3 Lands Assessment

This road network will be considered in the development of land use options for this Study. Adjustments may be required in certain areas to meet the transportation needs of future uses, but the intent and direction of this alternative should be maintained. Further refinements to this road network may be proposed through this Study to accommodate planned growth or to better align with the Lincolnville GO Station site plan, for example.

2.3.7 Active Transportation Servicing Plan

In March 2017, the Town updated their Active Transportation Servicing Plan (ATSP). The ATSP will identify and guide Town staff in the development of new infrastructure including sidewalks, multi-use paths and on-road cycling facilities. This Plan is focused on the communities of Stouffville and Ballantrae-Musselman's Lake.

The updated Network Concept Plan (Figure 22) addressed key gaps that were identified by the consultant and residents.

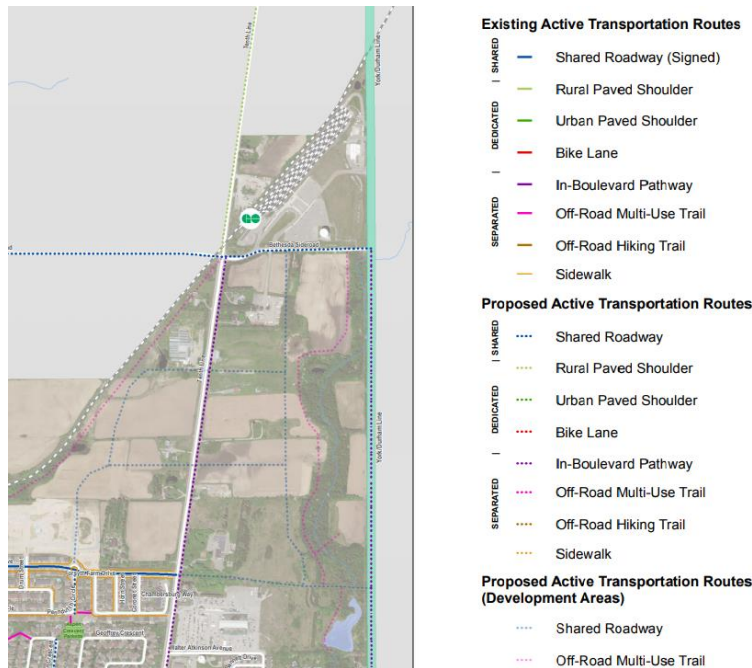


FIGURE 22: Draft Network Concept by Facility Type (2017), ATSP

The only existing active transportation routes identified within the Study Area are at the south end along Forsyth Farm Drive. The proposed active transportation routes largely align with the proposed collector road network of the TMP. They create connections along and through natural features, as well as the rail line at an area south of the Study Area. The proposed land use options will consider these proposed active transportation routes to and ensure connectivity is maintained. Additionally, there is opportunity to explore an additional rail crossing within the Study Area to optimize access to the GO Station within the 500-metre to 800-metre range.

2.3.8 Water and Wastewater Master Plan

In November 2018, the Town completed the Water and Wastewater Master Plan (WWWMP) to determine water and wastewater infrastructure needs to support growth to 2041. In particular, the Plan reviewed the water and wastewater servicing options for the Phase 3 Lands and any connections to existing water and wastewater systems for Stouffville. It is noted that the GMS indicated that the Phase 3 Lands had wastewater capacity constraints with the existing wastewater subtrunk west of Tenth Line. Servicing the eastern portion of this area would require a by-pass sewer for Subtrunk 1.

The WWWWMP identifies the portion of Tenth Line within the Study Area that accommodates a Regional watermain. Additionally, a portion of the area containing the existing GO Station is occupied by the Stouffville Zone 1 Elevated Water Tank, which is also regionally-owned (Figure 23).

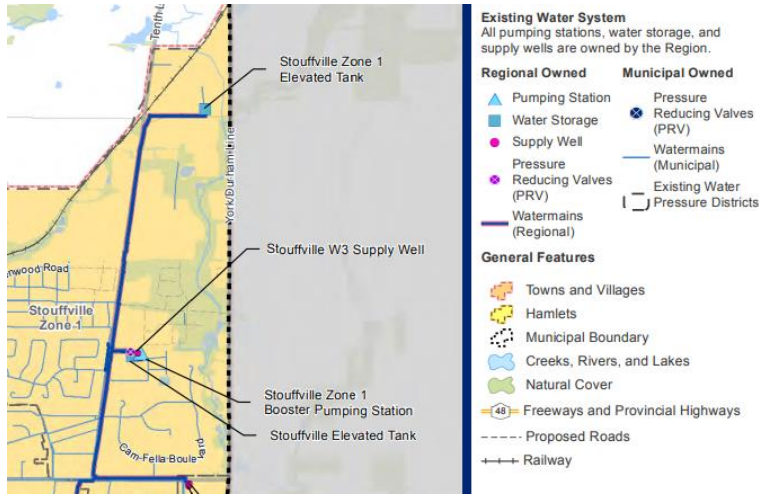


FIGURE 23: Existing Water System, WWWMP (2017)

The WWWMP also assessed the capacity of the existing water distribution system for accommodating future growth. In relation to Stouffville, it was identified that there is generally sufficient capacity. However, it was identified that new infrastructure will be required as new development occurs, specifically in the northeast corner of the serviced area, which contains the Study Area.

To address future growth pressures in the northeast quadrant of Stouffville, the WWWMP recommended that the overall strategy of sub-trunk looping be continued in these areas of the Town as development occurs (Figure 24). The proposed trunk watermain between Tenth Line and Ninth Line will connect Zone 1 and Zone 2 to create a critical water system loop.

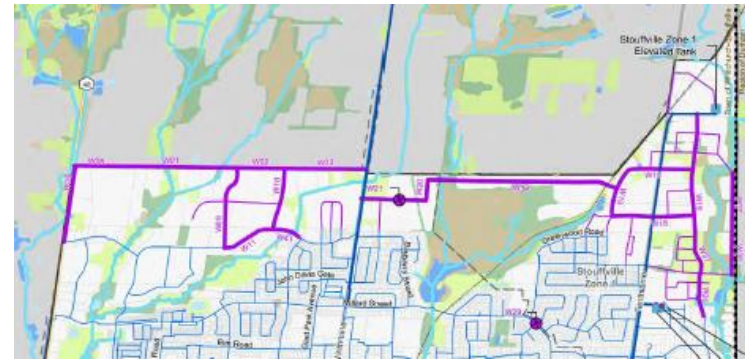


FIGURE 24: Recommended Quadrant Looping, WWWMP (2017)

The WWWMP also identified wastewater servicing gaps within existing infrastructure for accommodating future growth. In relation to wastewater the Study assessed “Northeast Growth”, which encompasses the Phase 3 Lands. This analysis is based on the presumption that this area is projected to be mainly residential with some allocation for employment growth. Currently there is no wastewater service in this area and new infrastructure will be required to provide service for future growth. The recommended solution to service growth is for Subtrunk 1 to follow the path of the north-south collector road between Tenth Line and York-Durham Line (Figure 25).

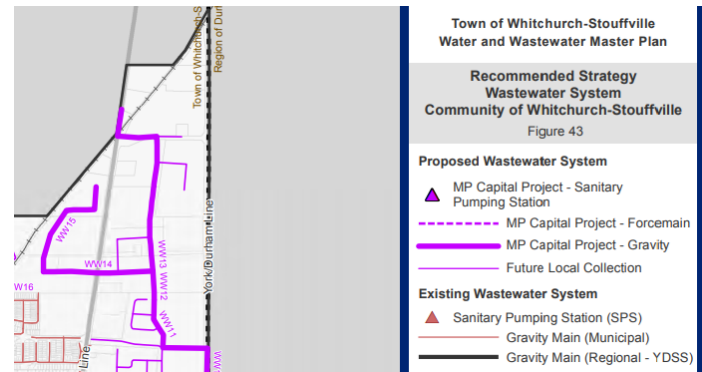


FIGURE 25: Proposed Wastewater System, WWWMP (2017)

2.3.9 Leisure and Community Services Master Plan

In 2018, the Town completed a Leisure and Community Services Master Plan (LCSMP), providing a comprehensive, multi-year framework of short (1-5 years) and medium-term (6-10 years) priorities for the development and enhancement of sport, recreation and leisure facilities and services in the Town up to 2028.

Although the need for facilities within the Study Area will be identified by the Region and Town, the recommendations of the LCSMP in relation to the third and fourth goals will be considered within this Study. More specifically, this includes:

- 1 **Parkland Dedication:** The Study found it appropriate for the Town to continue the practice of applying the traditional parkland acquisition and cash-in-lieu rate for park conveyance (i.e. 2% of lands proposed for development or redevelopment for commercial or industrial purposes, and 5% for lands for residential purposes) for areas outside of the Community of Stouffville. However, for the Community of Stouffville, the Town may seek to identify this area as a priority for Parkland Acquisition within which the maximum alternative rate for acquisition (e.g., 1 ha per 300 dwelling units) may apply given priorities for build-out and intensification in this area and limited lands for public recreational use. As such, via By-law, the Town may designate the Community of Stouffville as a Parkland Acquisition priority area within which the alternative rate of 1 hectare for each 300 dwelling units may apply per Section 42(3) of the *Planning Act*. Currently, Section 12.11.2.6 of the Community of Stouffville

Secondary Plan identifies the encouragement of the provision of parkland above and beyond that required through the provisions of this Plan as an objective for the Town.

- 2 **Natural Open Space:** The Town and Toronto and Region Conservation Authority (TRCA) should consider the acquisition of undevelopable natural open space areas through the development process and other means of securement to provide opportunities for enhanced conservation, and compatible public access and linkages to the parks, trails and open spaces, as per Section 51(25)(b) of the *Planning Act*. This land should not be accepted as part of the parkland dedication requirement (i.e. no credit is to be applied).
- 3 **Park and Playground Design:** Future designs for parks should incorporate multi-seasonal features and uses to support warm weather and winter activities where feasible to ensure year-round recreational opportunities for current and future residents. Seek to achieve a service provision target of 1 park site accessible within a 400 m to 800 m walking distance of all residential dwellings with the development of new subdivisions, but while balancing with the need to provide larger park parcels to serve a community-wide function and ensure efficient maintenance.
- 4 **Trails:** In conjunction with the implementation of the Active Transportation Servicing Plan, the potential extension of the Central Passage Trail from the Stouffville Reservoir to Bethesda Sport Park through publicly owned lands along Stouffville Creek as a pilot project should be incorporated. As new trail connections are developed,

opportunities to create linkages with the wider trail network (i.e., within the Rouge National Park network, neighbouring municipalities) should be explored as a means to support a more active and engaged community, increase tourism potential, and enhance municipal partnerships. Other trails or pedestrian connectivity between existing subdivisions to the south of the Study Area and linking to the GO Station as well as the Bethesda Sport Park should also be facilitated. All future recreational trails should be developed to be aligned with the TRCA Trail Strategy and Trail Design Handbook.

2.4 Other Considerations

2.4.1 Proposed Pickering Airport

In June 2013, the Government of Canada confirmed an airport site in Pickering for future aviation needs and economic development, and the transfer of a portion of the federal lands to the Rouge National Urban Park. The airport is proposed for development on lands owned by the federal government, adjacent to Pickering's Innovation Corridor.

In 2015, to protect for the reduced airport site, the federal government published revised Airport Zoning Regulations in the Canada Gazette. The Study Area does not fall within any of the proposed flight paths (including Proposed Approach Surfaces, Proposed Transitional Surfaces, or Proposed Outer Surfaces), but it does however fall within the Wildlife Habitat Zone (Figure 26).

In relation to this zone, Section 6 of the Pickering Airport Size Zoning Requirements states,

"A person must not use, or permit another person to use, any of the lands described in Part 7 of the schedule for activities or uses that attract wildlife — particularly birds — that may create a hazard for aviation safety."

Exception

(2) Despite subsection (1), a person may use, or permit another person to use, any of the lands described in Part 7 of the schedule as a site for an open water storage reservoir for a period of 48 hours or less."

The requirements above are applicable to the portion of the Study Area that falls within the Wildlife Habitat Zone. It is unclear what the specific constraints will be in this process. It is noted that some airports prepare wildlife management plans to support implementation of this requirement. It is further noted that the Wildlife Habitat Zone for this Airport encompasses much of the City of Markham, and thus it is not expected that land uses that attract wildlife and birds, such as stormwater management facilities, would be constrained, since there are numerous such facilities throughout the City of Markham. It would be desirable to circulate the Airport authority on this study and the Official Plan Amendment to determine whether there is a need for any supportive policies.

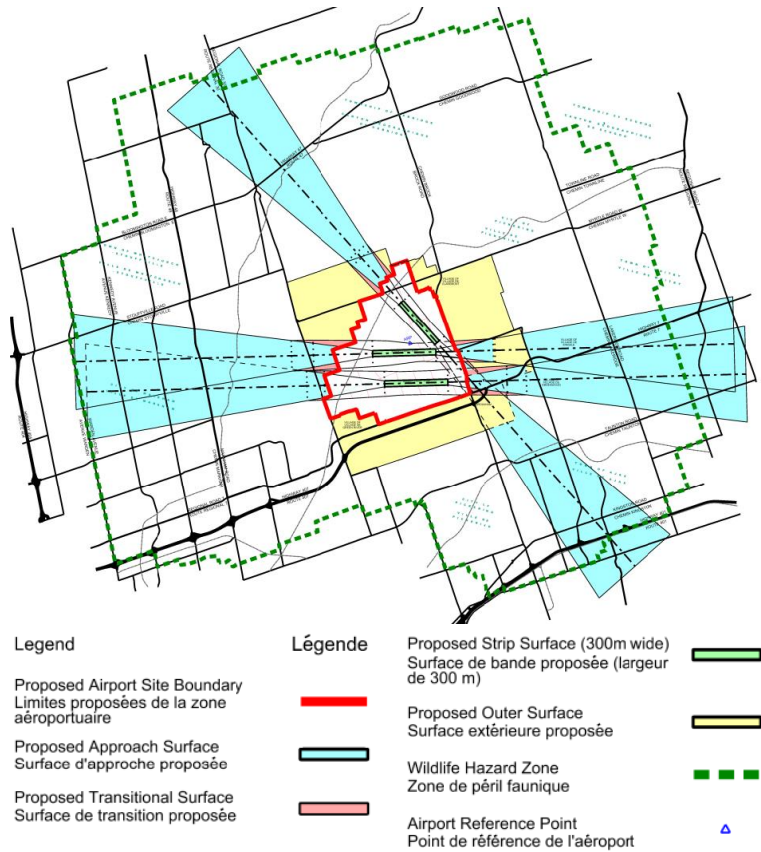


FIGURE 26: Proposed Pickering Airport Site Boundaries with Proposed Surfaces

3 DEVELOPMENT ACTIVITY

To appropriately develop land use options for the Study Area, it is important to first understand development activity within the area, as well as the broader region. This section provides a high-level summary of the trends, based on available information, to inform the land use concepts and provide input into market demand.

3.1 York Region 2041 Population and Employment Forecasts

In November 2015, the Region released their 2041 Preferred Growth Scenarios, which included a summary and analysis of population and employment trends and projected trends throughout the Region. This analysis identified that average household size in the Region is anticipated to decline due to a number of factors (i.e., low fertility rates, increasing non-family households, one- person households and aging populations). However, the analysis found that this is declining more slowly than forecasted in the Region’s 2010 Official Plan (Figure 27).

The report also identified a shift in the market to medium and higher density forms of housing. Apartments and row houses comprise a larger share of the new housing growth, especially within the projection period (Figure 28).

In regard to employment trends, the report also identified a shift in the economy to more service sector based jobs (population-related employment) and increased office

employment densities as an increasing number of businesses move towards smaller and shared workspaces.

It should be noted that the Region is reviewing the 2015 forecast in light of the 2017 Growth Plan and the changes from Amendment 1.

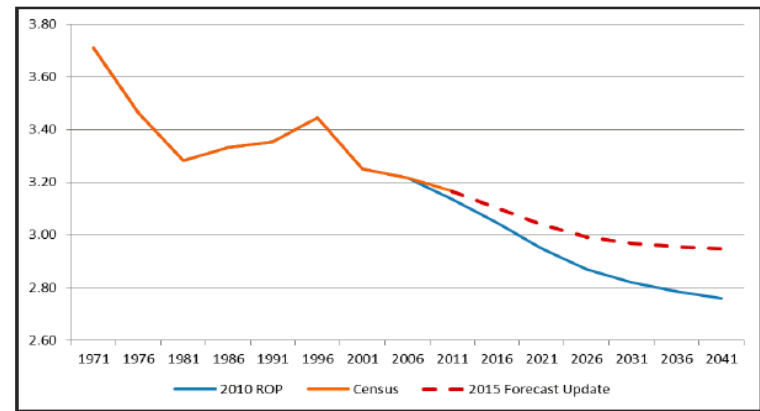


FIGURE 27: York Region Persons Per Household 1971 to 2041

	Singles	Semis	Rows	Apts	Duplex	Total
2011-16	40%	6%	21%	30%	3%	100%
2016-21	40%	6%	21%	29%	3%	100%
2021-26	33%	5%	24%	35%	3%	100%
2026-31	29%	4%	23%	41%	3%	100%
2031-36	28%	3%	25%	41%	3%	100%
2036-41	27%	2%	23%	42%	5%	100%

Note: Figures may not sum due to rounding.

FIGURE 28: Distribution of York Region Household Growth by Housing Unit Type

3.2 York Region Growth and Development Review (2017)

The Region releases a Growth and Development Review annually to provide an update on population growth, employment statistics, building activity, housing developments, property values, and other factors demonstrating the economic health of York Region. The following notable trends have been identified from the 2017 review:

- 1 In 2017, **apartment dwellings and townhouses accounted for 52 per cent of new residential permits issued**, an indication of York Region's progress towards creating a more diversified housing stock. The 2017 breakdown of residential building permits was 41 per cent single detached, 3 per cent semi-detached, 25 per cent row and 31 per cent apartment. In this year, the Town of Whitchurch-Stouffville had the highest percentage of apartment-related new residential building permit mix within the Region (Figure 29). However, ground-related uses still dominate the mix of total housing stock within the Town, comprising approximately 90%.
- 2 **York Region recorded the 7th largest number of residential building permits issued in Canada.** The mix of housing completions in 2017 was 56 per cent (3,666) single detached, 2 per cent (170) semi-detached units, 22 per cent (1,415) row houses and 20 per cent (1,284) apartments.
- 3 York Region's vacancy rate at the end of 2017 was 3% for industrial properties and 3.4% for office properties. The

Town specifically had a vacancy rate of 1.7% for the latter (Figure 30).

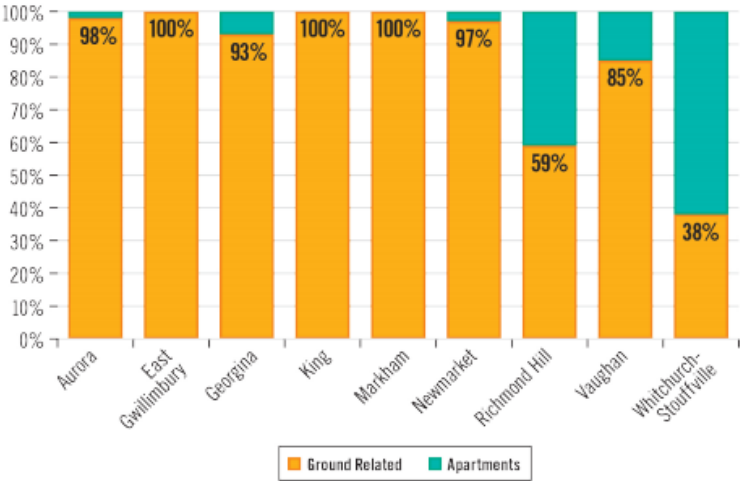


FIGURE 29: New Residential Building Permit Mix by Local Municipality

MUNICIPALITY	TOTAL INVENTORY	TOTAL VACANCY RATE	AVERAGE NET RENT
Aurora	1,573,073	0.6%	\$18.78
Markham	15,758,152	7.5%	\$17.69
Newmarket	2,913,211	2.4%	\$17.21
Richmond Hill	3,757,501	4.1%	\$16.66
Vaughan	5,944,902	4.0%	\$16.92
Whitchurch-Stouffville	333,193	1.7%	\$20.14
York Region	29,560,032	3.4%	\$17.90
Greater Toronto Area	265,669,469	6.1%	\$18.35

Source: Costar 2017 Note: Data not available for all nine York Region local municipalities.

FIGURE 30: York Region and GTA Office Market Overview, 2017

3.3 Active Developments

Some of the lands in the Study Area are subject to ongoing development applications. It is important to understand current development activity within the Study Area to contextually develop the land use options of this Study in manner which is

compatible and integrated with these proposed developments as appropriate. There are three active development applications, at the time of completing this Report in draft in 2019, within 800 metres from the GO Station. Additionally, Metrolinx has also prepared concept plans for the site design of the GO Station. Table 2 presents a summary of these



FIGURE 31: Development Activity within the Study Area

developments and Figure 31 provides a spatial depiction. Note that there may be other, more recent applications submitted or processed after this analysis was prepared. Also, since that time, the application for development in the vicinity of Forsyth Farm Drive has been constructed and is no longer active. The Town should be contacted to obtain more recent information.

TABLE 2: Summary of Development Activity in the Study Area

Development	Details	Status
Forsyth Farms Drive 19T(W)-07-001 2280900 Ontario Inc.	- Residential 180 Units (129 single detached; 51 townhomes)	Recently Built
Tenth Line 19T(W)-01.001 Lilipad Developments	- Residential 327 Units (201 single detached; 76 semi-detached; 50 townhomes)	Draft Plan Approved / Site Plan Endorsed
12377 Tenth Line SPA18.017 2247322 Ontario Ltd.	- Institutional 125 Units - GFA : 8,956.8 m²	Proposed
12902 and 12958 Tenth Line (Lincolnville GO Station) SPA18.025 Metrolinx	- Transit Station - One single-sided platform - Parking areas	Proposed

Proposed GO Station Concept

In February 2019, Metrolinx released the Final Addendum to the Environmental Project Report for the Lincolnville Layover and GO Station Improvements project. The report presented a conceptual design for the proposed relocated GO Station (Figure 32). The design has been advanced to a conceptual level for assessment purposes, and refinements can be anticipated as it is progressed and finalized. This may include minor adjustments to final components (e.g., number of parking spaces); however, the conceptual design is not anticipated to change to the extent where environmental effects would substantially change.

The conceptual design was developed from a set of design principles which established a vision for the site:

- 1 Accommodate separate modes of travel;
- 2 Ensure connectivity to community pathways / walkways and transit;
- 3 Create safe, durable universally accessible walkways that connect the platforms to the parking areas;
- 4 Provide a network of pedestrian pathways;
- 5 Plan for future expansion through flexible design;
- 6 Provide intuitive way-finding towards major site elements;
- 7 Maximize barrier-free routes;
- 8 Use sustainable materials and technologies;
- 9 Integrate with local communities and municipalities;
- 10 Enhance customer experience and public realm; and,
- 11 Facilitate a safe and comfortable experience for customers.

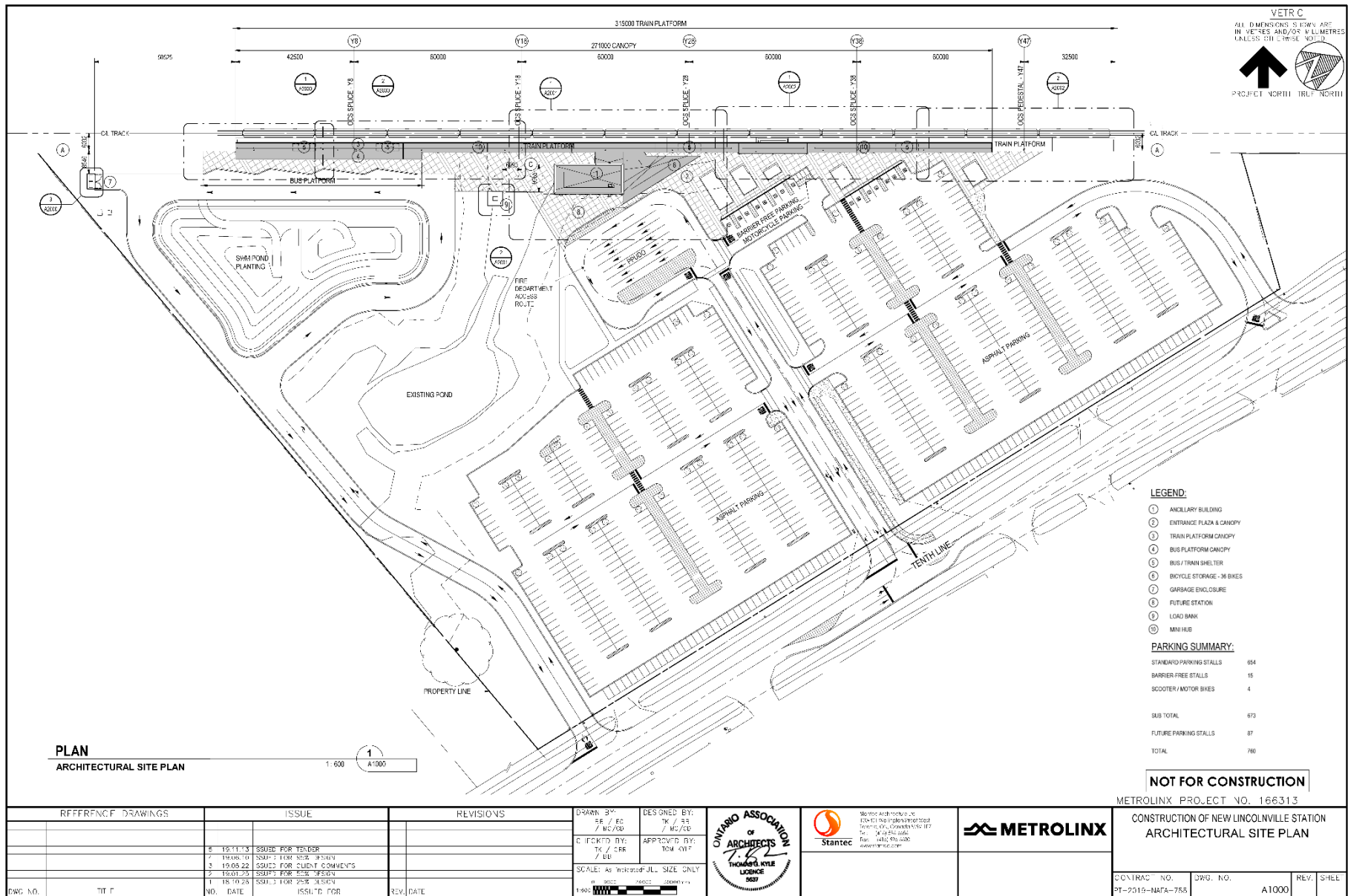


FIGURE 32: Conceptual Design for Proposed Relocated Lincolnville GO Station

Access to the site will be provided via three entrance/exits from Tenth Line:

- 1 A signalized southern access road exclusively for the bus loop to accommodate two lanes of travel (i.e., one lane in each direction). Access to the entrance will be limited to bus traffic only.
- 2 A non-signalized northern access road is proposed to accommodate two lanes of travel (i.e., one lane in each direction) and a right in-right out entrance and exit. The access will be exclusive to PPUDO and patron parking areas.
- 3 A central access road is proposed to offer full access to/from the site. The access will be exclusive to PPUDO and the patron parking areas and include a direct route for cyclists from Tenth Line to bike storage racks.

The landscape design strategy is intended to be respectful of the surroundings while connecting to the urban nature of the station. The internal roadways and pedestrian routes would be framed with streetscape features (e.g., planting beds, appropriate lighting, street trees and hedgerows). A variety of deciduous and coniferous species would be used to create year-round interest throughout the site.

Through the preliminary planning activities for the proposed relocated Lincolnville GO Station site and consultation with the Ministry of Natural Resources and Forestry (MNRF) and the Toronto and Region Conservation Authority (TRCA), it was identified that an unevaluated wetland exists on the property. In an effort to protect the features and/or functions of the wetland, while allowing for the required passenger facilities to

be located on the site, the conceptual site layout is intended to limit wetland encroachment, meeting applicable environmental regulations and policies.

4 BEST PRACTICE REVIEW

4.1 Transit Station Area Planning

Given the recent emergence of MTSA's within the Ontario planning framework, there are few Ontario studies completed at a similar scale and within a similar greenfield context. Most MTSA studies, such as this Study, have recently commenced. However, the concept of transit-oriented development has prevailed within Ontario, and globally, for some time now. While transit-oriented development is a commonly used term in jurisdictions around the world, Provincial Policy defines the term transit-supportive.

The Growth Plan defines "transit-supportive" as "development that makes transit viable and improves the quality of the experience of using transit. It often refers to compact, mixed-use development that has a high level of employment and residential densities." Ultimately, the intent of transit-supportive development is to facilitate the creation of complete communities, defined in the Growth Plan as,

"Places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts."

This definition eludes to various "drivers" that create complete communities (Figure 33).

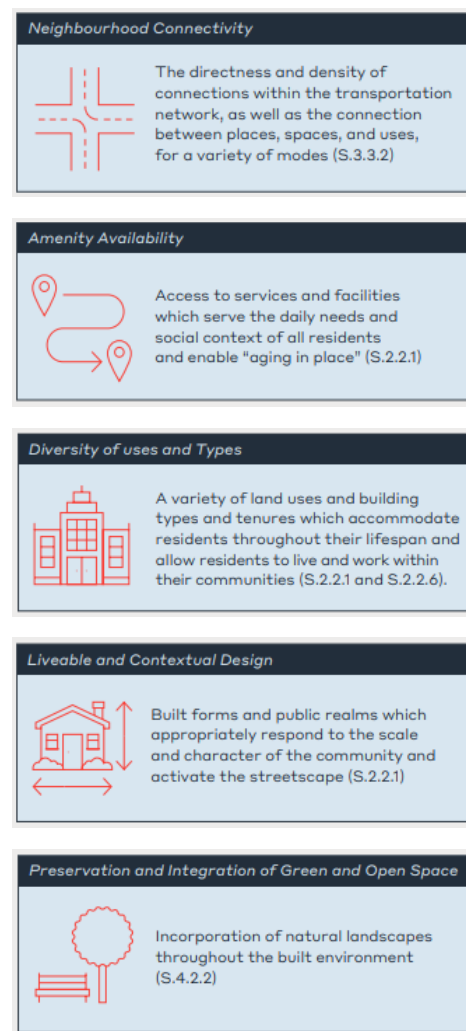


FIGURE 33: Drivers of complete communities, as derived from Growth Plan policies

While the presence of higher-order transit improves neighbourhood connectivity and provides access to amenities at a large scale, the transit-supportive development associated with it allows for the realization of a “complete community” through the other drivers. The subsections to follow will review case studies of transit-oriented development frameworks established around higher-order transit systems. Although they do not refer specifically to other MTSA, they all contain elements which resemble the context of the Study Area, and have resulted in, or provided a framework for, the creation of a complete community.

The three case studies span across the Greater Golden Horseshoe, distinguished by location, existing conditions, and transit-oriented land use frameworks (nodes versus corridors). These best practices will be assessed in terms of land use composition with respect to station areas as well as their implementing policy frameworks.

4.1.1 Mount Pleasant GO Station, City of Brampton

Mount Pleasant Village is a transit-oriented greenfield development located in the northwest area of Brampton, stemming from the Mount Pleasant GO Station located at the southern end of the Village. The Village is comprised of approximately 39 hectares within a 500 m – 700 m of the Station (Figure 34). It is home to approximately 1,300 dwelling units, an elementary school, cultural amenities, a library, and a public square that is used as an ice rink in the winter. Often recognized as an “urban transit village” due to its well-connected yet intimately integrated built form, it is the centre of the larger Mount Pleasant Community (1000 hectares). This

community is comprised of multiple mixed-use nodes along a strong transit spine, connecting a series of complete neighbourhoods with a variety of transit supportive built forms (Figure 35).

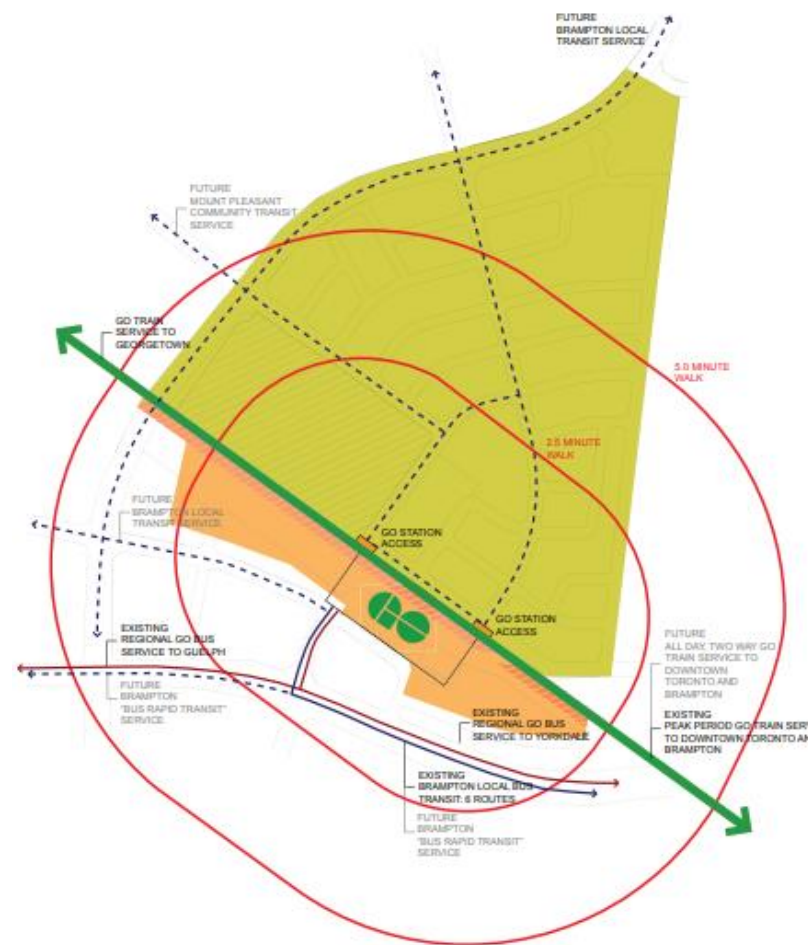


FIGURE 34: Mount Pleasant Village Structure (City of Brampton, 2010)

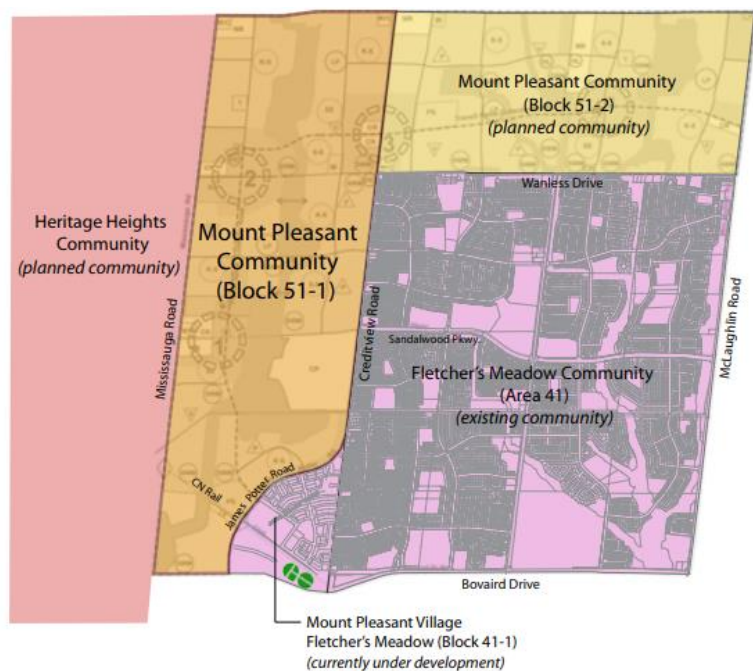


FIGURE 35: Mount Pleasant Community (City of Brampton, 2011)

The Mount Pleasant GO Station fronts onto a landmark public amenity complex, comprised of a public square, cultural and education centre, library and elementary school, which all share facilities. Framing this frontage are stacked townhomes and mixed-use mid-rise buildings, ranging between 3 – 4 storeys in height; some of which are live-work units that accommodate commercial and service space. The streets surrounding the core of the Village are narrow (one lane in each direction) and lined with on-street parking. The Village, square and amenities are highly walkable and has significant features in support of other active transportation forms such as cycling.



FIGURE 36: Public square and live-work units within Mount Pleasant Village (Credit: City of Brampton)



FIGURE 37: Example of a street configuration and building typology within Mount Pleasant village (Credit: Williams & Steward Associated Ltd., John G. Williams Ltd. Architect).

PLANNING FRAMEWORK

The Fletcher's Meadow Secondary Plan and Mount Pleasant Village Community Block Plan with related Community Design Guidelines (CDG) provide the planning framework for Mount Pleasant Village. The former establishes a higher-level policy framework, designating the Mount Pleasant Village as:

- 1 **Mixed Use Node**, permitting office and convenience commercial uses, as well as cluster and high density residential uses (Section 3.2.10);
- 2 **GO Transit Site Special Policy Area**, which should be further assessed as a potential location for higher density residential and aggregations of office and retail (Section 3.2.11); and,
- 3 **Medium Density Residential**, permitting townhouses, duplexes and apartments, at a maximum density of 124 units per hectare, with approvals for increase in density to a maximum of 150 units per hectare on a site-specific basis (Sections 3.1.5 – 3.1.6). These uses are to have regard for acceptable transition and physical integration with lower density forms of development and minimize shadowing and overlook (Section 3.1.7).

The Block Plan and associated CDG provide more direction as to where particular building typologies and related design details (Figure 38). The Block Plan maintains mixed-use and higher densities around the GO Station and along streets, with single detached uses permitted interior to the block and further away from the station to provide transition. Institutional uses are kept at the centre of the block, for the most part. The largest park / open space is also centralized, with smaller parks scattered throughout the block.

The CDG identifies a vision for the Village, along with community identity areas and thematic design element which guide the broader design. More specifically, it sets out guidelines for the design of open spaces (i.e., the civic square, neighbourhood parks, railway track interface, and gateways and landmarks). It also includes streetscape-related guidelines

in relation to pedestrian movement, multi-use paths, street furniture, landscape buffers, intersection / crosswalk design and boulevard widths, as well as more specific street-related guidance based on road hierarchies within the Village.

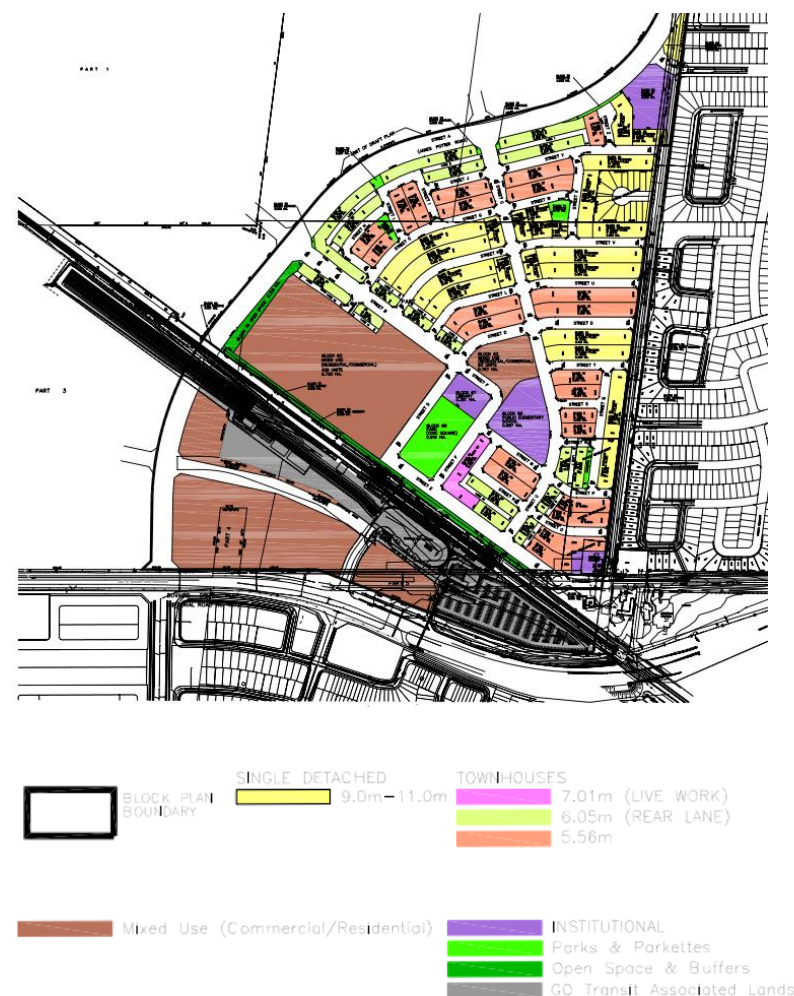


FIGURE 38: Mount Pleasant Village Block Plan Area 44-1 (City of Brampton, 2008)

Architectural design guidelines focus on mix of uses, height and massing, setbacks and parking. Specifically, the CDG: details where higher densities will be located based on the street network; provides built form and materiality guidance based on building typologies; delineates village identity areas based on focal points and terminating views; and, delineates priority lot dwellings in visually prominent locations (i.e., community entry points, corners, view termini), or where adjacent to public or highly visible areas. This detailed level of guidance ensures appropriate guidance is provided to allow for the realization of the “village design” that’s envisioned for this area. Figure 39 illustrates the proposed public realm design features.

KEY TAKEAWAYS

Overall, Mount Pleasant Village presents a nodal framework for medium-density transit-oriented development within the context of an existing, mature neighbourhood. Key components of this Station Area are summarized below.

1 Connectivity

- Design guidelines related to the function of each street hierarchy within the Village allow for contextual streetscape design.
- Larger north-south and east-west connections border the Village to allow for uninterrupted flow of traffic; the layout of the Village directs pedestrian activity internal to the block, instead of on these faster moving arteries.
- Multiple bus routes service the site’s bordering arteries, with over 60 bus stops within and around the site.

- Strong midblock connections, integrated trails, and sidewalks lining almost all streets create an easier fabric for pedestrians to navigate.

2 Amenity

- Various retail/service and institutional uses (schools, fire station, library, places of worship offices and commercial units) as well as communal public spaces (parks, public square) have been incorporated within the Village.

3 Green and Open Space

- The green network flows throughout the area, connected by trails, smaller parks, and multiple storm water management ponds.
- The largest public space within the Village provides a direct connection to the GO Station and creates a focal point within the block.

4 Diversity

- Residential development ranges from singles and semis, to townhomes and mid-rise buildings are included within the Village, including the provision of rental units and live-work units.
- Higher density housing forms are permitted closer to the GO Station.
- Mixed use blocks create a node around the GO Station, integrating commercial, office, and residential spaces.



Figure 2.1 - Mount Pleasant Village Feature Plan

FIGURE 39: Mount Pleasant Village Feature Plan (City of Brampton, 2010)

5 Design

- New development respects the fabric of the stable neighbourhoods but allows for variety in design which activates the streetscape.
- Heights are permitted to range between 3 – 6 storeys, based on land use designation and building typology.

4.1.2 Vaughan Metropolitan Centre (VMC), City of Vaughan

Currently home to mainly low-density commercial box stores and industrial land, the Vaughan Metropolitan Centre (VMC) has bold and unique land use controls in place (Secondary Plan,

Community Improvement Plan, Streetscape and Open Space Plan, and Urban Design Guidelines) which will create a complete and connected downtown community centred around higher-order transit, within a suburban context. The VMC is located east of Highway 400 and west of Creditstone Road, north of Highway 407 and south of Portage Parkway/Chrislea Road within the Region of York (Figure 40).

Major transit investments sparked development interest in the VMC and were the primary impetuses for development of the various land use controls currently in effect. Vaughan is now the only GTA municipality outside of Toronto that has subway access, which is also linked to a major multi-modal transit hub at Highway 7 and Millway Avenue. These rapid transit investments, which have now been implemented, have set the

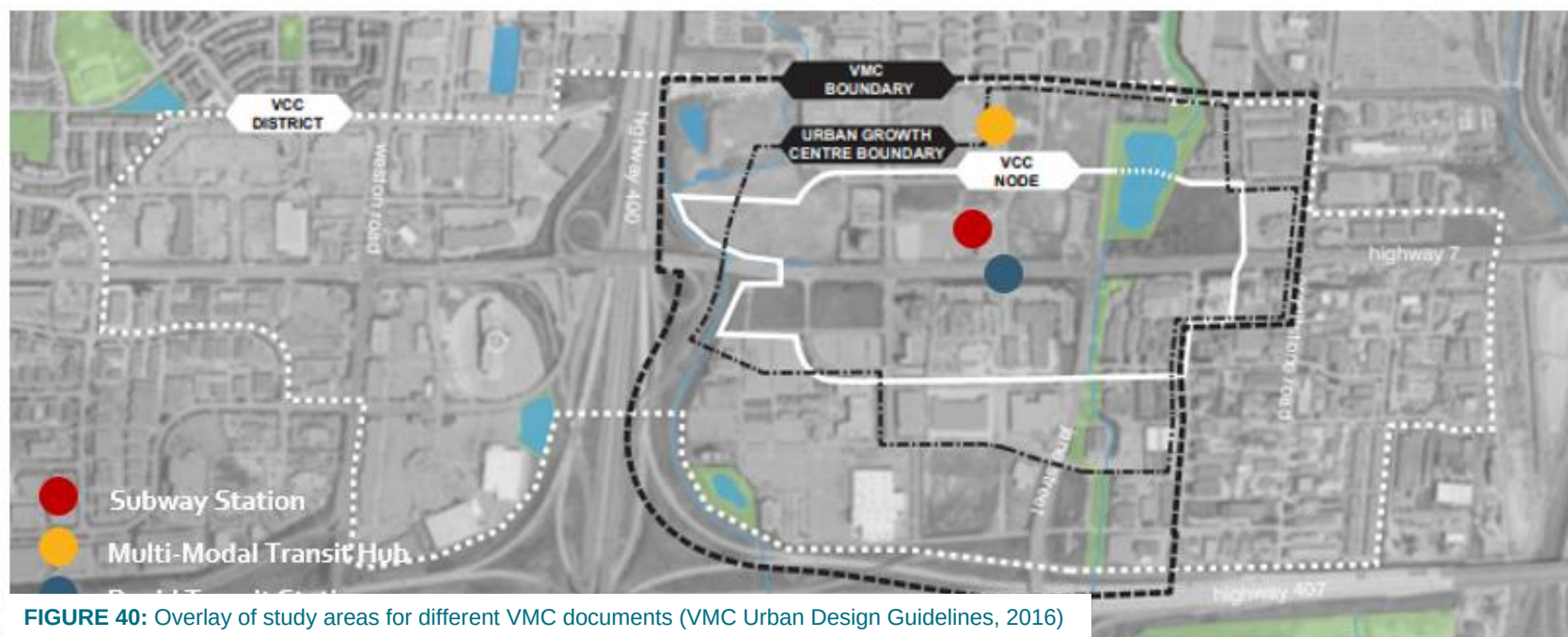


FIGURE 40: Overlay of study areas for different VMC documents (VMC Urban Design Guidelines, 2016)

stage for significant growth in the VMC. As such, the intent of the land use controls is to focus population and job growth so that the critical mass of a downtown can be established within a 25-year planning horizon.

The vision for the VMC is to build a diverse, sustainable, pedestrian-friendly, transit-oriented downtown for the City of Vaughan – a hub of social, economic and cultural activity. To achieve the critical mass of a downtown and meet the Growth Plan density target of 200 people and jobs per hectare, a population of approximately 17,000 residents and 6,500 jobs by 2031 are planned for the Urban Growth Centre within the VMC. The target for the larger VMC area, including the Urban Growth Centre, is 25,000 residents and 11,500 jobs by 2031.

The VMC is at its infancy of realization. It was anticipated that development would occur after opening of the subway and transit hub, which occurred in late 2017. Today, there are various development applications underway, but only a small portion have been built (Figure 41). As such, this analysis will review the planning framework in place for full build-out of the VMC, rather than existing conditions. Furthermore, it should be noted that the level of transit investment and anticipated density is not comparable to this Study. However, the transit-oriented planning principles in place within the Plans for the VMC are still of value in informing the outcomes of this Study.

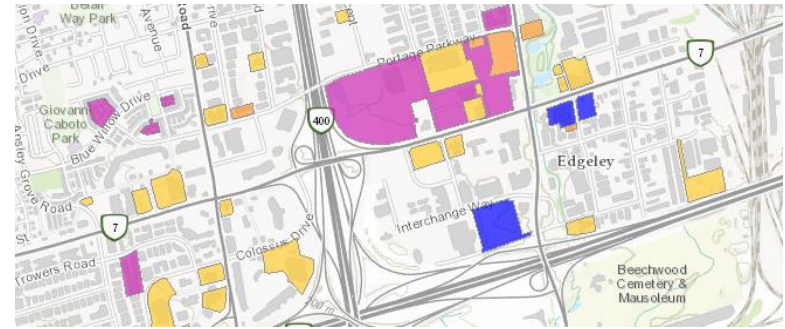


FIGURE 41: Current development applications within the VMC (City of Vaughan PLANit Portal, 2019)

STATION AREA OVERVIEW

The Station Area can be defined by the boundaries of the Station Precinct (Figure 42). A broad mix of uses and high-rise (above 10 storeys) / mid-rise (5 – 10 storeys) buildings are to be encouraged in this area, with a concentration of office and retail uses around the subway station. Buildings are to be massed to define the edges of streets, contributing to human-scaled street walls, attractive streetscapes and an active pedestrian realm (S8.7.2 of the VMC Secondary Plan).

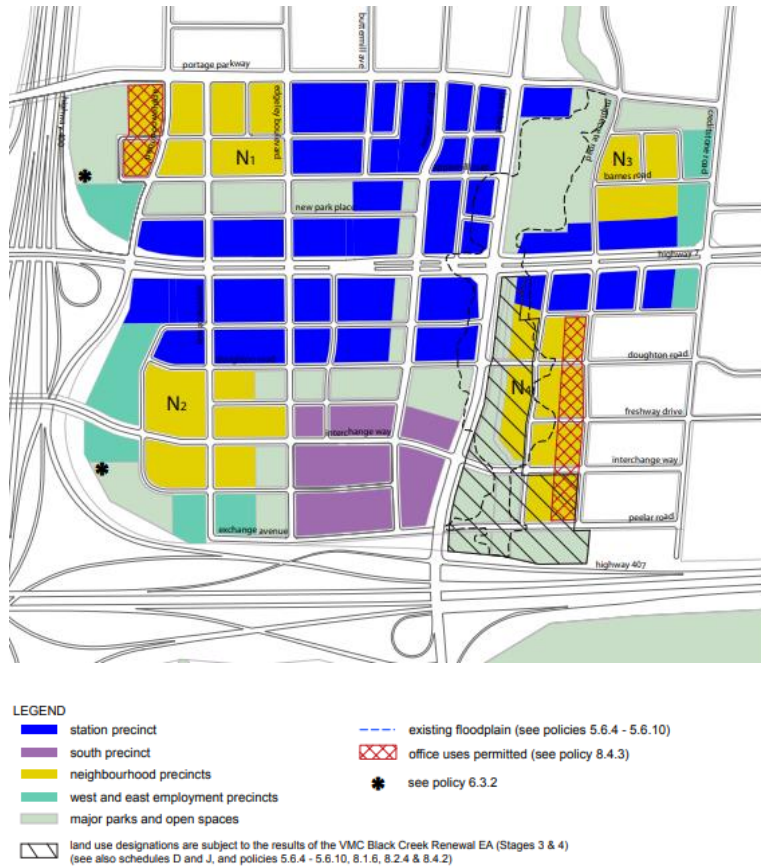


FIGURE 42: VMC Land Use Precincts

A network of public open spaces, as identified as “major parks and open spaces” within Figure 43, bisect and frame the Station Area Precinct; the linear green networks across Highway 7 present open spaces which frame the transit station areas. Furthermore, a network of private open spaces (i.e. pedestrian connections, public squares, mews, and internal private open spaces) are also proposed throughout the Station Area Precinct to activate the public realm and improve connectivity throughout the Station Area Precinct.



FIGURE 43: Open Spaces and Pedestrian Connections in the VMC (VMC Urban Design Guidelines, 2016)

Other planned elements within the Station Area Precinct include:

- A potential multi-purpose community centre amongst the blocks containing the transit stations;
- Required office uses and retail, service commercial or public uses frontages on / along blocks surrounding the transit stations;

- Higher densities on the blocks surrounding the transit stations, as well as along the major arteries (Figure 44);

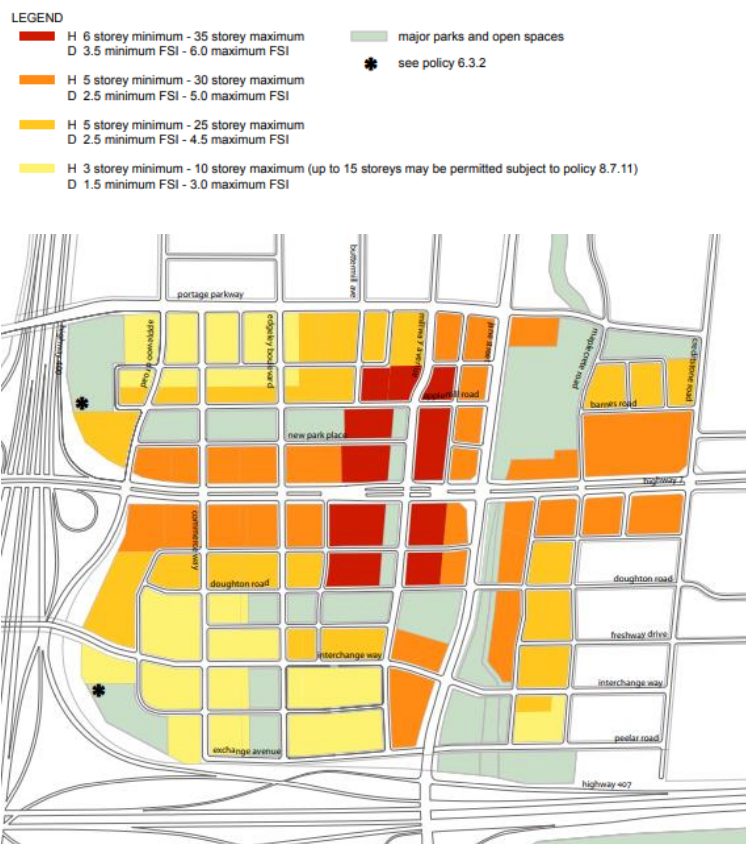


FIGURE 44: Height and Density Parameters
(VMC Secondary Plan, 2017)

PLANNING FRAMEWORK

Together, the Secondary Plan, Community Improvement Plan, Streetscape and Open Space Plan, and Urban Design Guidelines for the VMC present a comprehensive and

progressive framework for transit-oriented development. Although the list of policies is exhaustive, the following presents a summary of specific policies / guidelines which may benefit the Study and are not commonly found in all TOD frameworks:

- Designation of “Pedestrian Priority Zones”, which are to be designed as pedestrian-first places that may include such features as flexible spaces, raised intersections, special surface and/or curb treatments, accent lighting, street furnishings, public art, and weather protection. These occur primarily around the blocks containing the transit stations;
- Maximum floor plates for residential towers included as Secondary Plan policy rather than a design guideline;
- Secondary Plan policies speaking to frontage treatments (e.g., number of entrances, number of units and widths of units, etc.) and supportive guidelines related to active frontages;
- Policies supporting the future implementation of a district energy system;
- Guidelines for streetscape design based on typology;
- Policies for diverting truck traffic and servicing, and mitigating through-traffic along streets which should be given pedestrian priority;

- Re-design of Highway 7 as a “Green Avenue” to create more of a human-scale along the edges and allows for safe active transportation, while still maintaining traffic flows (e.g. through lighting, centre median, double row of street trees along edges etc.) (Figure 45);
- Design guidelines and associated priorities based on character areas;
- Design guidelines for different types of privately-owned public spaces (POPS) (e.g., internalized courtyards, corner plazas, landscape setbacks; publicly accessible interiors, and shared open spaces);
- Specific design guidelines for different types of mid-block connections (e.g. mews, pedestrian connections, breezeways, laneways / driveways); and
- Guidelines for phasing within development blocks and interim conditions over the lifespan of the VMC plans.

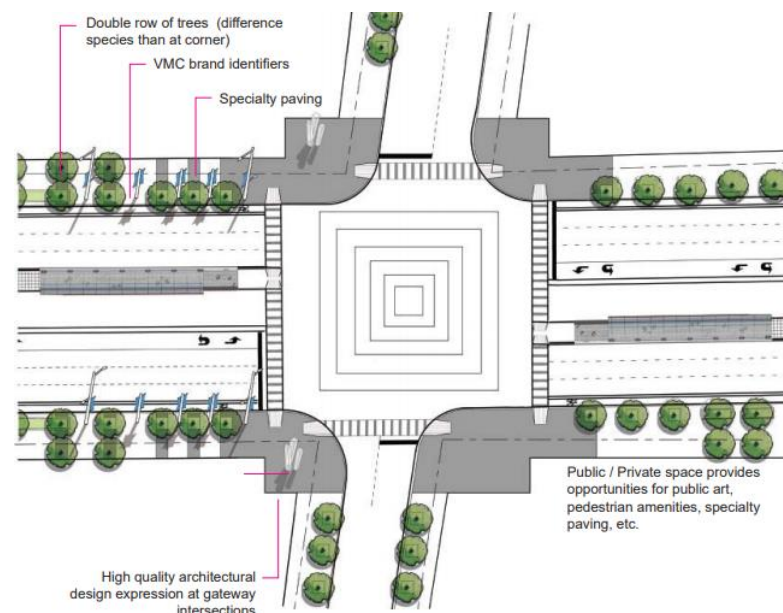


FIGURE 45: Demonstration Plan – Highway 7 and Creditstone Rd. (VMC Streetscape and Open Space Plan, 2018)

The common theme amongst the policy summary is that the VMC framework was developed in a contextual manner which provides detailed guidance based on the function of common elements (e.g., street hierarchy, character areas etc.), yet still allows for flexible implementation.

KEY TAKEAWAYS

Key components of this Station Area are summarized below.

1 Connectivity

- A mobility hub will lie in the heart of the VMC (Hwy 7 and Jane St.), being the first urban growth centre outside of Toronto with subway access, bus rapid transit, and a regional bus terminal.

- The new grid pattern laid out by the street and block configuration of the Secondary Plan, as well as the underground pathway connected to the subway station and integrated cycling network, will allow for continual pedestrian flow throughout the site.
- Framed by two major highways and dissected by two bustling arterials, this site is well connected to the broader City area.

2 Amenity

- The designated blocks for community and cultural amenity uses will ensure sufficient land is preserved for public facilities.
- The array of parks and open spaces coupled with public squares will provide outdoor amenity space of residents and visitors.
- Each precinct is required to provide amenities to its target user(s) (e.g., amenities in the Station Precinct will serve passenger needs).

3 Green and Open Space

- Redevelopment of paved areas into open space and parkland to create a continuous green network throughout the site.
- The open space and natural heritage system along the Black Creek corridor will be protected, while capitalizing on opportunities to create passive public

spaces which establish Black Creek as a prominent yet integrated, naturalized feature.

- Low Impact Development measures are in place to establish measures for sustainable building and design.

4 Diversity

- Being one of the leading principles of the Secondary Plan, each precinct is intentionally planned to ensure all uses are present. within the VMC, creating a location for residents to live, work and play throughout their life span.

5 Design

- Wayfinding, community identifiers, light requirements and distinct surface treatments are proposed to promote safety and accessibility.
- Streetscape types are identified to define the character of each street, based on the intended built form typology. This will ensure the future urban design is reflective of this intended character.

4.1.3 Planning around Rapid Transit Stations (PARTS), City of Kitchener

With light rapid transit (LRT) coming to Waterloo region, the City of Kitchener initiated the Planning Around Rapid Transit Stations (PARTS) project to comprehensively plan the areas around the rapid transit station stops associated with the LRT. The 12 station stops planned in Kitchener present an opportunity to enhance several pockets of the community by looking at appropriate land uses, infrastructure, and streetscape requirements to ensure maximize the benefits of the light rail stations (Figure 46).

A series of station area plans have been or are in the process of being developed to allow for a contextual planning approach. Each plan focuses on the unique aspects of each area, ranging from pedestrian and cycling connections, road and parking implications, community infrastructure and public art opportunities. Recommended



FIGURE 46: PARTS
Corridor Station Areas
(City of Kitchener, 2013)

focus areas and influence areas have been identified around each station, differentiated by proximity; the former are the focus of station area plans, yet the latter are still identified to contribute to the role and function of the station study areas. Consideration of influence areas allows for connectivity, compatibility and placemaking to be explored in a broader context.

The goals for planning amongst all station areas include: managing growth and change; ensuring a mix of appropriate land uses; enhancing transportation choice and compatibility; enhancing placemaking, safety, and community design; and, guiding public and private investment. To date, station area plans have been completed for the Central, Midtown, and Rockway Station Study Areas.

This case study will focus on the Rockway Station Study Area, which encompasses both Mill Station and Borden Station. The Rockway recommended focus area is comprised of 210 hectares of land, generally bounded by the Iron Horse Trail to the north, the Conestoga Expressway to the east, the Rockway Golf Course/Conestoga Expressway to the south and, the rear of properties on Ottawa Street and Highland Road to the west (Figure 47). Prior to the Station Area Plan, nearly 30% of the lands within the Rockway recommended focus area were designated General Industrial, majority of which about the ION rapid transit line. Furthermore, almost 25% of lands are designated for low density residential uses, with only 7% of the lands designated as Mixed-Use Corridor, mainly from the properties along King Street. Similar to this Study, there was a need to update the land use framework to allow for transit-supportive developments, in terms of both use and form.

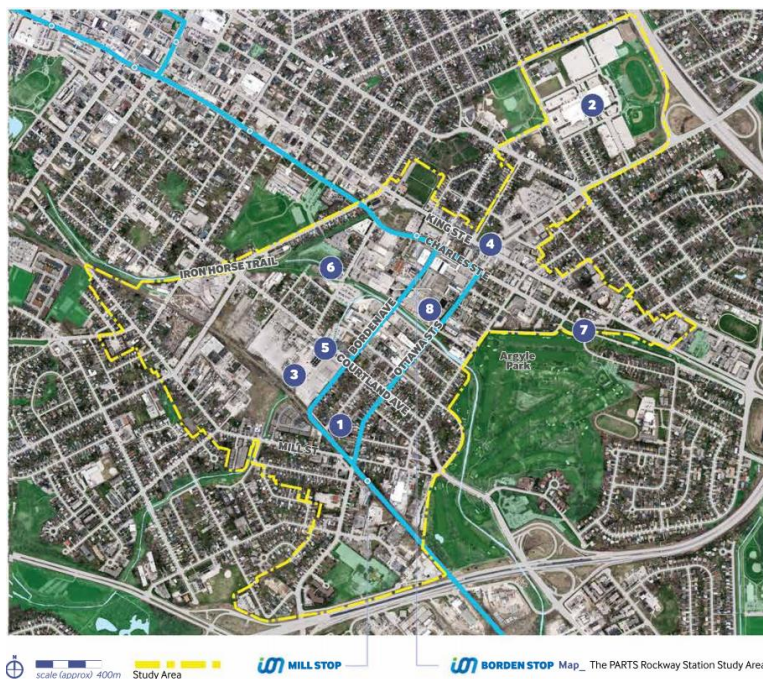


FIGURE 47: PARTS Rockway Station Study Area
(City of Kitchener, 2017)

STATION AREA OVERVIEW

Similar to the VMC, this case study will focus on the planned condition for the Station Area instead of the existing conditions, as the plan has not been fully implemented at this time. A different land use approach has been taken around each station within the Station Area to appropriately address the character and needs of the surrounding community. The following presents a summary and comparison of key elements around each station, based on the demonstration plan (Figure 48) and land use plan (Figure 49):

- High- and medium density mixed uses are planned around both stations; while these uses line King St. to create a corridor of higher density activity around Borden Station, they are planned at a smaller scale around Mill Station, forming a small node of density.
- The demonstration plan displays more towers around Borden Station and along King Street than around Mill Station (Figure 48).
- Small, linear greenspaces abut Borden Station and lead into the larger conservation area; conversely, greenspaces line the frontages of the properties abutting Mill Station, providing a gathering space adjacent to the Station, similar to previous case studies.
- Active frontages line the blocks abutting both stations.



FIGURE 48: Rockway Station Area Demonstration Plan
(PARTS Rockway Plan, 2017)

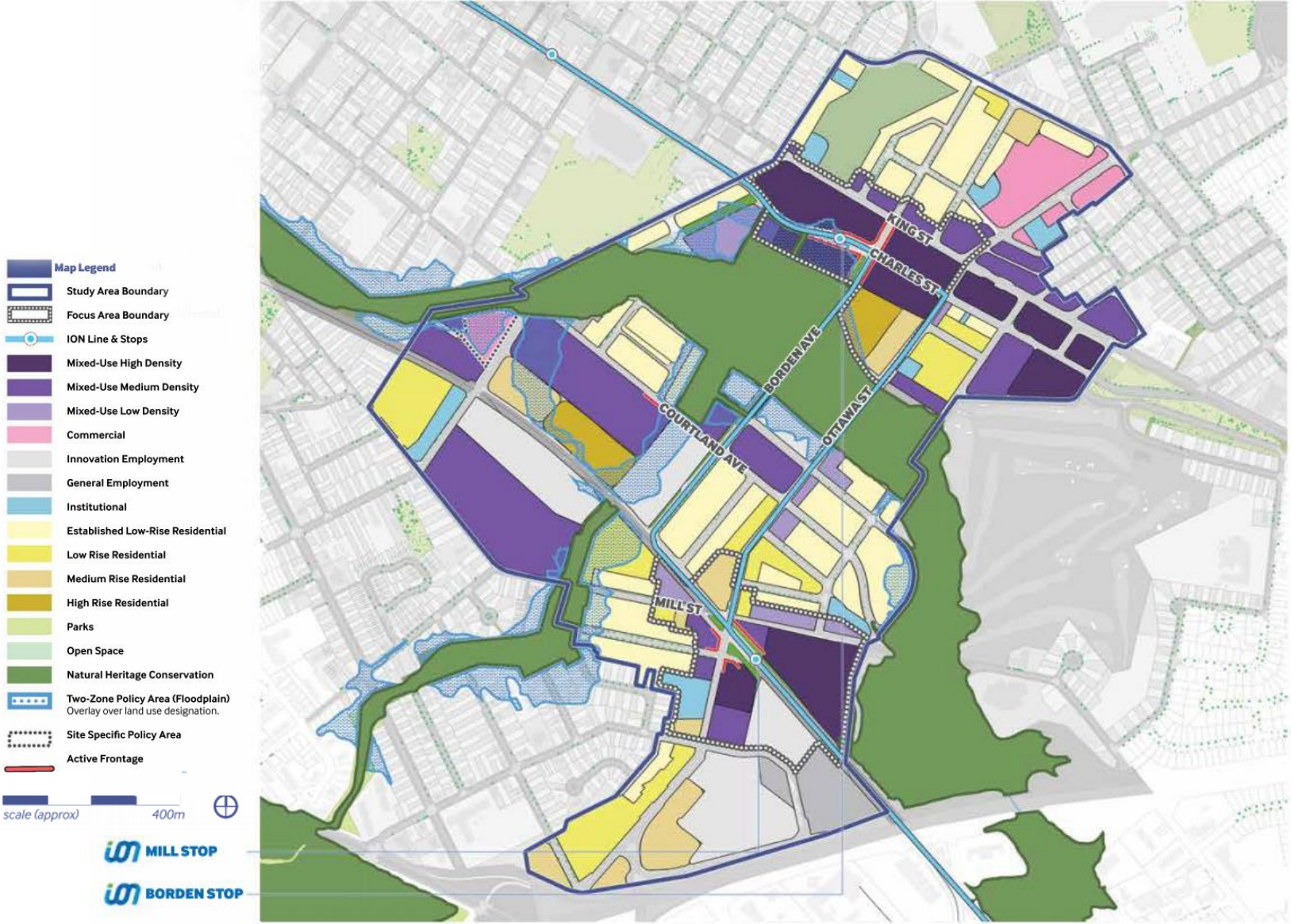


FIGURE 49: Rockway Station Area Land Use Plan
(PARTS Rockway Plan, 2017)



FIGURE 50: Renderings of Mill Station
(PARTS Rockway Plan, 2017)

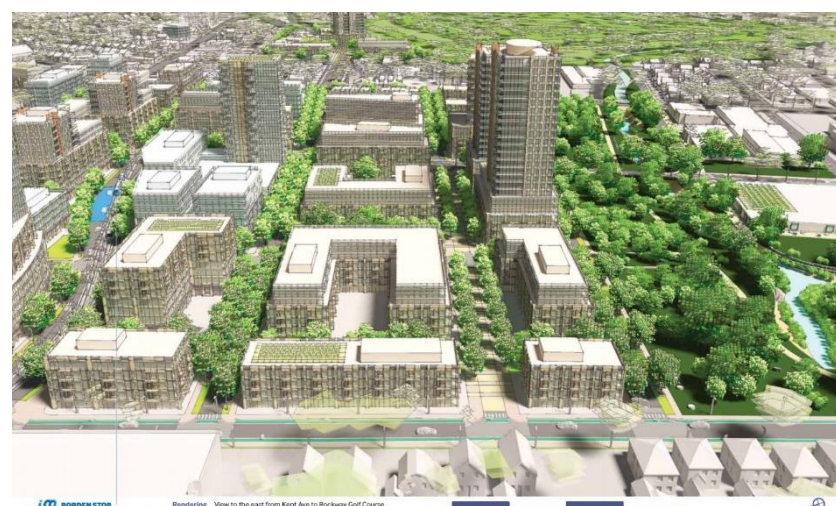


FIGURE 51: Renderings of Borden Station
(PARTS Rockway Plan, 2017)

PLANNING FRAMEWORK

The policy framework for the Station Area is established through the Station Area Plan as well as the PARTS Urban Design Brief. The former establishes station-wide strategies, as well as more specific policies related to the preferred plan regarding land use and built form. The latter is a broader document, which relates design strategies to the goals for planning of all station areas, mentioned previously.

The Station Area Plan identifies key directions and related strategies regarding land use and built form, mobility, and public realm within the focus area and broader area of influence (Figures 52 - 54). Creating policies applicable to these smaller focus areas allows for the Plan to implement contextual guidance which speak to the needs of each area, trend, or feature they are subject to.

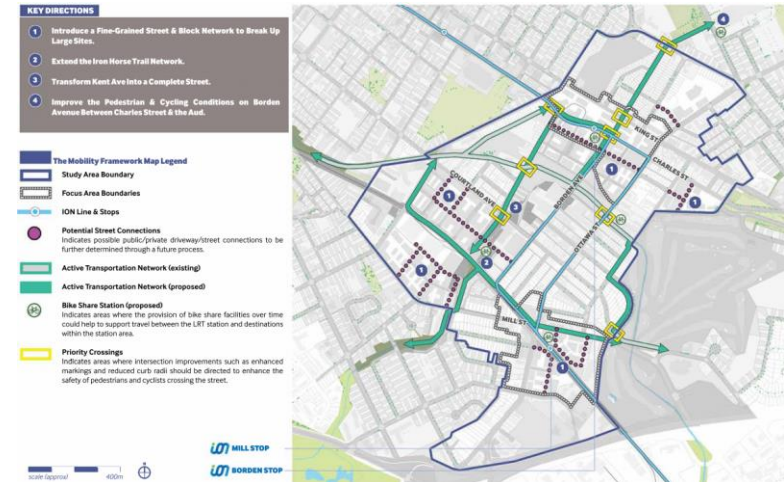


FIGURE 53: Key Directions relating to Mobility (PARTS Rockway Plan, 2017)

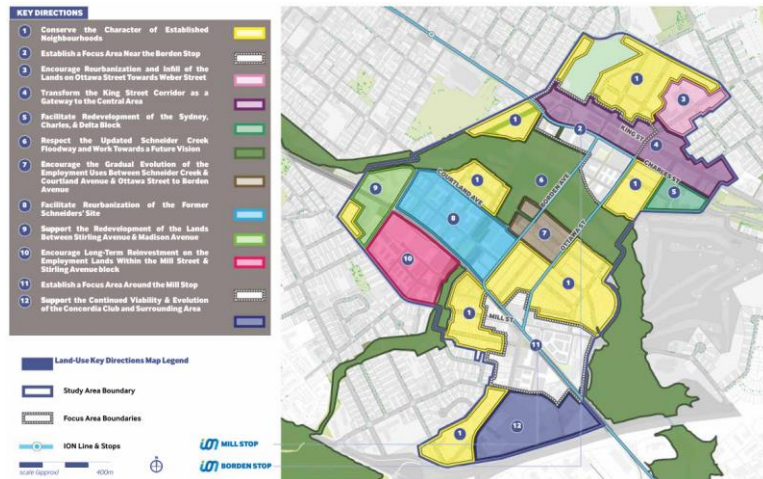


FIGURE 52: Key Directions relating to Land Use and Built Form (PARTS Rockway Plan, 2017)

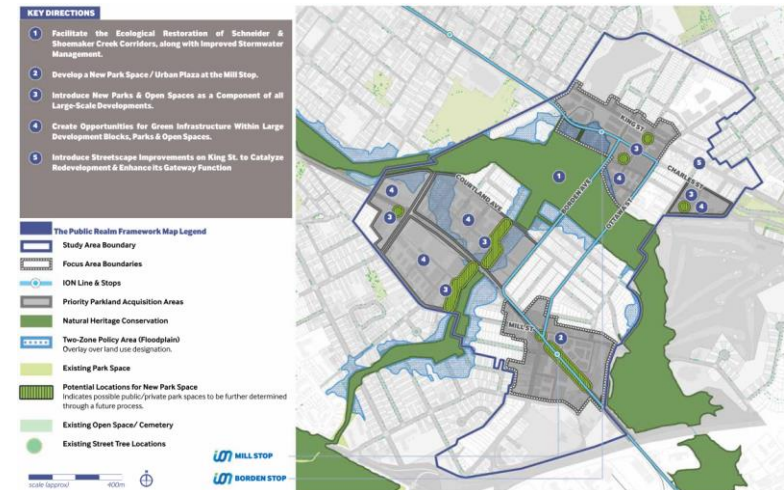


FIGURE 54: Key Directions relating to Public Realm (PARTS Rockway Plan, 2017)

KEY TAKEAWAYS

Key components of this Station Area are summarized below, based on policies and guidelines from the relevant documents.

1 Connectivity

- Development of two stations along the LRT line, connecting the entire Region.
- Introduces a fine grain street and block network to break up large sites.
- Identifies “Potential Street Connections” which indicate possible public/private driveway/street connections to be further determined through a future process.

2 Amenity

- Policy direction to consider introducing residential permissions above ground-floor commercial to ensure that these sites continue to provide key community-oriented retail, services and jobs.
- Ensure that areas with the greatest intensity and mix of uses are supported by the highest level of public amenity, such as wide sidewalks, street furniture and pedestrian scaled lighting.

3 Green and Open Space

- Development of a New Park Space / Urban Plaza at Mill Station and enhanced connections to existing open spaces.

- Enhances accessibility and support natural surveillance by orienting streets and lots so that new developments face onto parks and open spaces.

4 Diversity

- Encourages intensification by introducing flexible land use designations.
- Provides for adaptability in the housing stock to meet long term demographic needs, such as encouraging secondary suites to support multi-generational living and first-time home buyers.

5 Design

- Policies of the Station Area Plan draw attention to tower separation, overlook, orientation, floorplate size and ratio, and base / tower / top design for developing tall buildings, but they do not prescribe any specific parameters; the policy instead defers to the City’s Tall Building Guidelines, which all tall building design must be consistent with.
- Identifies “Priority Crossings” to indicate areas where intersection improvements such as enhanced markings and reduced curb radii should be directed to enhance the safety of pedestrians and cyclists crossing the street.
- Implements human-scale design (e.g., maximum building lengths, articulated frontages to break up the building’s massing, visually animating the street with

varied frontages, transparent glazing and ground floor, etc.).

- Wayfinding, community identifiers, light requirements and distinct surface treatments are proposed to promote safety and accessibility.

5 PRELIMINARY MTSA DELINEATION AND DENSITY TARGETS

This section identifies and rationalizes a preliminary Major Transit Station Area boundary for the purposes of informing land use options. This section also incorporates preliminary analysis with respect to the meaning behind the Region's stated density target of 150 people and jobs per hectare, providing an understanding of the general mix of unit types that would be needed to achieve this density target. The information presented in this section is used to feed into the preparation of land use options as presented in Section 7. The preferred MTSA and density is further refined through subsequent sections of the report including the evaluation of land use options. As noted previously, the role of the Town is to identify preferred delineation and density targets, while it is ultimately the Region's responsibility to delineate the MTSA and establish a density target.

5.1 Preliminary MTSA Delineation for Analysis Purposes

To facilitate further consultation and inform the development of land use options, a preliminary proposed Major Transit Station Area boundary has been identified. This preliminary proposed Lincolnville MTSA boundary delineation of the Study Area is based on a combination of:

- 1 The Region's Draft Guidelines to Delineate and Set Density Targets for Major Transit Station Areas (July 2018) (referred to as the Region's Guidelines within this Section of the Report), as outlined in Section 2 of this Report;
- 2 The Town of Whitchurch-Stouffville's settlement area boundary and municipal boundaries;
- 3 Natural feature boundaries and adjacent existing land uses; and,
- 4 A five and ten-minute (400 and 800 metre pedestrian-shed) walking distances measured from the centre of the future Lincolnville GO Station Area. Note that a 400 - 800 metre radius was considered in light of Provincial guidelines available at the time of completing this analysis. It is recognized that since that time, the Province's updated 2019 Growth Plan now defines MTSA's as being generally within 500 - 800 m of the station.

Applying these various structuring elements and considerations, a preliminary MTSA boundary was developed (Figure 55). The MTSA has a gross developable area of 51.44 hectares, inclusive of the GO Station area but exclusive of the Greenland Area that falls within the MTSA. The following subsections outline in detail the approach that was applied and the assumptions used to delineate this preliminary draft MTSA boundary. The MTSA boundary is refined through subsequent sections of this Report through further assessment and the evaluation of the land use options. The MTSA identified in this section is not intended as the recommended boundary.

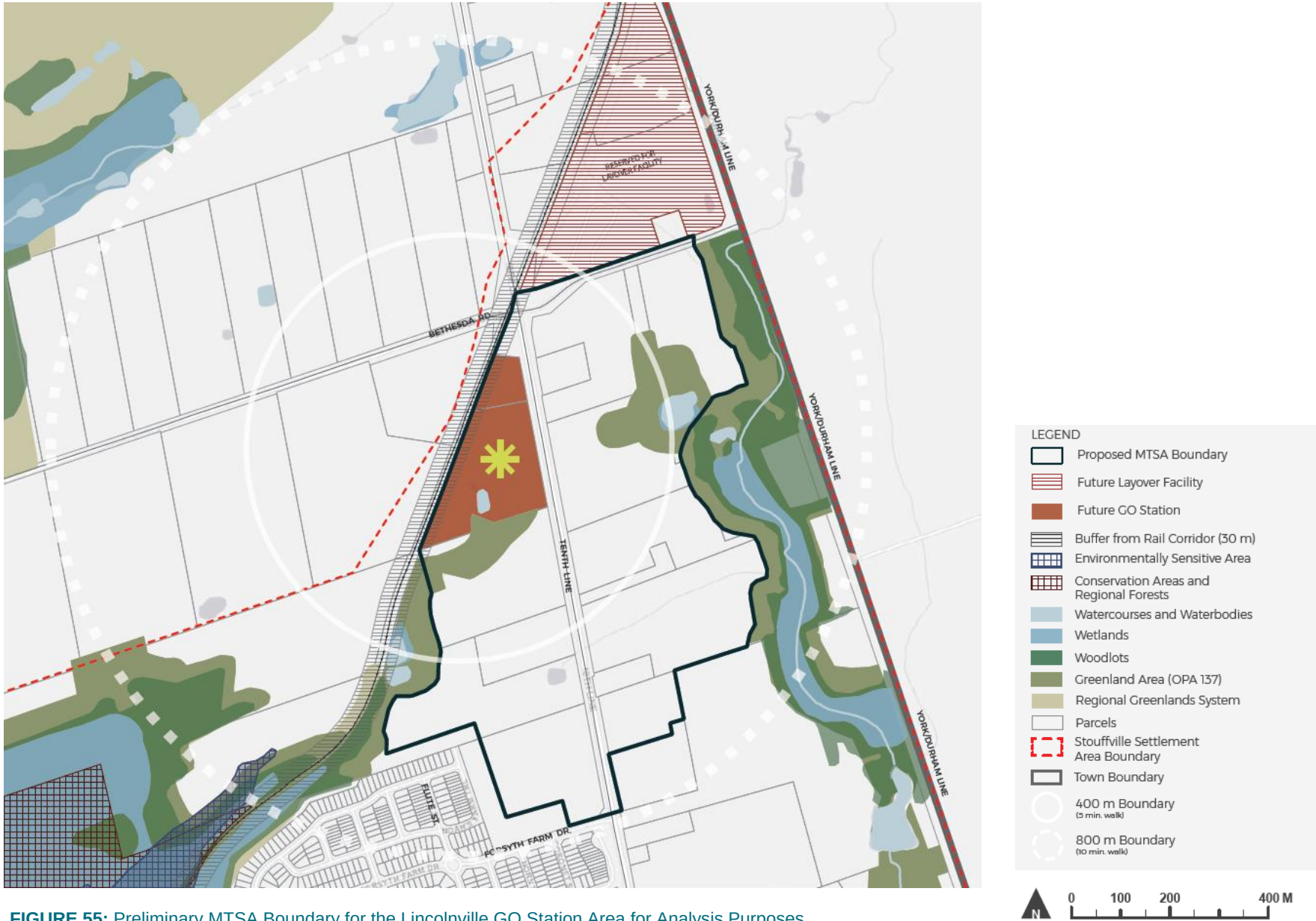


FIGURE 55: Preliminary MTSA Boundary for the Lincolnville GO Station Area for Analysis Purposes

Note: Development constraints have been approximated by utilizing open data from the Region of York and aerial imagery. Further confirmation is required for a more accurate representation of development constraints.

As indicated, there are several factors that helped to define the proposed MTSA boundary and served as the basis of the proposed Study Area, namely:

- **Settlement Area Boundary:** the MTSA is exclusive of properties surrounding Lincolnville Station which are outside the settlement area boundary. Within these lands, urban development would not be permitted until the settlement area is expanded through a Regional Municipal Comprehensive Review.
- **500 to 800 metre Radius:** the Region's Guideline document suggests starting with a 500-metre buffer, but allows for considerations up to 800 metres from the Station Area. Furthermore, the 2019 Growth Plan defines a Major Transit Station Area as "*...the area within an approximate 500 – 800 metre radius of a transit station, representing a 10-minute walk*". Given the elimination of a big portion of the surrounding properties due to their being outside the settlement area boundary, an 800-metre radius has been considered, which is considered an appropriate catchment area for such higher order transit within both documents governing / guiding this process.
- **Bethesda Road and GO Layover Facility:** the properties within the settlement area boundary north of Bethesda Road introduced irregular and bisected lots. In addition, the existing Lincolnville GO Station has been identified as a Layover Facility area for the station and GO Transit. Given these conditions, areas

north of Bethesda Road and within the settlement area boundary were excluded from the MTSA.

- **Natural Heritage Area and York/Durham Boundary:** the eastern boundary for the MTSA is defined by the Greenlands, wetlands, and watercourses and the York Region boundary. Generally, these features are excluded from the MTSA per the Region's guidelines, but consideration has been made to round out and rationalize the boundary so that it is not highly irregular. However, Key Natural Heritage Features and Key Hydrologic Features policies of the ORMCP fully apply with the exception of "Minimum" Vegetation Protection Zones. In this case, the vegetation protection zone is determined by a natural heritage evaluation and any other policy requirements.
- **Rail Corridor & Inaccessible Lands:** the western boundary is defined by the existing rail corridor that serves Lincolnville GO Station. Although there are lands within the settlement area boundary on the western side of the rail corridor and within the 500 to 800 metre radius, they are currently not reasonably accessible. As such, per the Region's Guidelines, these lands were excluded from the MTSA.
- **Existing Residential Areas & 800 Metre Radius:** the southern boundary is defined by existing residential areas, current development applications and approximately the 800-metre radius distance serving as the limit for pedestrian distance to the Station. A portion of land has been left between the MTSA

boundary and the existing residential area at the southwest portion to allow for transition between development within the MTSA and the existing low-density neighbourhood. This transition could not be provided within the MTSA, as low-density development forms should be minimized in the MTSA.

5.2 Preliminary MTSA Assumptions

Given the MTSA delineation proposed, certain assumptions have been made with respect to the development of land use structure and the proposed preliminary MTSA for the Study Area, and these are documented in more detail as follows:

- 1 A minimum density of 150 people and/or jobs per hectare for full build out;
- 2 Consideration of a MTSA area of influence, which is suggested to be 800 m – 1000 m within the Region's Guidelines, due to the Study Area constraints;
- 3 Study area constraints are based on York Region's Open data and Town OP and OPA 137 schedules;
- 4 There is a potential need to refine natural feature constraints based on information Landowner's Group and / or confirmation from TRCA where available;
- 5 Development will avoid natural features;
- 6 Study does not include field work or "ground-truthing" to confirm constraints – the expectation is that developable land and environmental constraints will be refined at the time of development applications;
- 7 GO Station and layover facility property boundary is as identified in the MTSA delineation;
- 8 The 800-m distance proposed for the proposed MTSA is measured from the centre of the train platform on the GO Station property;
- 9 Only delineating an MTSA boundary within the settlement area is contemplated;
- 10 Lot at the northeast corner of Bethesda Rd. and Tenth Line is to be used as an industrial rail yard;
- 11 Lands west of the rail line and south of Bethesda but within the settlement area boundary will not be included because they are inaccessible and potential connections are not possible in the short term;
- 12 Where possible, connecting to existing and proposed adjacent residential communities through road network and built form transition;
- 13 Low-density development applications / approvals (specifically single and semi-detached dwellings) are minimized in the MTSA;
- 14 Minimizing low-density residential forms within the MTSA; and,
- 15 Allowing for transition to occur outside of the MTSA boundary.

It is noted further that a radius of approximately 400 m to 800 m around the station was considered for the purposes of this analysis, which is consistent with the guidance available at the time of completing this analysis. A 400 m radius generally represents a 5-minute walk. While the 2019 Growth Plan now contemplates Major Transit Station Areas being designated

within approximately 500 - 800 m, a 400 m radius was assumed when this analysis was conducted. The ultimate MTSA should be designated in consideration of the Growth Plan's guidance, though it is recognized that the Growth Plan states "approximately" so there is flexibility for contextual considerations. As previously noted, the Region is responsible for delineating the MTSA and it is the role of this Study to identify a recommended MTSA for the Region's consideration.

5.3 Visualizing Density

Density is a measure of the concentration of residents or employees in an area, and speaks to the intensity of land use and development. Given the Region's expectation that a minimum density of 150 people and jobs per hectare be achieved within the MTSA boundary, it is important to understand what the density means in terms of building heights, building forms and unit types. Residents, landowners and other stakeholders will require an understanding of what 150 people and jobs per hectare looks like to develop a picture of the future. This section assesses the general mix of unit types and the built form that will generally be required in order to meet this density target.

Firstly, it is noted that higher density does not always equal taller buildings. Rather, a stated density requirement can be delivered in a variety of built forms. Further, density may be achieved through a mix of different built forms and unit types, such as conventional townhomes, alternate townhomes (i.e. rear lane, stacked, back to back), walk-up apartments, mid-rise buildings, and high-rise buildings.

Figures 57 – 59 illustrate several scenarios in which the minimum density target of 150 people and jobs per hectare could be achieved through a combination of different unit types. The illustrations are intended as conceptual and to illustrate the general built forms that could achieve 150 people and jobs per hectare. These illustrations are not intended as an illustration of the recommended mix of unit types.

Furthermore, these illustrations do not imply that a minimum density of 150 people and jobs per hectare must be met on every block throughout the MTSA. Density throughout the MTSA will vary based on land use designations and permitted uses associated with such designation. As such, density across the MTSA will average out to the target of 150 people and jobs per hectare, with block-level densities fluctuating above and below this target.

More specifically:

- Figure 56 illustrates 150 people and jobs per hectare through a combination of rear lane townhomes, back-to-back townhomes, and a four storey mid-rise building.
- Figure 57 illustrates 150 people and jobs per hectare through a combination of back-to-back townhomes and a 6-storey mid-rise building.
- Figure 58 illustrates 150 people and jobs per hectare through two 6-storey mid-rise buildings.

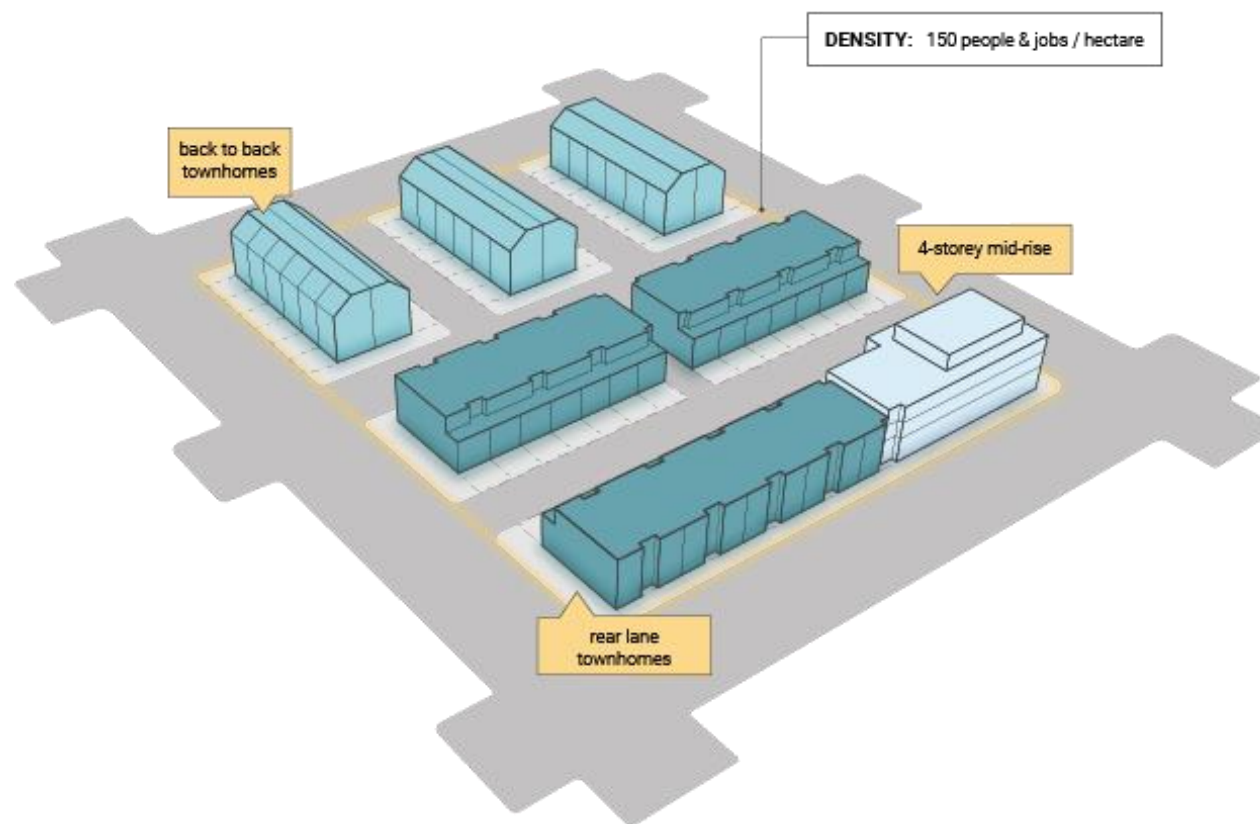


FIGURE 56: Achieving 150 people and jobs per hectare through mid-rise buildings, back-to-back townhomes, and rear lane townhomes.

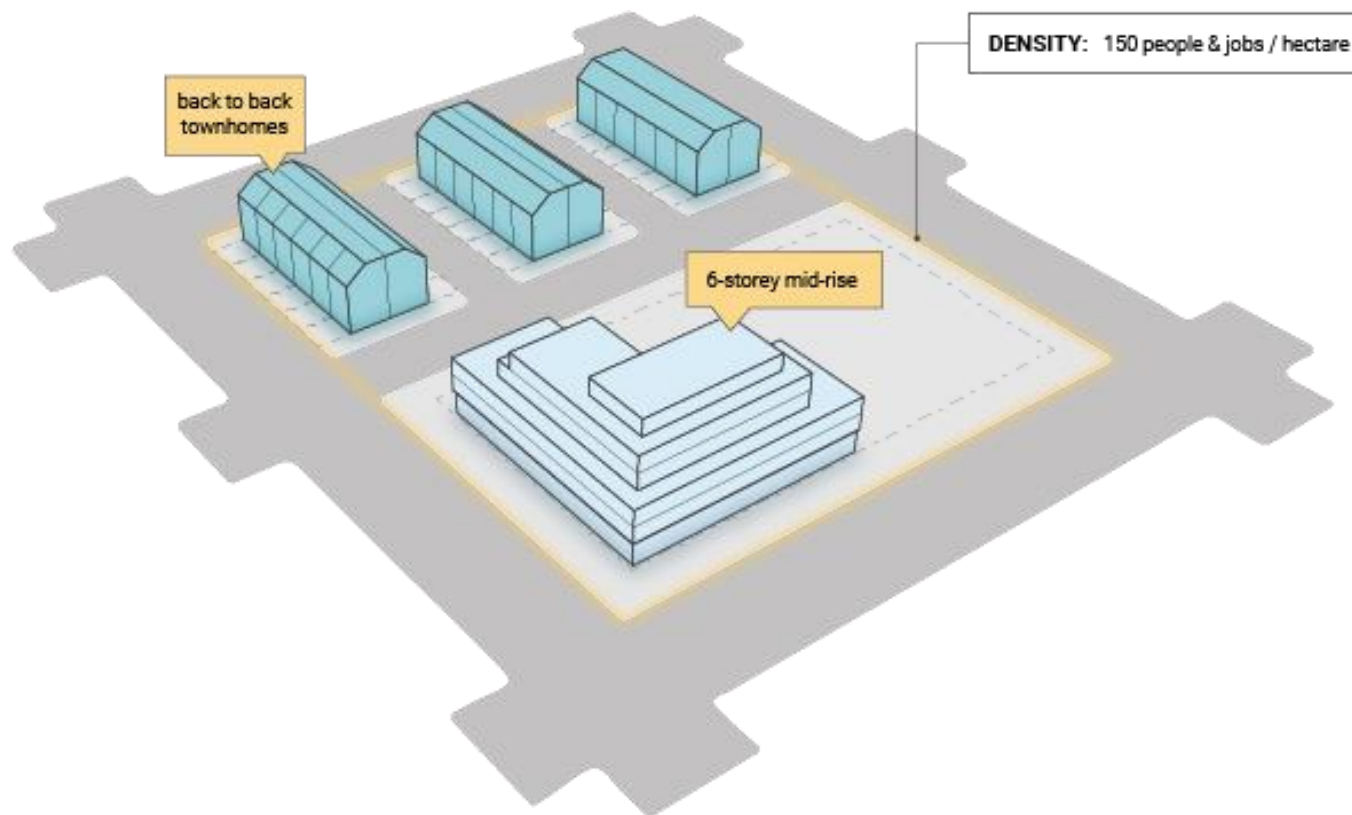


FIGURE 57: Achieving 150 people and jobs per hectare through mid-rise buildings and back-to-back townhomes.

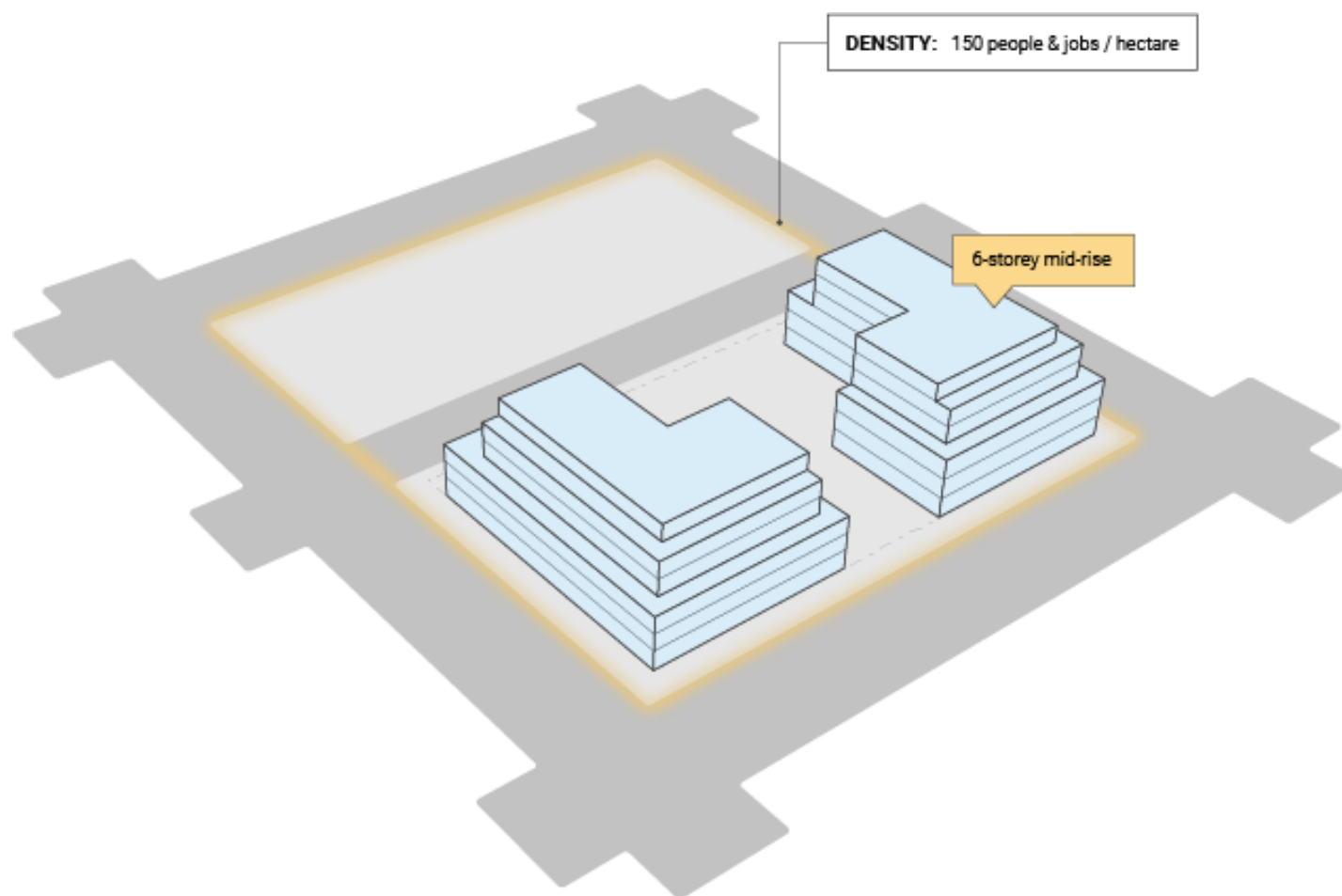


FIGURE 58: Achieving 150 people and jobs per hectare through mid-rise buildings.

The three concepts depict a few of the various combinations that can achieve the minimum density of 150 people and jobs per hectare. The following summarized key takeaways from these illustrations:

- 1 **150 people and jobs can be achieved through mid-rise form.** The greatest height applied in these illustrations was 6 storeys. As such, it is evident that tall buildings (i.e. over 6-8 storeys) are not necessary to meet the density target within the Study Area. It is quite possible to maintain pedestrian-scale built forms throughout the Study Area, while still meeting density needs. The provision of taller buildings would enable other areas to have a lower density and meet the overall density target.
- 2 **Building typologies with lower heights consume more land.** More land is required to accommodate row homes / townhomes than that needed for the equivalent number of units within a mid-rise building.
- 3 **Row houses and townhomes generate more population than apartments.** The persons per unit (PPU) that is used to calculate population and was applied to the former is higher (2.52) than that applied by the latter (1.55); this is due to the larger GFA associated with row houses / townhomes. It is noted the Region has advised using 2.0 PPU for apartment units and 3.0 PPU for other units such as townhomes.
- 4 **A combination of row homes / townhomes and mid-rise buildings will allow for both commercial and residential development, fostering a complete community.** However, the configuration and location of these different building typologies should be carefully considered to

ensure compatibility and minimize impacts. Mid-rise buildings allow for the incorporation of commercial / retail (height of 4.5 - 5.0 metres for the first storey). As such, this form is better suited along the main arteries of the Study Area and around the GO Station. Furthermore, appropriate transitions should be applied to mid-rise buildings abutting areas adjacent to row houses / townhomes to ensure compatibility.

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6 METHODOLOGY FOR DETERMINING PREFERRED LAND USE

Consideration must be made to confirm a methodology for evaluating the preferred land use scenario, including the approach to identifying the preferred concept as well as evaluation criteria.

6.1 Methodology

It is valuable to identify a range of different land use options to explore all possible scenarios and ensure that the final, preferred scenario represents the most desirable plan for the community. Given that the Study Area consists principally of greenfield lands, there are many possible scenarios that may be possible. Section 7 of this report proposes various land use options for the Study Area, in consideration of the guiding policy and the existing context.

Consideration must be made regarding the methodology that will be used for evaluating the land use scenarios. Confirming the methodology for evaluating the scenarios prior to conducting the evaluation will help ensure transparency in this planning process. This is particularly important in this process, where there may be many different viable land use options, but where only one preferred concept plan must be selected.

There are two main approaches to conducting the evaluation of land use options. This could include:

- A quantitative or scoring approach, in which the various land use options are evaluated against pre-determined criteria and given either a rank or a score depending on

how well each option achieves each evaluation criterion. This type of approach is often employed by municipalities as part of a Class Environmental Assessment process, when different infrastructure options are being evaluated.

- An iterative evaluation process, in which a preferred option is selected as a 'hybrid' of the most desirable elements of the options. This approach does not simply result in the selection of one of the options, but rather enables the development of a preferred plan that integrates the various elements of the options that best meet the evaluation criteria.

The first option is suitable in cases where it is the intent of the process to simply 'select' one of the options. However, in this case, it is reasonable to expect that the ultimate preferred plan should not simply comprise a mere selection of one of the options presented in Section 7. Rather, it is preferable to iteratively develop the preferred plan by integrating desirable elements from various options. This approach better invites discussion and consultation and best ensures that the ultimate preferred plan will represent a collaboratively developed plan that best achieves the evaluation criteria. Through consultation, new elements or other items not initially identified in the initial options may be expected. The second approach, comprising an iterative process for developing the preferred option, enables this flexibility and collaborative nature.

Accordingly, the evaluation process is anticipated to consist of the following steps:

- 1 The land use options are identified (Section 7 of this Report). The options are rather intended to facilitate the evaluation rather than representing hard and clear options.
- 2 Evaluation principles or criteria are identified to assist in developing a preliminary preferred option. The elements of each option that best achieve the criteria are carried forward into a preferred option.
- 3 Consultation with agencies, landowners and the public takes place to confirm the evaluation criteria and methodology and to seek input on the options.
- 4 A preliminary preferred option is identified, which is likely to consist of a hybrid of the options selected drawing on the most desirable elements based on the evaluation criteria. This may also incorporate other elements or modifications that were not precisely presented within the initial options.
- 5 Further consultation with agencies, landowners and the public takes place on the preliminary preferred option, and the final evaluation is conducted to refine the concept and ensure the preferred plan best achieves the evaluation criteria and meets all applicable policy.

6.2 Evaluation Criteria

To move from a series of land use options as presented in Section 7 of this Report towards a preferred concept, it is necessary to identify evaluation criteria. The evaluation criteria will be used to begin to identify the preferred elements of a final concept plan.

Table 3 provides the evaluation criteria, which are organized under four overarching principles: transit-supportive; well-connected and accessible; feasible; and compatible. The evaluation criteria are geared towards evaluating the structural land use concepts presented in Section 7. There are other details that will be addressed through this process, once the land use concept is selected, so it is noted that the evaluation criteria are not intended to represent an exhaustive list of desirable planning principles or design elements.

TABLE 3: Land Use Concept Evaluation Criteria

Principle	Criteria
— Transit-supportive	— The concept best supports and capitalizes on its proximity to the GO Station through transit-supportive land use and built form — The concept achieves the Region's minimum density target of 150 persons and jobs per hectare — The concept best achieves the principles of contributing to complete communities, as defined in the Provincial Growth Plan for the Greater Golden Horseshoe — The concept best achieves Provincial and transit agency guidelines for planning around higher order transit — A mix of land uses are proposed to support the population, including local amenities and population-serving commercial uses — Opportunities for office and employment uses capitalize on the GO Station and contribute to complete communities
— Well-Connected and Accessible	— The concept best facilitates walkability to the transit station — Creates a network of active transportation within the MTSA — Supports transit connections to and from the MTSA — Ensure the proposed network can serve the increased number of people living / working within the MTSA — Provides connections and opportunities to facilitate access to the natural heritage system while ensuring its protection
— Feasible	— The concept can be serviced and is fiscally sustainable — The Plan is achievable — The concept provides efficient transportation connections and capitalizes on existing connections
— Compatible	— The concept is compatible with existing neighbourhoods, providing for transition and integrating with existing and planned road networks ▪ Transition is provided to edges of the MTSA boundary ▪ Transition is provided between uses within and outside of the MTSA ▪ Edge-planning considerations are accounted for — Impacts to environmental features are minimized — Impact of rail line and yard are mitigated on adjacent development — Supports identified linkages and enhances them where possible

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7 LAND USE SCENARIO OPTIONS

Based on the preliminary rationale for the proposed delineation of the MTSA boundary and the assumptions noted in Section 5.0, concepts for potential development land use scenarios were developed for consideration in the development of a land use plan for the Study Area.

Three potential land use scenarios were developed with varying land uses structures except that they are all consistent with the following community structuring elements:

- Highest density land uses are all located within the 400-metre radius of the GO Station;
 - Low to medium density will be introduced at the southern boundary / edge of the MTSA to transition to adjacent existing and proposed residential areas to the south;
 - The collector road network will generally be consistent for all land use options as there are limited logical opportunities for road connections in this context;
 - Potential road and trail networks will be integrated with proposed or existing adjacent networks;
 - A range of land uses that support complete communities will be considered including the provision of parks, residential, retail/office/commercial uses, and community facilities;
 - All proposed land use areas are within an 800-metre radius of the GO Station;
 - Mixed Uses generally will permit a range of uses and can include both a range of employment and residential uses unless an Option specifically indicates a land use type;
 - The Options make reference to “low-rise”, “mid-rise” and “high-rise” uses and buildings. These terms are conceptual but generally refer to 2 - 4 storeys, 4 - 8 storeys, and over 8 storeys, respectively. Building heights and densities are conceptual in these options and would need to be refined through the evaluation of Options and the development of the preferred land use concept (Section 10 of this Report);
 - Under the Mixed-Use designation, a mix of uses refers to both a mix within a single building as well as a mix throughout the designation. As such, solely commercial and/or residential buildings are captured as a permitted use within the Mixed-Use designation; and,
 - A 30-metre buffer along the railway corridor and the natural heritage area boundaries are consistent on all Options.
- It should be noted that the location of a proposed school will also need to be considered within development of the preferred land use concept.

Section 10 of this Report addresses the evaluation and selection of the preferred land use concept. The purpose of this Section is only to present the options as the basis for further evaluation.

7.1 Land Use Concept Option 1

This concept places the highest densities closest to the GO Station area and along the Tenth Line corridor and Bethesda Road. This serves as a veneer of mixed-use and residential high-density that transitions to medium-density residential uses towards the eastern and western boundaries of the proposed MTSA boundary. Transitional residential areas with low-rise residential uses, potentially consisting of single detached, semi-detached and street townhouse units, are proposed at the southern edges of the boundary to address transition to the existing and proposed low-rise residential areas south of the proposed MTSA boundary. The proposed land use configuration for Option 1 are illustrated in Figure 59.

Key Components

Key components of Land Use Concept Option 1 include:

- a) Veneer of high-density mixed-uses along corridor edges approximately 75 metres in depth to accommodate this block form;
- b) High-density mixed-uses that would include retail/commercial/office uses, as well as residential uses have been focused adjacent to the GO Station area and within 400 metres of its edges;
- c) Beyond the 400-metre radius, along Tenth Line, specifically high-density residential uses are provided to distinguish from the high-density mixed-uses adjacent to the GO Station area;
- d) High-density mixed-uses are indicated along Bethesda Road to provide a buffer to exclusively medium density residential areas further south; and,
- e) Medium-density uses are located internally and provide the transitional land use to the east and western environmental features as well as residential uses to the south.

Key Takeaways

Opportunities and challenges of Land Use Concept Option 1 are summarized below:

- This concept places the highest density uses along corridors adjacent to the GO Station which defines these spaces with more urban uses that are a very short walk from proposed residential uses (within 200 metres or 2-3 minute walk);
- Provides density and retail uses closest to GO Station which will support potential at-grade retail commercial uses in high density mixed use;
- The concept may lack the concentration of density specifically adjacent to the GO Station and may not include the critical mass of activity needed to support near-term retail commercial uses; and,
- The Bethesda Road edge may not be an ideal interface for the Layover Facility to the north for potential residential uses in the mixed-use designation.

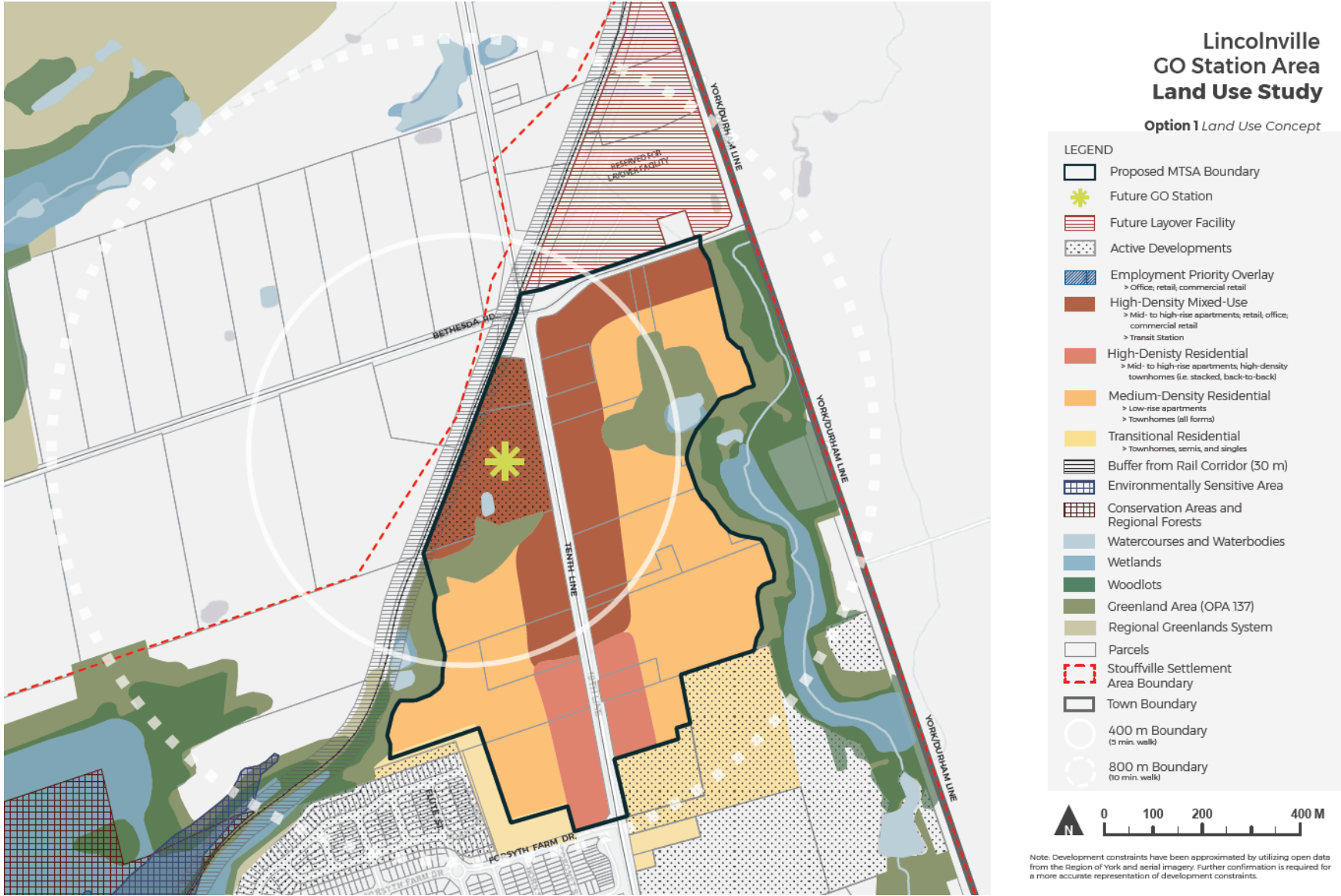


FIGURE 59: Lincolnville MTSA Land Use Concept Option 1

7.2 Land Use Concept Option 2

This concept concentrates the highest densities around the GO Station area and ensures that the high-density mixed-use area is within a short 200 metre radius of the edges of this area. This use still serves as a transition from and to medium density residential uses, however, a portion of these higher densities also interface with the environmental areas along the eastern boundary. The concentration of these land uses around the Station creates three separate medium density areas, one on either side of Tenth Line to the south, and an enclave in the northwest corner of the proposed MTSA area boundary. As per Option 1, low-rise residential uses, consisting of single-detached, semi-detached and potentially street townhouses, are proposed at the southern edges of the boundary to address the existing and proposed low-rise residential areas south of the proposed MTSA boundary. The proposed land use configuration for Option 2 is illustrated in Figure 6o.

Key Components

Key components of Land Use Option 2 include:

- a) Concentration of high-density mixed-uses at the north and northwest portion of the proposed MTSA within a 200-metre radius of GO Station area;
- b) Creating a more compact area of high-density mixed-use area;
- c) Medium-density residential is broken into smaller neighbourhood areas that are a bit more distinct from Option 1;
- d) Some medium-density residential uses have been included within the 400-metre radius of the GO Station area to provide more housing variety and density nearby; and,
- e) Medium-density uses are located along Tenth Line but envisioned to include apartment residential uses with a combination of varied townhouse types to provide transitional land use to the existing and proposed residential uses to the south.

Key Takeaways

Opportunities and challenges of Option 2 are summarized below:

- This concept places the highest density around the GO Station and creates a concentrated node which may be more conducive to phasing development in the MTSA over time;
- The highest densities, on the east side of Tenth Line, are within a very short walk (within 200 metres or 2-3 minute walk) to the GO Station area;
- More variety of land use and housing types are located within the 400-metre radius as compared to Option 1;
- Provides density and retail uses closest to GO Station which will support potential at-grade retail commercial uses in high-density mixed-use;
- There may be challenges to proposing medium-density residential uses along Tenth Line. Consideration of potential interface and building setbacks will need to be explored; and,

- The northwest medium-density neighbourhood will need to transition to both the high-density mixed-use areas and to the Bethesda Road edge. Even more so than Option 1, the Layover Facility interface will need to be considered.

**Lincolnvile GO
Station Area
Land Use Study**

Option 2 Land Use Concept

LEGEND

- Proposed MTSA Boundary
- Future GO Station
- Future Layover Facility
- Active Developments
- Employment Priority Overlay
 - Office, retail, commercial retail
- High-Density Mixed-Use
 - Mid- to high-rise apartments, retail, office, commercial retail
 - Transit Station
- High-Density Residential
 - Mid- to high-rise apartments, high-density townhomes (i.e. stacked, back-to-back)
- Medium-Density Residential
 - Low-rise apartments
 - Townhomes (all forms)
- Transitional Residential
 - Townhomes, semis, and singles
- Buffer from Rail Corridor (30 m)
- Environmentally Sensitive Area
- Conservation Areas and Regional Forests
- Watercourses and Waterbodies
- Wetlands
- Woodlots
- Greenland Area (OPA 137)
- Regional Greenlands System
- Parcels
- Stouffville Settlement Area Boundary
- Town Boundary
- 400 m Boundary (5 min. walk)
- 800 m Boundary (10 min. walk)



Note: Development constraints have been approximated by utilizing open data from the Region of York and aerial imagery. Further confirmation is required for a more accurate representation of development constraints.

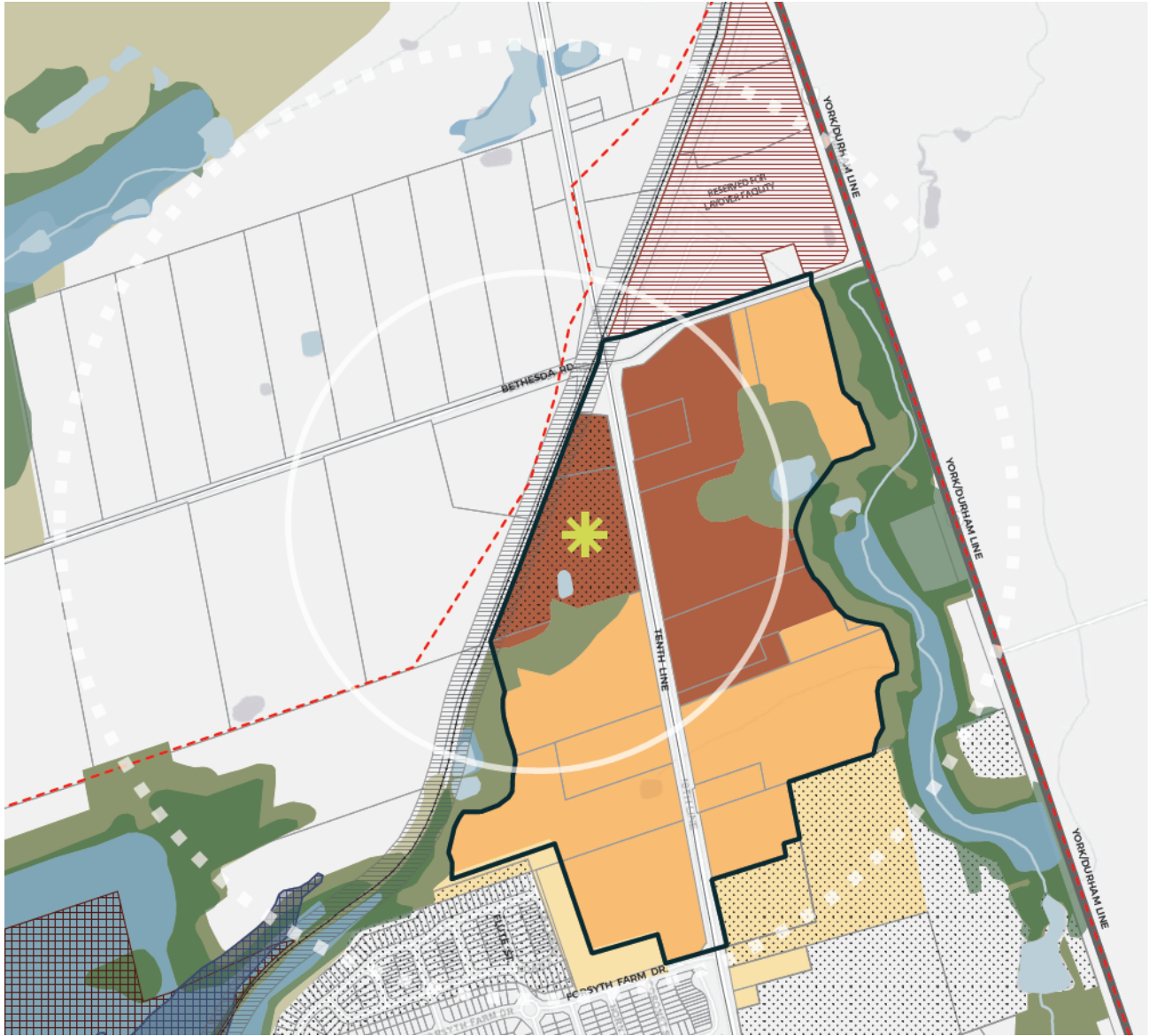


FIGURE 60: Lincolnvile MTSA Land Use Concept Option 2

7.3 Land Use Concept Option 3

As in Option 2, Option 3 places the highest densities closest to the GO Station area and along the Tenth Line corridor within the 400-metre radius but also includes an Employment Priority Overlay at the northern portion of the proposed MTSA within a 200-metre radius. As per Option 2, this concept concentrates the highest densities around the GO Station area, however, a veneer of these uses are extended southward along Tenth Line, resulting in a relatively broader distribution of higher density uses compared with the other options. In addition, the enclave in the northeast corner of the proposed MTSA specifically includes high density residential uses. This Option has the lowest proportion of Medium Density Residential uses, when compared to Options 1 and 2. The Medium Density Residential uses are predominantly outside the 400-metre radius and provide transition towards the east, west, and south boundaries of the proposed MTSA. Transitional residential areas, consisting of single-detached, semi-detached and potentially street townhouses, are proposed at the southern edges of the boundary to address the existing and proposed low-rise residential areas south of the proposed MTSA boundary. The proposed land use configuration for Option 1 is illustrated in Figure 61.

Key Components

Key components of Land Use Option 3 include:

- a) The highest densities are within a very short walk (within 200 metres or 2-3 minute walk) and the high-density

residential enclave in the northeast (within approximately 400 metres) of the Station area edge;

- b) This concept includes a concentration of high-density mixed-use on the southern edge of the Station area on the west side of Tenth Line;
- c) More variety of land use and housing types are located within a 400-metre radius (5 minute walk) as compared to Options 1 and 2;
- d) Provides density and retail uses closest to Station which will support potential at-grade retail commercial uses in high-density mixed-use;
- e) The northwest high-density residential neighbourhood provides for a different form of transition to the High-Density Mixed-Use (Employment Overlay) area and address the Bethesda Road edge Layover Facility interface; and
- f) Beyond the 400-metre radius (i.e., a 5 minute walk), along Tenth Line, medium density mixed-uses are proposed. They also provide the transitional land use to the existing and proposed low-density residential uses to the south.

Key Takeaways

Opportunities and challenges of Option 3 are summarized below:

- This concept places a greater variety of high-density employment and residential uses that surround the GO Station and are predominantly within a 200-metre radius (2-3 minute walk);

- This concept places a greater variety of high-density employment and residential uses that surround the GO Station and creates a concentrated node which may be more supportive of retail / commercial uses in high-density mixed-use areas and are predominantly within a 200-metre radius (2-3 minute walk);
- The provision of specific office employment and high-density residential uses along the northern edge of the proposed MTSA earmark employment uses and may be even more conducive to phasing development in the MTSA over time;
- The provision of office employment uses and resulting built form may result in a more appropriate built form interface with the Bethesda Road edge and the Layover Facility uses and provide a built form buffer to residential uses;
- Provides highest densities and retail uses closest to the GO Station which will support potential at-grade retail commercial uses in high-density mixed-use;
- High-Density Mixed-Use areas to the south of the GO Station may provide an opportunity for a better built form relationship/interface between transit facilities and the mixed-uses (e.g. pedestrian plazas and squares, ancillary commercial retail uses, etc.);
- By designating specific areas for high density residential and office employment areas there is the potential of creating areas that may not be consistent with creating a more integrated and complete community. The north edge would be distinct from the rest of the proposed MTSA;
- Special attention will need to be given to the transition of uses along the north boundary edge such as offices to ensure the high-density residential is not isolated from the mixed-use and residential areas in the rest of the proposed MTSA; and,
- The Bethesda Road edge may not be an ideal interface for the Layover Facility to the high-density residential uses proposed on the south. A potential variation in the office employment uses may provide a buffer between these uses.



FIGURE 61: Lincolnville MTSA Land Use Concept Option 3

7.4 Land Uses Outside of the Proposed MTSA

This section has discussed the identification of land uses within the proposed Major Transit Station Area, including the identification of potential land use structural options. The outcome of this overall land use study is intended to focus on recommending a delineation for the Major Transit Station Area and establishing land use for that Major Transit Station Area within the settlement area. However, there is a need to consider land use and potential future Major Transit Station Area delineation more holistically in the Study Area and to consider a broad plan for a Major Transit Station Area that could eventually extend beyond the settlement area. The location of the transit station at the edge of the settlement area creates a future opportunity for transit-oriented development to occur within a potential future settlement area expansion.

Lands outside the settlement boundary cannot be incorporated into the Major Transit Station Area nor given an urban land use designation through this Study's implementing Official Plan Amendment (OPA). The expansion of a settlement area can only occur through the Region's MCR process, which is currently underway. At the time of completing this Report, the Region has not identified any directions or recommendations about the need to expand the Stouffville settlement area. However, considering that the Region's MCR is underway, and recognizing that there are lands outside the Study Area that fall within walking distance of the transit station, it is valuable to examine land uses more broadly as part of this process. This analysis may feed into the Region's MCR process and provide a basis for a future Official Plan Amendment or the Town's

Official Plan Review, which has also been recently initiated. For clarity, is not in the scope of this project to make a recommendation regarding the need to expand or modify the urban area, but to assess the types of land uses that might be appropriate in the event the Region decided an urban expansion is required in the future.

The proposed Major Transit Station Area excludes some lands that are currently located in the Stouffville settlement area but are in close proximity to the Major Transit Station Area. In particular, the Major Transit Station Area proposed in Section 5 is proposed to exclude any lands west of the rail line principally on the basis that these lands would not be closely connected to the station. Lands on the north side of Bethesda Road and inside the settlement area are also excluded from the Major Transit Station Area. These lands are also in the settlement area boundary. On the north side of Bethesda, east of Tenth Line, there is a portion of land included in the settlement area, but the settlement area boundary does not follow the parcel fabric, and the lands may be constrained in terms of compatibility with the adjacent future layover facility. These lands are currently designated for industrial/employment uses in OPA 137. These lands would also be subject to Section 12.11.12 of OPA 137, which prohibits a conversion to non-employment uses except through a municipal comprehensive review. As such, there appears to be no flexibility in this process to change the designation to a non-employment use, although policies could be further refined with respect to the density or type of employment uses. However, as the Region's MCR is underway, an opportunity may exist at the Regional level to consider conversion.

In summary, as part of developing the Town's preferred Major Transit Station Area delineation and the preferred land use concept, it is recommended that a cohesive, long-term land use concept be conceptualized to ensure that this process is working towards achieving that in a holistic, thoughtful manner, and that a long-term vision is not being precluded. While the recommendations may not be fully implemented through the OPA of this process, the work may feed into the Region's MCR process and potentially the Town's Official Plan Review. Furthermore, the technical work being conducted in conjunction with this study (servicing and transportation) should consider the implications of potentially higher density land uses outside the Study Area.

8 PUBLIC AND STAKEHOLDER ENGAGEMENT

There are significant interests involved in the preparation of the plan for a new community in the vicinity of the Lincolnville GO Station Area. The public will have an interest from a broad range of perspectives. The existing property owners will have an interest with respect to planning for their land and development opportunity. Various agencies and Town departments will have an interest with respect to land ownership, technical or other considerations. As such, the process of preparing this Plan has involved significant consultation. Note this section has been drafted based on consultation undertaken in this process to date, and will be updated as required to reflect continued consultation and input into this study.

8.1 Public and Council

Following initiation of this project, the first project status update presentation to Council was made in May 2019. This included preparation of a staff report outlining the process and work undertaken up until that point, including a preliminary Major Transit Station Area delineation as well as the 3 land use concept options presented in this report. A preliminary draft version of this Report was presented to Council and also made publicly available, so that Council and the public could comment on the information presented at that time.

Two open houses have been conducted to date.

The first open house was held on June 13, 2019. A total of 35 persons signed into the open house, though many other participants stopped by or did not sign in. The first public open house focused on a presentation of the study purpose and objectives, Study Area, and presenting high-level conceptual options for land use and preliminary recommendations for delineating the MTSA, as well as the presentation of preliminary evaluation criteria for selecting a preferred plan for the new community. Questionnaires were made available but none were received. Staff engaged in numerous one-on-one and group conversations with the participants, covering a very broad range of issues, questions and interests.

The second open house was held on October 10, 2019, and approximately 30 persons signed into the meeting although other visitors participated in discussions with staff or reviewed information without signing in, due to the 'drop-by' setup of the meeting. The second open house translated the prior concept plans into more in-depth concept plans to illustrate a potential build-out for the community. The information presented included a more refined proposed Major Transit Station Area delineation and directions for the study. Questionnaires were also made available to participants but none were received. Staff similarly engaged in numerous conversations with participants and covered a very wide range of topics and questions with participants.

An update to Council has been planned for March 24, 2020, including a presentation of this updated Report with the

evaluation of the land use options and a recommended preferred concept.

A project website has also been established through the course of this Study, providing the Town's contact information and to post reports as completed. The website is available at <https://www.cometogetherws.ca/lincolnvill-go-land-use-study>.

While written comments from the public other than the landowners have not been received at the time of completing this Report, following is a characterization of some of the themes of comments that have been received through the discussions with staff:

- Many participants expressed general curiosity regarding the timing of the new GO Station and the timing of future development in the Study Area and what development will generally look like.
- Some participants expressed general curiosity around the intent of the urban area boundary.
- Some participants expressed interest regarding the old tree on the Metrolinx site as well as other potential heritage trees.
- Participants had varied opinions regarding proposed increased density though most were generally supportive of creating increased density and capitalizing on the transit station.

- Several participants expressed concerns regarding traffic associated with the rail line (e.g., trains blocking Bethesda Side Road/Tenth Line).

8.2 Landowners

A Landowners Group was formed and consists of many of the existing property owners in the Study Area, generally considered to include land within the Stouffville settlement area boundary and within 800 m of the GO Station.

The Landowners Group and their consulting team/agents have provided extensive input into this process, including written correspondence, feedback received in meetings, as well as the production of plans and review of materials. In total, there have been 4 meetings to date involving WSP, landowners and the Town, as well a number of additional meetings involving the Town and Landowners regarding this study. The Landowners represent a significant stakeholder in the study, as they will ultimately proceed to develop and implement the ultimately approved plan.

The Landowners have submitted a wide range of comments which have also evolved through the course of the study process, in response to the information being presented and the overall study progress. It should be noted that the individual participants in the Landowners Group may have unique or specific interests or perspective and the summary below does not necessarily reflect a consensus amongst all landowners. Some of the key comments received from the landowners group are briefly summarized as follows. Following are some of the key matters raised:

- Expressed an overall concern regarding the appropriateness of the density target of 150 people and jobs per hectare and the appropriateness of considering a Major Transit Station Area, considering the specific context of this area (e.g., greenfield, nature of the GO Rail service and end of the line, relative potential/appropriateness compared with other station areas such as Downtown Stouffville), and the landowners' overall understanding of marketability, particularly for higher density units such as apartments in this context.
- Further to the point above, landowners have noted the challenges of achieving the density target when factoring in the GO Station site, a potential school site, stormwater management facilities and other uses that contribute minimal or no jobs and persons.
- Expressed general openness regarding the need to build higher densities and suggested an overall support to build townhouses in this area and minimize or not build singles/semis.
- Clarification was required regarding the way in which the Region's density expectation of 150 people and jobs would be applied (i.e., applied on gross versus net basis) as well as other assumptions such as person per unit assumptions.
- Landowners have noted the road network established via the Stouffville Secondary plan through Official Plan Amendment No. 137 and a related Transportation Master Plan study was completed through extensive work and should essentially be carried forward, including alignment with the GO Station concept.
- Early in the process, landowners expressed concern regarding servicing capacity to support increased density, and the need to undertake servicing analyses to identify any such constraints. In relation to this, it is noted that the Town has been conducting consultation with landowners regarding development charges and infrastructure financing, separately but parallel to this Lincolnville Land Use study process. Further, it is noted that this study involves a servicing assessment conducted by GM BluePlan as well as a transportation assessment by HDR Inc.
- Landowners have noted that recent field work has been undertaken to confirm the extent of environmental constraints in portions of the Study Area, and some features have been staked with support from TRCA.
- Landowners have noted potential constraints with respect to providing underground parking due to the high water table and thus potential difficulty in supporting higher densities.

8.3 Technical Advisory Committee

A Technical Advisory Committee has been formed, consisting of participants from various Town departments and agencies. The Technical Advisory Committee provides review, input and advice to be considered in this Study.

To date, the following is a summary of some of the key interests of the participants:

- Various Town departments are involved to provide technical guidance and to relate the study to other Town initiatives. Town planning and development staff are involved more significantly in the day-to-day management of the study. Town engineering staff provide guidance and understanding regarding transportation and servicing considerations. Town parks and recreational staff are involved to provide guidance and input with respect to the provision of parks and trails in the Study Area to support the new community.
- The Region of York is involved in the Technical Advisory Committee. The Region of York has established the initial direction and expectation that this study will result in the delineation of a Major Transit Station Area and has established the minimum density target of 150 people and jobs per hectare as well as methodology for delineating the Major Transit Station Area. These expectations as noted by the Region are subject to the study being carried out. The Region also provides other guidance regarding delineation of Major Transit Station Areas, and will ultimately implement the recommended Major Transit Station Area and associated policies via the ongoing Comprehensive Review of the Region of York Official Plan.
- Metrolinx is involved in the Committee as the operator/owner of the future GO Station site as well as the layover facility on the north side of Bethesda Road. Metrolinx is supportive of the notion of facilitating transit-oriented development in the vicinity of the GO Station. Metrolinx also has produced transit-oriented development design guidance as summarized previously in this report. Metrolinx will also have an interest with respect to the design of Tenth Line which will facilitate access into the GO Station site.
- The school boards have been involved in the process as the provision of growth may necessitate the need for a school site in the community.
- TRCA is involved in the Technical Advisory Committee for technical input and advice related to natural heritage features and hazardous lands.

9 MARKET DEMAND AND COMMERCIAL NEEDS ASSESSMENTS

UrbanMetrics, a member of the Consulting Team retained by the Town to conduct the Lincolnville Land Use Study, has conducted an assessment of residential market demands and commercial needs, in order to inform the study and the preferred land use plan. The study helps to address two principal questions:

- What is an appropriate mix of unit types in the Lincolnville GO Station Area in consideration of market trends and market demand?
- How much commercial space would be supported by the population in this new neighbourhood?

The fulsome assessment by UrbanMetrics, including the methodology and any assumptions used, is attached as **Appendix A**.

9.1 Summary of Residential Market Demand Assessment

Supporting an achievable plan means ensuring that the mix of unit types proposed in the Plan will be supported by the market. The first question helps to respond to the concerns raised by some of the landowners that the notion of providing

apartments and other high density residential units will not be supported by the market.

- It was noted that there has been only one stacked townhouse development in Stouffville, but it sold out quickly in just 7 months, suggesting there is market support for higher density townhomes.
- urbanMetrics identified 7 condominium projects (including one two-phased project, which is counted as two projects for the purposes of the analysis) and noted that the majority of the apartments have been sold but absorption (sales per month) varies across each project. Overall there is considerable demand for condominium apartments in Stouffville.
- Overall, urbanMetrics concluded that overall a mix of units can be supported in Lincolnville from a market perspective.

9.2 Summary of Commercial Needs Assessment

The second question is aimed at informing how much commercial space/land should be planned for in the preferred concept plan. Per the options presented in Section 7, it is not the intent of this study to identify a new commercial hub or node, but to facilitate commercial uses that will support the day-to-day needs of future residents in the area. Following is a summary of some of the key conclusions:

- urbanMetrics estimates that the full build out of the Lincolnville MTSA will result in an overall demand for between 39,900 and 50,300 square feet (about 3,700 - 4,700 square metres) of local serving retail/service commercial space, depending on the ultimate population.
- Based on the analysis, it is suggested that more than half of future retail/service tenants will likely be in the service categories, such as but not limited to a local bank branch, tax preparation, community health centre, veterinary service, restaurants, hair care, day spas, dry cleaning and pet care services. It was noted this is consistent with the types of tenants located in the Mount Pleasant GO Station in Brampton.
- It was noted that there may be viability for pharmacy and personal care stores, health and nutrition stores, and potential health care tenants such as a clinic. It is also possible that a general merchandise store may be viable. However, based on existing per capita space existing in Stouffville and typical demand, it may be difficult to attract a supermarket or a beer/wine/liquor store to this area (other than convenience commercial). Opportunities for furniture, home furnishings and electronics store is also limited due to the scale of these uses.
- urbanMetrics also recommended clustering the future commercial space into one or two locations in the MTSA to create a cluster and more vibrant retail environment. This could include a particular focus in

proximity to the future GO Station, Tenth Line and the new east-west collector road.

10 EVALUATION AND PREFERRED LAND USE CONCEPT

Based on the information, land use options and input assessed throughout Sections 1 - 10 of this Report, the purpose of this Section is to evaluate the options and present a preferred concept. Section 10.10 introduces the preferred concept based on the evaluation presented by topic area in Sections 10.1 - 10.9.

10.1 Structure (Distribution of Density)

Section 7 of this Report presented 3 conceptual land use options, for the purposes of establishing a basis for identifying a preferred concept plan and facilitating discussion and refinement. The structural concepts reflected the Region of York's minimum expectation that development would achieve a minimum of 150 people and jobs per hectare and that a Major Transit Station Area would be delineated by the Region of York. As such, the concept options establish a range of different unit types and land uses that collectively achieve these objectives as a starting point.

The structural options were mainly distinguished in terms of how density should be arranged around the GO Station as well as consideration for land use permissions. This is a key consideration in the Plan. The discussion of how density should be distributed is relevant regardless of the applicability of the density target of 150 people and jobs per hectare and the need to recommend the Major Transit Station Area's delineation. As the Study Area mainly consists of greenfield land, there is considerable opportunity to establish a wide range of different approaches to distributing density and land use, and the

ultimate plan should set out guidance in this regard to facilitate the best possible plan for the community.

Option 1 contemplates a scenario in which density is largely concentrated along the major roads in the Study Area, namely Tenth Line and Bethesda Road, creating two spines of concentrated density with a mix of uses that transitions to lower density and residential uses at the south end of the Study Area along Tenth Line. Option 2 envisions density being concentrated more closely around the GO Station and a mixed-use core developed immediately in the vicinity of the GO Station entrance. Density transitions outward in a somewhat radial fashion. Option 3 has a relative dispersal of density across a broader area and also introduces the concept of a "Special Provision Area" on the south side of Bethesda Road to focus office/employment uses in this area and ensure transition and compatibility to the layover facility to the north.

Generally, Option 2 is preferred in terms of structure and arrangement of density. Option 2 concentrates density around the GO Station, and generally transitions to lower densities moving outward in a radial fashion. Compared to the other Options, Option 2 best achieves the evaluation criteria established in Section 7 as it best facilitates the shortest walking/cycling distances to the GO Station, and best supports the concept of transit-oriented development. This concept supports the creation of critical mass for a mixed-use core and transit-oriented development, and also facilitates opportunity for density to transition to the edge of the urban area and to existing and planned lower density neighbourhoods to the

south. However, supporting increased density along Tenth Line is also generally appropriate as a secondary focus, as it will provide a direct pedestrian linkage and short walking distance to the GO Station, providing transition and compatibility with adjacent low-rise residential development is considered.

10.2 Land Use

The 3 conceptual land use options presented in Section 7 also identify a potential land use structure in addition to addressing the distribution of density. Option 1 illustrates a mixed-use area encompassing the GO Station site, lands along Tenth Line generally within the 400 metre radius of the GO Station site (5 minute walk), and lands on the south side of Bethesda Road. Other lands in the Study Area are contemplated for residential purposes. Option 2 proposes a mixed-use area generally within a 400 metre radius (5 minute walk) of the GO Station including the GO Station itself. Option 3 proposes a similar approach, but extends mixed-use further south. It also introduces an employment priority overlay on the south side of Bethesda to permit principally office and commercial uses.

A mixed-use core should form a fundamental component of the preferred plan. This will provide an opportunity for a focused community centre, and facilitate commercial uses to support the day-to-day needs of future residents and contribute to a high quality of life and a complete community. This is a key element of a transit-oriented community and is a typical aspect of other transit-oriented new communities, such as the Mount Pleasant GO Station area in Brampton, which was also a new greenfield community. A mixed-use core contributes strongly

to the evaluation criteria established in Section 7. The commercial assessment outlined in Section 7 provides an indication that a small scale commercial core will be supported by the new population, and such a commercial area is best located in close proximity to the GO Station.

The location of the mixed-use core is best prioritized in close proximity to the GO Station entrance, as this will form a focal point of pedestrian activity and other modes of transportation. A mixed-use core centred along a new east-west collector road (refer to Section 10.6) and to an extent along Tenth Line is the preferred location for required ground floor commercial uses. The new collector road will provide the best opportunity for a walkable, pedestrian oriented streetscape, with on-street parking, which is easily accessible from Tenth Line, and best contribute to the evaluation criteria in Section 7. A certain amount of commercial uses should be required within proximity to the GO Station, and the policies should provide for the flexibility for commercial uses to be provided along the east-west Collector Road and along Tenth Line. The amount of required commercial uses should be in line with the anticipated commercial needs as outlined in section 9. Commercial uses may be optionally permitted along an extent of Tenth Line in close proximity to the GO Station and further along the east-west collector road.

The extent of the mixed-use core and any required commercial uses should also be informed by the commercial demand assessment summarized in Section 9 of this Report. To support creating an achievable plan, which is a key principle identified in the evaluation criteria in Section 7, the amount of commercial space required by the plan should be commensurate with

anticipated demand and the types of commercial uses anticipated to be viable. The anticipated commercial uses described in Section 9 mainly represent smaller scale commercial uses, which are suitably accommodated within mixed-use buildings. There is an opportunity in the implementing policy to establish a limitation on gross floor area for new commercial uses to ensure that commercial uses will be locally serving and not precipitate a new commercial node in the Town that negatively impacts the Town's existing commercial structure, including businesses in downtown Stouffville. The assessment conducted in Section 9 also suggests that the commercial uses will likely consist of principally commercial uses, but there may be opportunity for some retail stores.

Consideration should also be made regarding employment uses including offices. For compatibility purposes and to best capitalize on the GO Station, land extensive industrial or employment uses were not contemplated in any of the options presented in Section 7. Office uses are appropriate and would contribute to the mix of uses and density, although there is likely to be minimal demand for the uses. It is suggested that office uses should be permitted within the mixed-use portions of the preferred concept.

Option 3 proposed an employment priority area on the south side of Bethesda Road, where only a mix of commercial and office uses would be permitted. The concept was based on creating transition between the GO Station layover facility to the north and future residential uses to the south. Permitting land intensive industrial uses is not contemplated and would not be an appropriate use of land in this area. Rather, it is

recommended at this time that the policies should be flexible in terms of permitting office uses on the south side of Bethesda Road in order to facilitate transition between the layover facility to the north and residential uses to the south. However, as market demand for office is likely to be limited even into the long term, residential uses will be permitted. Commercial uses could also be used to facilitate this transition; however, they are preferably accommodated in the mixed-use core and in the form of mixed-use buildings, rather than locating on the south side of Bethesda Road. As discussed previously, as there will be limited commercial demand and the uses should be concentrated to form a more vibrant core. Stand-alone commercial uses also would not represent an efficient use of land in proximity to higher order transit. Thus it is recommended that lands on the south side of Bethesda Road incorporate an overlay that permits and encourages office uses in this area but does not require them, in addition to permitting residential uses.

It is noted that the GO Station site itself is identified with a mixed-use designation in all three concepts. This recognizes the possibility that Metrolinx may ultimately wish to infill their site over time. Initially, the site will be largely used for surface parking, but this need may change over time or there may be future opportunity for structured parking. Metrolinx has expressed support for identifying its lands with a mixed-use designation and not a restrictive "Transit Station" designation that simply recognizes the transit use.

10.3 Density

The Region has established an expectation that a Major Transit Station Area will be delineated for Lincolnville, generally within approximately 500 metres of the GO Station, and that a density target be identified of 150 people and jobs per hectare. It is the intent of this Study to assess the density target and also to recommend an appropriate delineation for the Region to consider, based on the proposed land use structure. As noted in Section 8, the landowners expressed various concerns around the feasibility of achieving the target, such as:

- Market demand for higher density residential units and as it relates to the context of the site at the end of the rail line and other contextual considerations; and
- Feasibility of achieving the density target, particularly considering the inclusion of land uses that do not contribute to the density (e.g., stormwater management, school site, parks, etc.).

To help 'test' the proposed density target of 150 people and jobs per hectare, WSP completed a series of potential demonstration plans to conceptually illustrate build-out of the Study Area. The demonstration plans were also prepared to implement the findings of the assessments included in Section 9, which sets out anticipated commercial demand and suitability of a mix of units based on an understanding of market demand. The demonstration plans are attached to this Report in **Appendix B**.

Generally, in producing the demonstration plans, the following key conclusions were reached:

- The density target of 150 people and jobs per hectare can be achieved through the provision of a mix of unit types. Generally, it is anticipated that apartment units and stacked townhouses will need to represent the majority of units in the Major Transit Station Area although street and lane-based townhouses may form part of the mix depending on the density provided in the higher density areas. In concept 2, apartments encompassed approximately 60% of unit types, stacked units encompassed about 34%, and lane-based towns encompassed about 6% of units, and the area was able to achieve 165 people and jobs per hectare which exceeds the target.
- It is difficult to achieve 150 people and jobs per hectare in the larger Major Transit Station Area (800 metre radius around the GO Station) as identified on a preliminary basis in Section 5. This is mainly due to the inclusion of the school site and stormwater management facility, which do not contribute a significant number of residents or jobs. If the broader area was included, a greater proportion of unit types would need to be apartments to achieve the required density and "make up" for the lack of density contributed by a school and stormwater management facilities.

Further to the Demonstration Plans, WSP conducted an assessment of an area in the westerly portion of Stouffville

which is nearly built-out (Figure 62). The area shown is approximately 16.5 hectares, and consists of about 450 townhouse units (about 60% of all units) and about 305 apartment units (about 40% of all units). Additionally, there is a commercial block with low-rise, stand-alone commercial uses, estimated to provide about 75 jobs. When factoring in a person per unit assumption of 3 for townhouses and 2 for apartments, as well as an assumption that about 5% of residents work from home (contributing to job accommodation), it is estimated overall that the total number of residents and jobs in this area is about 2,135. This means the overall density is 129 people and jobs per hectare, which is close to the 150 people and jobs per hectare target proposed by the Region for Lincolnville. West Stouffville by contrast does not have rapid transit access and it also has a lower density built form, including stand-alone commercial uses with surface parking.

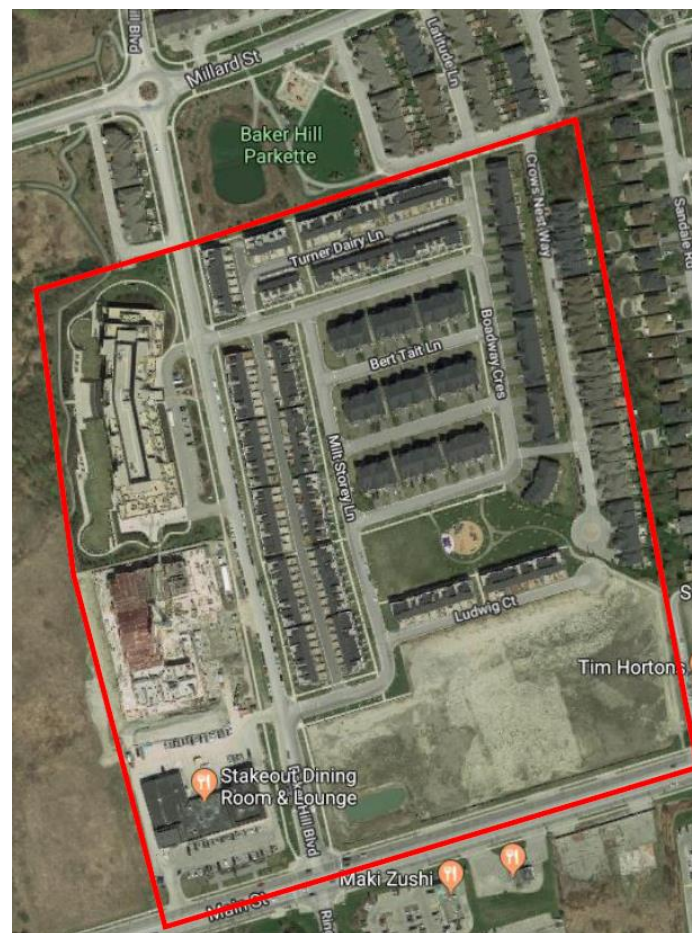


FIGURE 62: Case Study for Density Calculation (West Stouffville) (Air photo source: Google Maps)

Overall, the principal conclusion of the preceding analyses, in conjunction with the market assessment conducted in section 7, is that the Region of York's intended density target of 150 people and jobs per hectare is an appropriate density target for the Major Transit Station Area, in consideration of market and feasibility considerations and context.

10.4 Environmental Constraints

It is noted there is an opportunity to update the environmental constraints currently shown in OPA 137 (the Greenlands Network designation). Since OPA 137 was brought into effect, landowners have conducted field work and reports to delineate the features and their buffers. Additionally, this type of work has been conducted by Metrolinx. There is an opportunity to introduce refinements to the Greenlands Network through this process to better reflect more current information.

10.5 Key Built Form Principles

Consideration must also be made regarding the built form principles which may be further implemented in the policies and the Lincolnville Urban Design Guidelines.

- As noted, density is anticipated to be concentrated around the GO transit station, and generally taper off outwards. To achieve required density, heights are likely to consist of mainly 4- 6 storey buildings in close proximity to the GO Station and principally 3 -4 storeys in the surrounding areas. Consideration must be made to implement transition in height and density towards lower density neighbourhoods to the south of the Study Area, and towards the urban area boundary to the north of the Study Area, to create transition to the rural area.
- Taller buildings may be proposed beyond the heights noted above, and the policies and design guidelines should establish locational criteria and criteria to

ensure that impacts are managed (privacy, shadow, etc.). Taller buildings should mainly be directed close to the GO station but may be appropriate elsewhere subject to achieving the criteria and generally providing for a transition in density. Generally speaking, buildings should not exceed 10-12 storeys to contribute to the overarching principle that Stouffville is predominantly a smaller urban community within a rural landscape. Consideration should also be made to step back the portions of buildings above 6 storeys to ensure a suitably scaled “street wall” and there is opportunity in the design guidelines to establish criteria in this regard.

- Commercial uses should be principally integrated into the ground floor of mixed use buildings, facing arterial and collector roads. The policies and design guidelines create opportunity to establish permissions and requirements for ground floor commercial uses to ensure that the mixed-use core is implemented, as envisioned and discussed previously. Stand-alone low rise buildings with commercial uses would not contribute to the density target or the desired built form for the MTSA.
- Parking should be provided principally in the form of structured parking and surface parking should be minimized. Where provided, surface parking should be minimal and directed to the rear of buildings and buffered with landscaping from street view.

- Criteria should be established to create strong street walls and enclosure and contribute to the pedestrian-oriented design. Where possible, access to sites via rear lanes and local roads is preferred to direct access from collector and arterial roads to minimize street wall disruptions.
- The policies and guidelines should incorporate a degree of flexibility with respect to the location of specific densities and unit types, to give suitable flexibility. However, this will have to be balanced with the principles of facilitating transition, creating a street wall, and also ensuring the minimum density target is achieved.

10.6 Community Uses

Based on consultation with the Technical Advisory Committee and the existing policies in effect under Official Plan Amendment 137, it is anticipated that an elementary school may be required to be located in the area. Generally, further to the analysis conducted above, a school site should be located outside of the Major Transit Station Area, as it does not substantially contribute to the density target. However, a more compact form that is suitable in this context should be encouraged, such as structured parking and/or a multi-level school. The southeasterly portion of the Study Area may provide the most suitable opportunity for a school site as there is suitable land for the site to be located outside the proposed Major Transit Station Area which generally encompasses lands within approximately 500 m of the GO Station. This location also allows the school site to be located on the proposed

collector road (road network is discussed below). Locating the school site immediately adjacent to Tenth Line is not preferred as Tenth Line has opportunity for higher density residential or mixed-use development. Note that this study has not considered overall school needs within the broader Phase 3 lands and has proceeded on the assumption that a school is required in the Lincolnville Study Area.

Places of worship will also represent an appropriate use that may be proposed in the Study Area. To date, there has not been any particular indication of a need to facilitate a place of worship. A stand-alone place of worship which does not substantially contribute to the density target should similarly be located outside of the Major Transit Station Area. Further consultation is recommended to inform whether any specific policies are required to guide places of worship in Lincolnville. At this time, it is suggested that the overarching policies of the Stouffville Secondary Plan be applicable.

10.7 Road Network, Streetscape and Mobility Principles

The evaluation criteria emphasize the creation of a transportation network that balances all modes of transportation, but fundamentally contributes to a walkable, pedestrian and cycling-oriented environment that is safe, accessible, and convenient. Transit-oriented development requires the facilitation of short walking and cycling distances. This must be balanced with the operational needs of the GO Station and commuter traffic into the GO Station. Opportunity for traffic calming measures should be considered as a component of the design of roads and connectivity.

Tenth Line will be the primary transportation route in this new urban neighbourhood, facilitating a mix of vehicular, pedestrian and cycling modes of transportation but emphasizing the principles of supporting pedestrian and cycling traffic in a convenient and safe manner. In the future, bus service may also be facilitated to provide transit connectivity within other parts of Stouffville to the GO Station. Bethesda Road may also experience heightened traffic volumes due to by-pass traffic or direct traffic, and may also function as providing access and facilitating pedestrian and cycling connectivity for the development, particularly in the north easterly portion of the Study Area. Additionally, Bethesda Road is likely to facilitate connectivity between the development lands on the west side of the GO Rail line and the GO Station itself, unless a pedestrian crossing over the rail line or westerly GO Station platform is considered in the future.

A new collector road network will be required to facilitate access and pedestrian, cyclist and vehicular circulation through the Study Area. A proposed collector road network has been approved for this area via Official Plan Amendment 137 and the Town's Transportation Master Plan, as discussed previously in this report. This network continues to be generally relevant and appropriate and in line with the proposed structural concept discussed in Section 9.1. Overall, the collector road network identified via the previously completed work remains a largely valid approach, subject to further refinement, design guidance and testing. New collector roads in a transit-oriented community will require a similar emphasis on active transportation such as pedestrian and cycling connectivity and convenience, with pedestrian amenities, consideration for

cycling lanes, frequent crossings, traffic mitigation, the provision of on-street parking, as well as the provision for future bus service. It is not the intent of this study to definitely identify local roads but to provide guidance regarding their design, location and width. All new roads will be subject to design and refinement through the development review process, in line with any transportation policies that are established as an outcome of this study.

A transportation assessment will be conducted and integrated into the final version of this Report. The Town has engaged HDR Inc. to conduct an assessment of potential growth in the Lincolnville Study Area as it relates to the transportation network. The analysis will consist of a modelling exercise to identify potential traffic volumes and impacts on the existing road network as well as testing the proposed collector road network. The study will result in guidance regarding the future width (number of lanes) for Tenth Line, guidance regarding Bethesda Road, guidance for the collector road network and related conclusions. Based on the outcomes of the transportation assessment, the recommendations of this report may need to be refined and updated accordingly.

10.8 Parks, Open Space and Urban Squares

Parks, open space and urban squares are similarly an important element of a complete, vibrant new community. They provide essential space for meeting recreational and other needs of future residents. Generally, park space should be appropriately distributed across the Study Area to provide convenient access

for all future residents. Given the higher density form, it is anticipated that parks, squares and other spaces will take the form of a holistic approach where by active and passive activities intertwine to support a broad range of recreational uses. It is envisioned that the new east-west collector road, representing the “Main Street” area in the community, should incorporate a wide pedestrian boulevard that can essentially function as an urban square, with pedestrian amenities and gathering space. This new Main Street area would be the focal point of the community, providing a central location for community gathering. This can be complemented by adjacent parks/squares or privately-owned public spaces. The parks and parkettes may abut natural green spaces and should be connected by a robust trail system. It is understood that the Town needs to balance efficient parks maintenance and thus has traditionally preferred larger park spaces. However, recognizing the context of the Lincolnville GO Station, it is recommended that smaller spaces located in close walking distance be considered that reflect this urban context.

10.9 Preferred Major Transit Station Area Delineation

This section identifies the preferred Major Transit Station Area, which would ultimately need to be delineated by the Region of York and subsequently implemented by the Town. The role of this Report is to recommend the boundary for the Region’s consideration.

As a starting point for consultation and further assessment, the 3 concept plans presented in Section 7 identified a broad potential Major Transit Station Area encompassing an

approximately 800 metre radius around the GO Station site. Lands outside the urban area were excluded as urban development would not be permitted there in the plan’s horizon. Additionally, a strip of land was excluded immediately adjacent to existing low-rise residential uses to help support the principle of transition. Finally, lands on the west side of the GO Rail Line were also excluded from the delineation, as the lands are not considered to be located within walking distance of the GO station, since pedestrians would have to travel north to Bethesda Road, and then south on Tenth Line. In the future, should a transit platform be developed on the west side of the rail line, there may be an opportunity for this area to be located within walking distance of the rail, but this is not planned at this point. In other locations, the proposed Major Transit Station Area generally follows roads, rail and environmental features where appropriate and in consideration of the Region’s Major Transit Station Area Delineation guidelines.

As discussed previously, the inclusion of a school site and stormwater management facilities would create challenges with respect to achieving the minimum density target, since those uses do not contribute a significant amount of jobs and residents. In consideration of this and market demand discussed in Section 7, a smaller Major Transit Station Area is recommended, generally within 500 metres of the station and following the features described above.

The delineation of the Major Transit Station Area does not preclude higher densities from being developed beyond this Area. Rather, the Major Transit Station Area mainly functions to apply a minimum overall density target. While lands just outside the Major Transit Station Area are relatively further

from the GO Station, the potential still exists for development that is within a close walking distance of the GO Station, and higher density forms of housing should be provided for to optimize the opportunities created by the GO Station.

10.10 Preferred Concept Plan

Based on the preceding assessment and narrative throughout this Section, Figure 63 illustrates the proposed land use concept plan including the proposed Major Transit Station Area delineation. As previously discussed, the preferred concept plan represents some elements from Land Use Options 2 and 3 in particular, along with refinements and improvements made based on subsequent analysis and consultation. This incorporates a concept that focuses density principally around the GO Station, with a mixed use core as a community focal point.

10.11 Proposed Official Plan Policies and Urban Design Guidelines

Implementation of the proposed concept plan requires an Official Plan Amendment as the current Official Plan (Stouffville Secondary Plan) plans for a different land use structure than what is proposed in this section. **Appendix C** includes Draft Official Plan Policies to implement the concept plan and policy elements proposed in this section. Appendix C outlines draft policies and is not intended as a fulsome draft amendment. Since the Town is undertaking an Official Plan

Review, and the Region's Municipal Comprehensive Review is underway, the structure and policies of the Official Plan may change. Appendix C will be updated to consider the outcomes of other policy initiatives.

Specific Urban Design Guidelines for Lincolnville have also been prepared, to complement the implementation of the preferred concept plan, ensure desirable built form and support the recommended policy framework. The Lincolnville Urban Design Guidelines are attached as **Appendix D**.

10.12 Future Refinement

The preferred concept plan, Official Plan policies and Lincolnville Urban Design Guidelines are presented in draft in this report, and will continue to be subject to refinement. This could include refinements based on the following:

- Input received from landowners, the public, Council may result in varied input to the land uses, concept, approach, etc.
- Input received from the Technical Advisory Committee may result in various potential updates and refinements. In particular, this may result in refinements to the Major Transit Station Area, school need/location; environmental feature boundary updates or supportive policies.
- A transportation assessment will be conducted and incorporated into the final draft version of this Report (discussed in Section 11). This may result in

modifications to the conceptual road network or other elements in particular.

- A water/wastewater servicing assessment will be conducted. This may result in refinements to planned density or land use, if any capacity or other feasibility constraints are identified.
- Upon refinement of the plan, a further demonstration plan will be prepared to further evaluate appropriate density targets, and the concept plan and associated density policies will be updated.

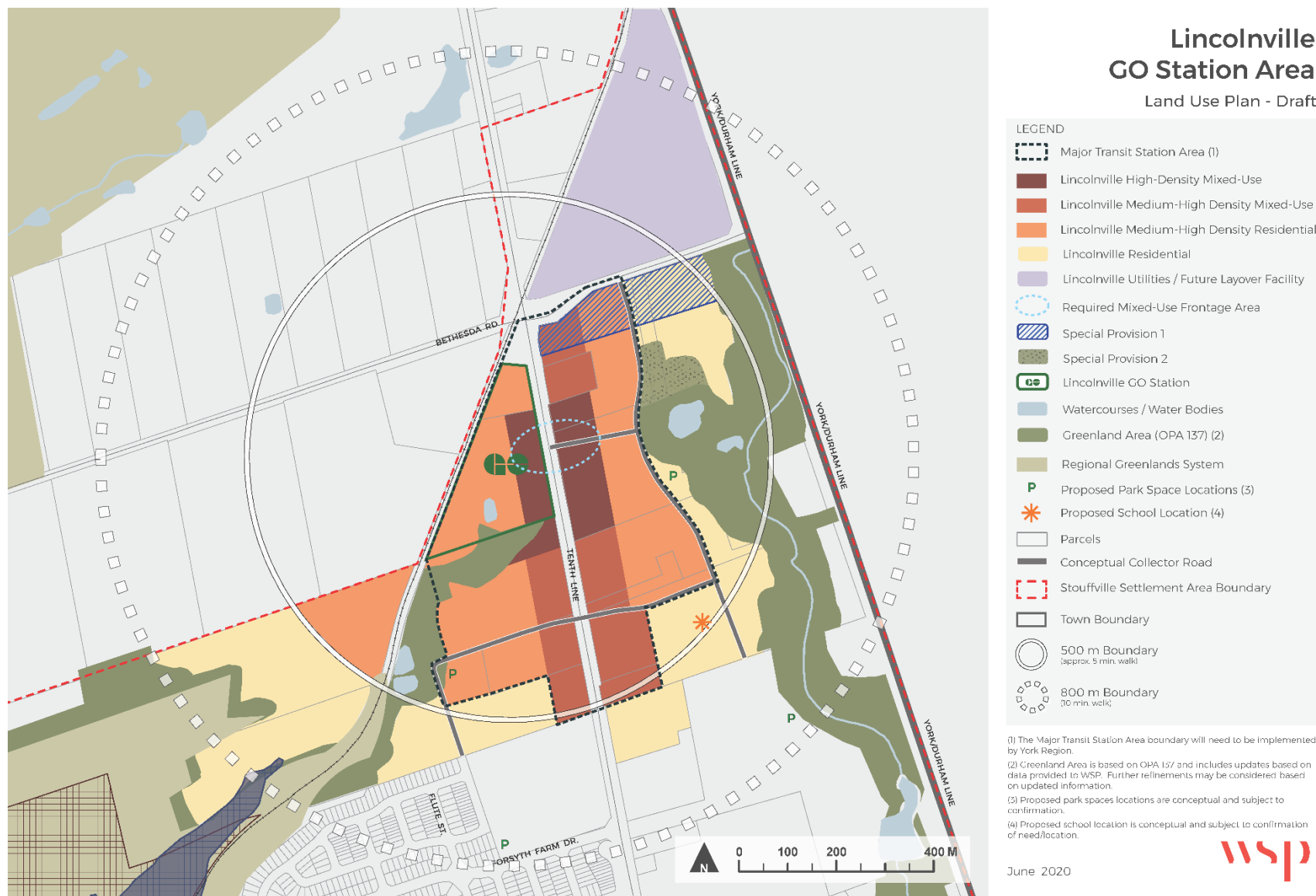


FIGURE 63: Preferred Draft Land Use Concept Plan

11 TECHNICAL ASSESSMENTS AND CONSIDERATIONS

Note: This Section is draft pending completion/advancement of the ongoing Transportation and Water/Wastewater Servicing Assessments. The contents of this section were produced based on preliminary findings only.

This Study proposes increased density and new land uses in the Lincolnville Study Area. As such, the implications on the planned servicing and transportation needs as conducted through OPA 137 and related documents needs to be assessed for relevance in light of what is proposed in this Report. Technical assessments have been conducted in conjunction with this study and are summarized in this Section.

Additionally, through consultation with the Town and agencies, it has been suggested that consideration also be made with respect to the delineation of natural heritage features as well as planning for stormwater management. This Section also addresses these topics for the purposes of informing the proposed Official Plan policies to implement the Lincolnville GO Station Land Use Study.

11.1 Water and Wastewater Servicing Assessment

GM BluePlan was retained by the Town of Whitchurch-Stouffville to assess the impact of the proposed land use plan on existing and planned water and wastewater infrastructure as a component of the Lincolnville GO Station Land Use Study. GM BluePlan prepared a memo dated February 26, 2020 on the

basis of a preliminary preferred concept plan as well as estimated population and employment growth. It is noted that the assessment assumes that Regional water infrastructure can provide sufficient water supply and storage and sufficient capacity in the York Durham Sewage System (YDSS).

With respect to water servicing, Section 3.3 of the memo identifies three high-level opportunities and constraints:

1. The local system has potential to provide capacity to accommodate water needs for the proposed Lincolnville area. There is a marginal reduction of pressure in pressure zone 1 due to the increased planned development and no significant changes in pressure in zones 2 and 3.
2. Fire flows in the Lincolnville area are within acceptable ranges.
3. The increase in population and employment does not have a significant negative impact to local and overall water distribution system.

With respect to wastewater servicing, Section 4.3 of the Memo summarizes the findings of GM BluePlan's analysis:

1. There is a potential need to revisit the size and/or slope of sections of subtrunk 15 to ensure it can proposed higher density.

2. Utilization of capacity in subtrunk 1 by proposed growth whereas this capacity was initially allocated to post-period growth in the Town's Master Plan and Development Charges By-law.
3. Preliminary analysis assumes there is sufficient capacity in the York Durham Sanitary Sewer system, but this will need to be confirmed.

As a next step, the memo suggests that a holistic approach for Stouffville should be undertaken to analyze and confirm the water and wastewater strategies, as well as coordination with the Region of York and Region of Durham. The memo also recommends that servicing policies be updated to provide guidance for infrastructure sizing and phasing. Further review is required to identify required policies to support the findings of the study.

11.2 Transportation Assessment

HDR Corporation (HDR) was retained by the Town of Whitchurch-Stouffville to conduct a transportation study in relation to the Lincolnville Study Area (the study). The study assesses short-term and long-term development scenarios to consider the impacts of development and recommend transportation related improvements in relation to the proposed Lincolnville concept plan. As in the GM BluePlan study, the HDR study utilizes a preliminary preferred concept and estimates for the purposes of conducting the assessment. The study builds on the Town's Transportation Master Plan - Appendix F, which provided recommendations for the Phase 3 Lands in the Town, including the Lincolnville Study Area.

The short-term assessment considered the impact of growth on study intersections within the urban area boundary. The study considered two new accesses along Tenth Line between Forsyth Farm Drive and Bethesda Side Road that would support future development, as well as an access on Bethesda Side Road, opposite the existing GO station access (future layover facility). Overall the study concluded that the area will have residual capacity and intersections will operate well. Four intersections will require signalization. The study noted that special consideration will need to be made at Bethesda Side Road and tenth Line particularly due to the railway intersection.

The long-term development scenario examined the impact of possible long-term growth beyond the urban area boundary. The study noted some intersections would approach capacity, including Main Street and Tenth Line. The study noted that the forecasts are long-term and are considered conservative. Overall, the Study concludes that the long term development scenario can be supported and traffic can be mitigated. The Study provides guidance and recommendations regarding intersection controls, right-of-way use and related matters. Further review of the study and the need for supportive policies will be required as the Lincolnville Land Use study moves forward.

11.3 Natural Heritage and Stormwater Management

This study has not incorporated a technical scope of work with respect to development of a stormwater management strategy or updating natural heritage feature delineations. Rather, it is

intended that these matters will be assessed as part of individual development applications, which would be guided by existing policies in the Official Plan and the work previously conducted in support of OPA 137. However, there is an opportunity through the implementing Official Plan policies for this Study to update natural heritage feature delineation and/or natural heritage policies, and to integrate policies regarding stormwater management.

It is noted that the Town had previously conducted background studies with respect to natural heritage and stormwater management, to inform OPA 137. The Phase 3 Lands Natural Environment Background Report, dated November 2013, identifies a recommended Natural Heritage System as well as buffers. A Conceptual Stormwater Management Plan was also completed, dated March 2014, and shows potential and recommended storm water management facilities.

Over the course of this Lincolnville GO Station Land Use Study, several comments have been received with respect to stormwater management. The landowners group expressed interest in providing underground stormwater management facilities, perhaps in conjunction with park space, to utilize land more efficiently compared to more conventional storm water management ponds. This approach may be considered by the Town, and policies can be incorporated into the Official Plan amendment to review proposed stormwater management strategies in accordance with Town and Conservation Authority guidelines.

It is possible that Town's Conceptual Stormwater Management Plan may require an update to address the new concept plan for

Lincolnville, as proposed in this Report. The new concept plan proposes greater densities than were planned under OPA 137, and thus there is likely increased impermeability compared to the land uses identified in OPA 137, which may affect the number or sizing of stormwater management facilities. Additionally, as noted, the landowners group has expressed interest in providing alternative forms of stormwater management rather than strictly using traditional ponds. It may be desirable for the Town to conduct an update to the Conceptual Stormwater Management Plan, or to advance a more detailed stormwater management plan for Lincolnville, to address these considerations in more detail.

Generally, it is intended that the delineation of natural features through the completion of OPA 137 will be carried forward and not modified through this Study. However, over the course of conducting the Lincolnville GO Station Land Use Study, some landowners have advanced work to delineate features. There is an opportunity to update the delineation of features where more detailed assessment has occurred and provided the delineation is accepted by the Town and the conservation authority for integration and updating in the Official Plan. Constraints will need to be studied and refinements may occur through individual development applications, in accordance with the policies of the Official Plan.

11.4 Conclusions

Overall, based on the preliminary studies conducted and described above, the proposed concept plan is supportable in terms of traffic impact mitigation and servicing. Although the increased growth associated with the Lincolnville concept plan

may result in some capacity constraints with respect to wastewater servicing, options can be explored, as recommended by GM BluePlan. Similarly, the proposed development can be mitigated in terms of traffic impact.

At this time, no changes to the land use plan are suggested based on the findings of these assessments. As recommended by GM BluePlan, a holistic review of water and waster services in Stouffville, along with coordination with the Region, is

suggested to confirm a preferred, long-term servicing solution. At this stage, it is premature to incorporate any particular policies or modifications to the concept plan, but this may be necessary in conjunction with the holistic review of services. This could be conducted in conjunction with the Town's on-going Official Plan Review.

12 CONCLUSIONS

The Lincolnville GO Station Area provides a unique opportunity to create a new transit-supportive neighbourhood. This Report has assessed various options for configuring land use and development in proximity to the GO Station. The preferred concept, evaluated against criteria set out in this Report, proposes concentrating the greatest densities closely to the GO Station and transitioning to lower densities outwards, while allowing for a flexible range of unit types across the Study Area. This Study also identifies a recommendation for the Region to delineate a Major Transit Station Area in proximity of the GO Station, encompassing an approximate 500-metre radius. Within the Major Transit Station Area, a minimum gross density target of 150 people and jobs per hectare would be applicable, subject to the Region's policies. The concept plan also proposes mixed-uses to support the day-to-day shopping needs and personal services for future residents.

This Study is proposed to be implemented by an Official Plan Amendment and Urban Design Guidelines. The Official Plan Amendment sets out policies to ensure the implementation of the concept plan, including permitted land uses, required densities and policies to guide built form. The Urban Design Guidelines provide more detail with respect to guiding built form and the public realm. The Urban Design Guidelines and Official Plan policies are used to evaluate individual development applications. The proposed Official Plan policies and Draft Urban Design Guidelines are attached to this Report as Appendices C and D, respectively.

The completion of this Study and Council's ability to adopt the implementing the Official Plan Amendment is contingent on other initiatives. Before the Official Plan Amendment to implement the Lincolnville GO Station Land Use Study can be adopted, the Region of York will need to delineate the Major Transit Station Area and also implement a 2041 planning horizon. Further, this Study will need to be coordinated with the Town's Official Plan Review in terms of integrating the Official Plan Amendment with other changes being proposed to the Official Plan. As such, the proposed Official Plan policies attached in Appendix C to this Report are intended to identify proposed new policies to implement the findings of this Study. This is mainly focused on new land use designations and policies associated with the Major Transit Station Area. The formal amendment can only be completed once other related initiatives are advanced.

In order to finalize any supporting Official Plan policies regarding water and wastewater servicing, coordination with the assessment of servicing options by GM BluePlan and the Transportation Assessment by HDR will be required to identify any required supportive policies. The Town should also consider updating the Stormwater Management Concept Plan or conducting a more detailed study or guidance document for Lincolnville to inform development application review.