

INNOVATIVE
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IPS

PLANNING JUSTIFICATION REPORT

2 Wylie Lane

TOWN OF WHITCHURCH STOUFVILLE | REGION OF YORK

July 2026

PREPARED
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APPLICATION
FOR

Zoning By-law Amendment

IPS FILE NUMBER
23-1336

DATE

July 2026

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1. Introduction

Innovative Planning Solutions (IPS) has been retained by Eco Lake Homes Inc. to complete a Planning Justification Report (PJR) to support an application for a Zoning By-law Amendment (ZBA) ('Subject Application') for the lands municipally known as 2 Wylie Lane in the Town of Whitchurch Stouffville, Region of York, Ontario (hereby referred to as 'Subject Lands').

The Subject Lands are a large parcel of land that extends well beyond the proposed development limit, with an area totalling over 309 hectares. The area proposed to be developed ('Development Lands') is located at the northern edge of the parcel boundary and is 22.4 hectares in size. **Figure 1** below shows the Subject Lands and the Development Lands. Access to the Development Lands will be via an extension of Stapleton Drive.

The purpose of this PJR is to review the Subject Application, which would facilitate an 18-lot subdivision consisting of 35 new residential dwelling units ('Proposed Development').

This PJR reviews the proposed ZBA within the context of relevant policy framework through a review of the following documents:

- The *Planning Act* (1990)
- Provincial Planning Statement (2024)
- Oak Ridges Moraine Conservation Plan (2001)
- York Region Official Plan (2022)
- Town of Whitchurch Stouffville Official Plans (2004 and 2025)
- Town of Whitchurch Stouffville Zoning By-law 2010-001-ZO

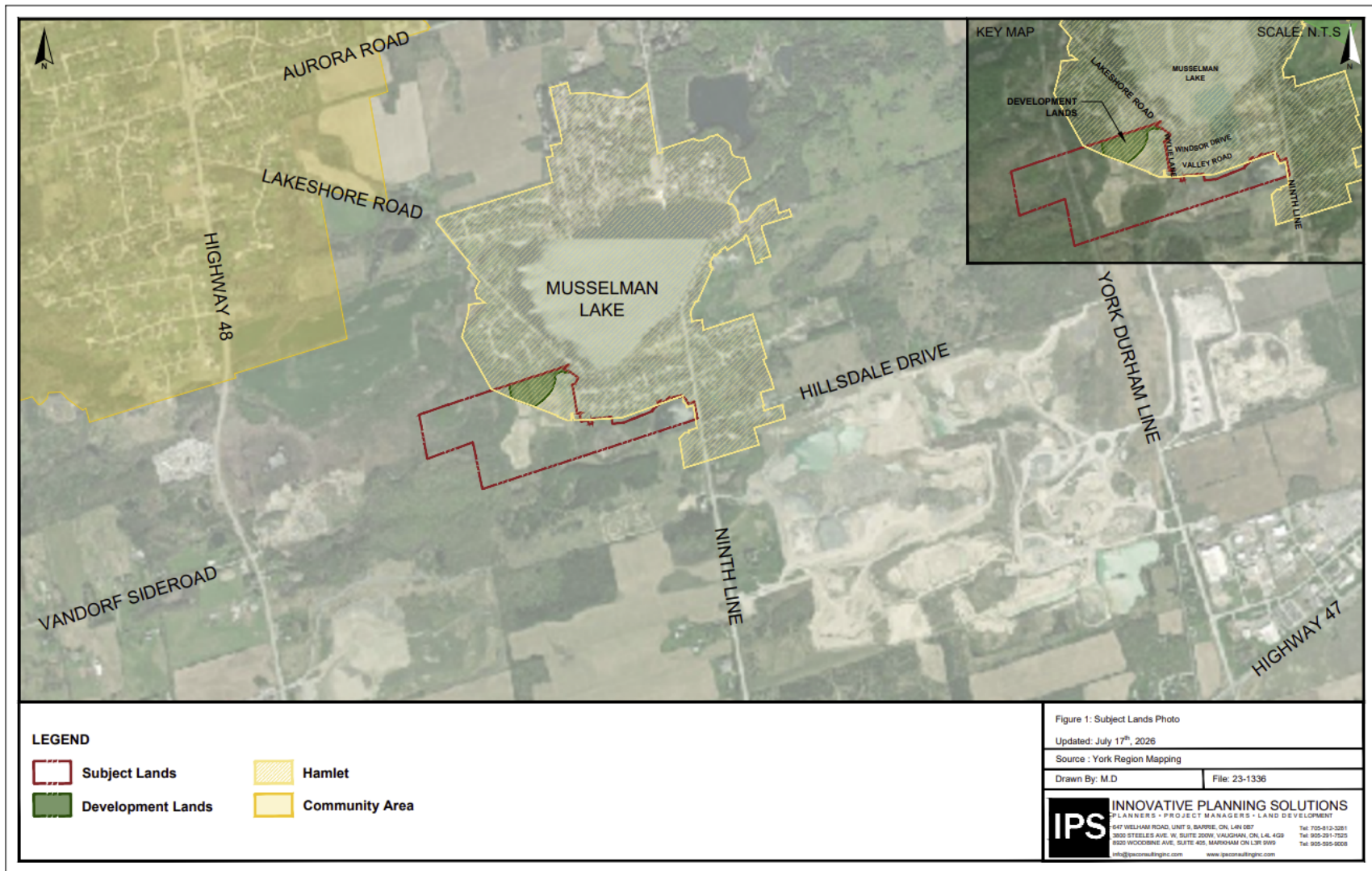


Figure 1: An aerial illustration of the Subject Lands and the Development Lands.

2. Site Description and Surrounding Land Uses

The Subject Lands are municipally known as 2 Wylie Lane and are located within the Musselman's Lake Hamlet Area within the Town of Whitchurch-Stouffville, in the Regional Municipality of York Region. The Subject Lands are located on the west side of Wylie Lane, south of Lakeshore Road and more broadly west of Ninth Line in the community of Musselman's Lake. As noted above, the Subject Lands are a large parcel of land with an area totalling over 309 hectares. The Development Lands are located at the northern edge of the parcel boundary and are 22.4 hectares in size. Access to the Development Lands will be via an extension of Stapleton Drive.

The Subject Lands gently slope towards the south, with natural heritage features in the areas that are not proposed for development. The Subject Lands currently have a two-storey residential dwelling and accessory garage structures; the existing residence will be severed from the Development Lands and will remain as a standalone residential lot. One of the accessory buildings is included in the Development Lands and is proposed to be converted to a new bungalow. A portion of the Subject Lands is currently farmed, and the Proposed Development is largely on the lands currently farmed. The remainder of the Subject Lands is either heavily forested or wetland area and is not suitable or permitted for development.

The Hamlet of Musselman's Lake is a unique community built around Musselman's Lake, a kettle lake. The Hamlet has a small-town atmosphere while also being in close proximity to the larger settlement areas of Ballantrae and Whitchurch-Stouffville. The Hamlet is a longstanding residential community that was first developed almost a century ago, with very minimal new development over the past 40 years. Existing development within the Hamlet is predominantly detached dwellings on private septic systems. Municipal water is available for the existing community but is at capacity with no plans for expansion; new development must therefore be serviced through private wells. Musselman's Lake is also part of the Oak Ridges Moraine and undeveloped areas are largely protected from development. The Subject Lands are therefore one of the last remaining development opportunities within the community.

As noted, the Hamlet benefits from its proximity to larger settlement areas which have a full range of commercial, institutional, and community services. The Subject Lands also enjoy convenient access to Highway 404, providing connectivity to employment opportunities, regional amenities, and urban centres throughout York Region. The Proposed Development has been designed to complement the established character of Musselman's Lake while broadening local housing choice through a wide range of residential unit types. By providing additional housing within an existing settlement area, the Proposed Development supports the efficient use of land and existing infrastructure while reinforcing the unique character and identity of the Hamlet.

The surrounding uses are summarized below, with an additional table provided highlighting the community services in proximity. An illustration of the surrounding area is provided in **Figure 2**.

Surrounding Uses:

North:

Adjacent lands to the north include additional low-rise dwellings along Lakeshore Road, with Musselman's Lake beyond. The north side of Musselman's Lake has some small commercial uses including restaurants and resorts. About 1.7km to the North of the Subject Lands is the community of Ballantrae which has amenities including a community centre and school.

East:

East of the Subject Lands lies Windsor Drive, with low-rise dwellings, and Ninth Line further beyond.

South:

South of the Subject Lands are natural heritage areas followed by agricultural areas; there is no development for over 2km to the south of the Subject Lands.

West:

Lands to the west are also comprised of natural heritage features. The community of Ballantrae lies approximately 2km northwest, with large estate residential lots and some small commercial uses.

Table 1: Community Facilities

#	Facility Name	Distance
1.	Coultice Park	500 m
2.	Ballantrae Public School	1.70 km
3.	Ballantrae Community Centre	1.75 km
4.	Ballantrae Community Park	1.80 km
5.	Ballantrae Community Market	3.00 km
6.	Old Elm GO Station	8 km
7.	Highway 404	11 km

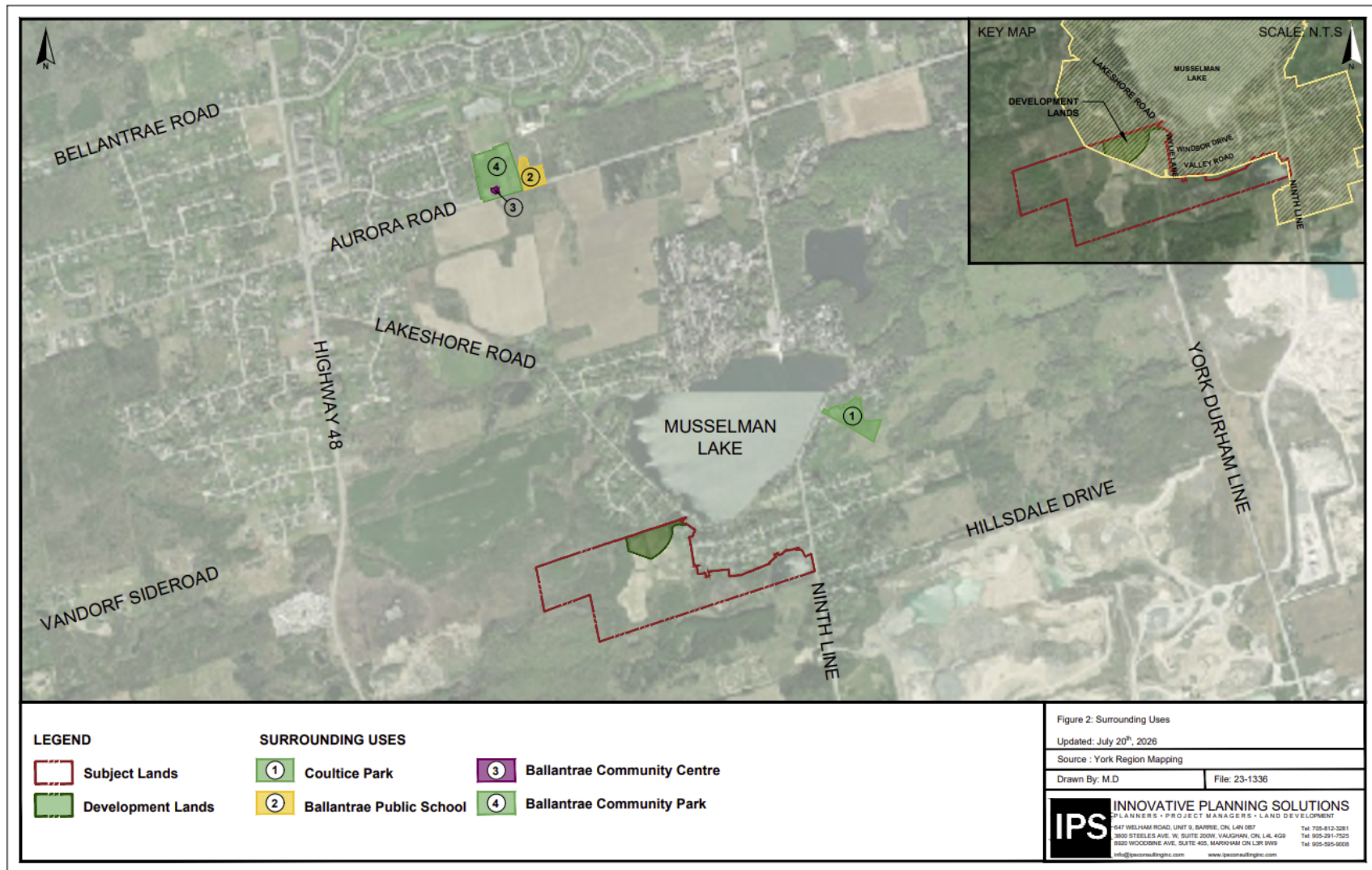


Figure 2: An aerial illustration of the surrounding uses for the subject lands, including an identification of relevant community facilities in proximity.

3. Existing Designations & Land Use Permissions

3.1 Introduction

This section of the PJR provides an overview of the existing land use designations and planning framework applicable to the Subject Lands. The review includes consideration of the following planning documents:

- York Region Official Plan, 2022
- Town of Whitchurch Stouffville Official Plan (2004 and 2025)
- Town of Whitchurch Stouffville Zoning By-law 2010-001-ZO

3.2 York Region Official Plan, 2022

The York Region Official Plan (YROP) designates the Subject Lands as being within the Hamlet of Musselman's Lake, as per Map 1A -Land Use Schedule (**Figure 3**). The 'Hamlet' designation comprises a "small, rural settlement of existing residential and limited commercial, industrial or institutional uses.". Section 5.4 of the YROP provides the development policies for this designation:

5.4.4 *That minor infilling is limited to small-scale residential, industrial, commercial, institutional, and recreational uses and may be permitted within Hamlets, as detailed in local official plans and subject to the ability to service the use by individual private on-site water and wastewater systems.*

5.4.5 *That development in Hamlets shall be of an appropriate size and scope to ensure compatibility with the surrounding community in the context of use of land, buildings and structure size, area, density, and height, in accordance with local official plan policies.*

As demonstrated by policies 5.4.4 and 5.4.5 above, limited infill developments on private servicing are permitted within Hamlets, as contemplated by the Proposed Development.

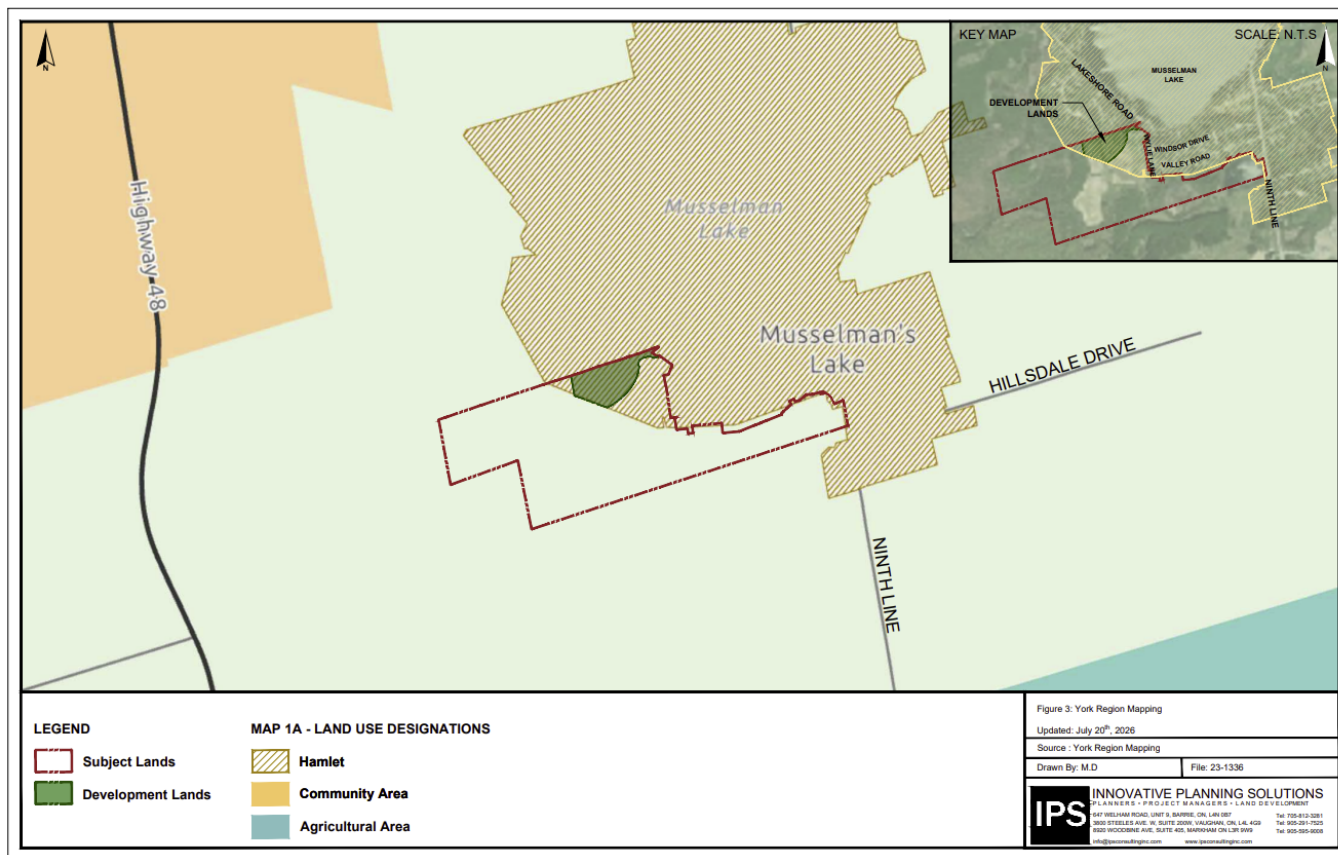


Figure 3: An overlay of the approximate location of the Subject Lands on Map 1A of the York Region Official Plan, demonstrating the ‘Hamlet’ designation.

3.3 Town of Whitchurch Stouffville Official Plan

The Town of Whitchurch Stouffville approved a new Official Plan in 2025, however, for the lands within the Musselman’s Lake community area, the 2004 Official Plan prevails regarding Land Use Designations. The following land use designations therefore apply to the Subject Lands:

- Schedule A – *Town Structure* of the 2025 Official Plan identifies the lands as within the Agricultural System and within a Hamlet Area (**Figure 4**).
- Schedule E – *Land Use Plan* of the 2004 Official Plan designates the lands as ‘Musselman Lake Community Area’ within the Ballantrae-Musselman’s Lake and Environs Secondary Plan Area.
- Schedule F – *Musselman’s Lake Land Use Designations* of the 2025 Official Plan designates the developable area of the Subject Lands as within the Hamlet Area of Musselman’s Lake (**Figure 5**).

Within the 2025 Official Plan, Section 2.4.2 – *Hamlet of Musselman's Lake* provides development policies:

2.4.2.1 *The Hamlet of Musselman's Lake will accommodate limited infill and redevelopment, subject to appropriate servicing, and in a manner that protects and enhances the natural environment and systems.*

2.4.2.2 *Development within Musselman's Lake will be compatible and in keeping with the established character of this waterfront community.*

These policies closely mirror the direction for Hamlet Areas as provided by the YROP, and as such also permit the Proposed Development.

Section 11 of the 2004 Official Plan provides further policy direction for the Musselman's Lake Community Area designation and permits the following uses through sub-section 11.5.7.2:

11.5.7.2 *The following uses may be permitted subject to the policies of Section 11.5.7.3:*

- i) Legally existing uses, buildings and structures;*
- ii) Replacement of existing uses, buildings and structures, as well as additions and other modifications to existing uses, buildings and structures, including the addition of accessory uses, buildings and structures;*
- iii) One single detached dwelling on an existing lot of record;*
- iv) Low density residential uses as part of a plan of subdivision or by consent through the redevelopment of existing uses or the development of undeveloped lands with the Musselman Lake Community Area designation;*
- v) Stormwater and erosion control facilities sited, designed and constructed in a way that minimizes negative impacts on natural systems;*
- vi) Public and private infrastructure, such as roads sited, designed and constructed in a way that minimizes negative impacts on natural systems; and,*
- vii) Public uses sited, designed and constructed in a way that minimizes negative impacts on natural systems subject to an amendment to the Zoning By-law.*

As demonstrated by sub-policy iv) and vi), the proposed residential subdivision and internal private road network is permitted under the existing land use designation.

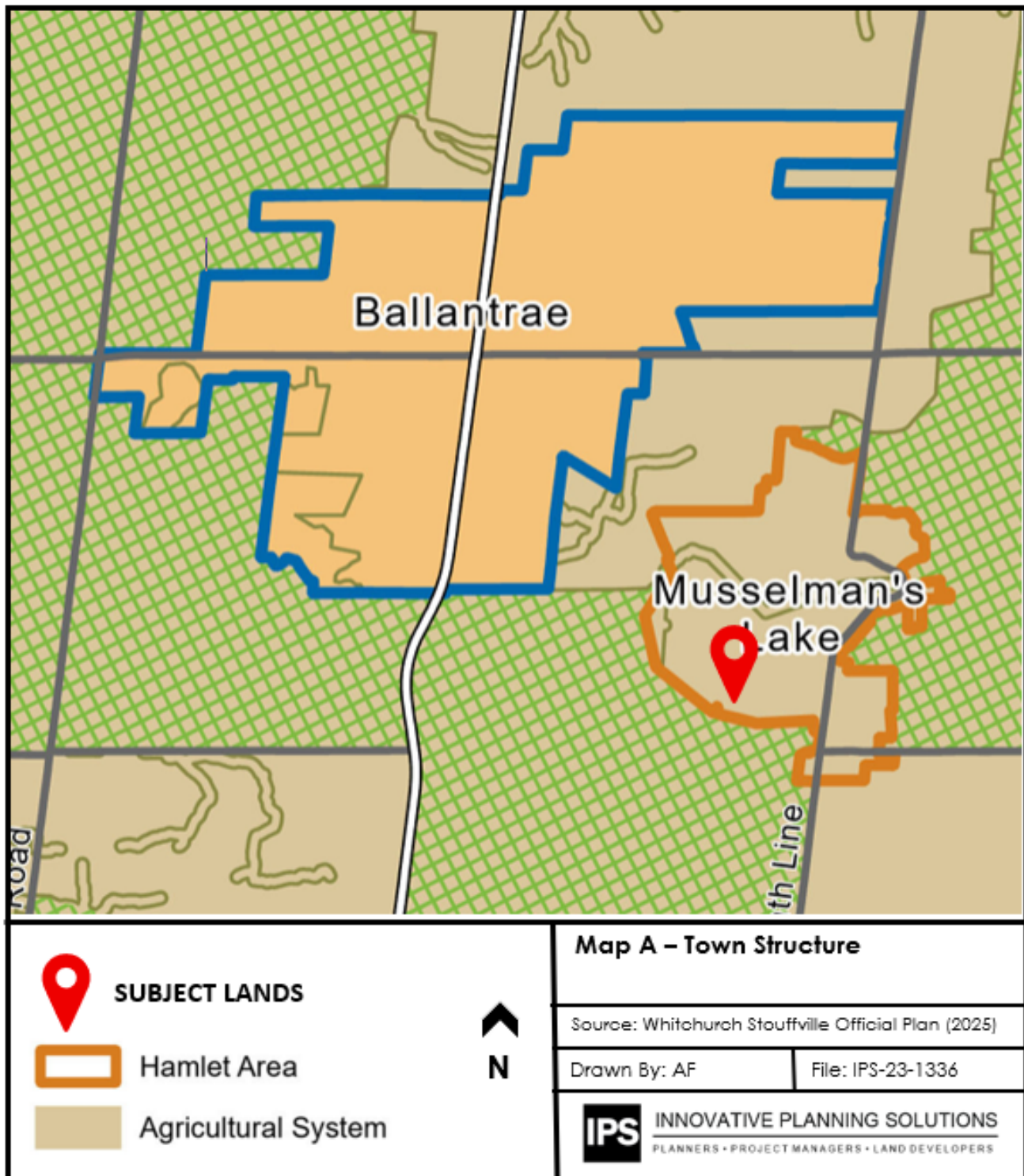


Figure 4: An overlay of the approximate location of the Subject Lands on Map A of the Town Official Plan, demonstrating that the lands hold the ‘Hamlet Area’ designation and ‘Agricultural System’ overlay.



Figure 5: An overlay of the approximate location of the Subject Lands on Map F of the Town Official Plan, demonstrating that the developable portion of the lands fall within the Hamlet Area of Musselman's Lake.

3.4 Town of Whitchurch Stouffville Zoning By-law 2010-001-ZO

The Town of Whitchurch Stouffville Comprehensive Zoning By-law 2010-001-ZO zones the Subject Lands as ‘Development Reserve (D)’ zone (**Figure 6**), which allows for the following uses as per Table 8.1:

- *Additional Residential Unit*
- *Agricultural Uses, Buildings and Structures*
- *Existing Buildings and Structures*
- *Home Occupation*
- *Single Detached Dwelling*

The intent of the ‘Development Reserve (D)’ zone is to identify and preserve lands for future uses. Per the Zoning By-law, a Zoning By-law Amendment is requested through the Subject Application to appropriately rezone the Subject Lands to accommodate a small infill residential subdivision. Further information about the requested Zoning By-law Amendment is detailed in Section 5.0 of this Report.

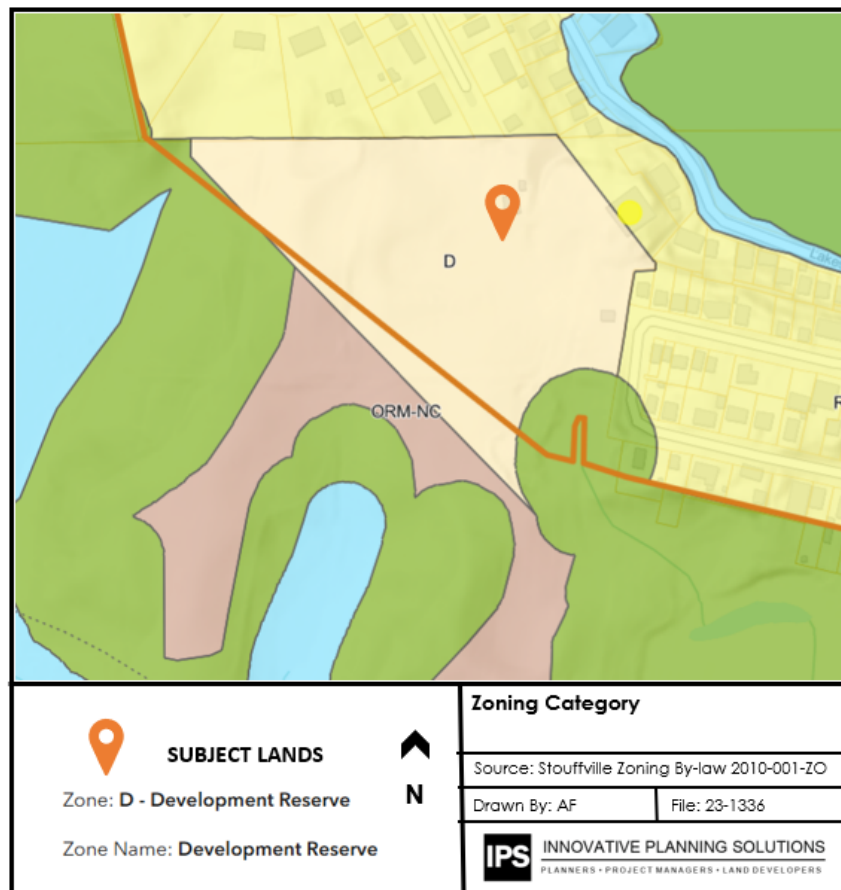


Figure 6: An overlay of the approximate location of the Subject Lands on the interactive Map viewer for the Town of Stouffville’s Zoning By-law 2010-001-ZO showing the ‘Development Reserve (D)’ Zone.

4. Proposed Development

An Application for Zoning By-law Amendment ('Subject Application') is requested to facilitate the development of a residential subdivision comprised of eighteen (18) lots with thirty-five (35) total residential dwelling units. The Site Plan is provided in **Figure 7**, and a description of each housing typology is provided below.

As aforementioned, the area contemplated for development is approximately 22.4 hectares in size. The Subject Lands are located on the west side of Wylie Lane, generally west of Ninth Line and south of Musselman's Lake. Access to the proposed subdivision would be through an extension of Stapleton Drive.

The Proposed Development has been designed to provide a range of housing opportunities that offer opportunities not currently available in the Musselman's Lake area. Five different housing typologies are proposed: single-family, semi-detached, townhouses, cluster homes, and a small apartment building. Collectively, these housing options support a broad range of household sizes, incomes, and lifestyle preferences. Given that there is no available municipal water or wastewater servicing in the Musselman's Lake Hamlet Area, the Proposed Development is contemplated to be serviced through private shared wells and septic systems. A total of 7 wells are proposed for the development, which will be shared by anywhere from 3 to 6 units.

A brief description of each built form is provided below:

Single-Detached Dwellings

Single-detached dwellings are proposed on lots 2, 4, 7, 8, 9, 11, 13, 14, 16 and 17 for a total of ten single-detached dwelling units. The configuration of these homes will be similar to others found within the Musselman's Lake area, with street driveway access and a private garage as well as private septic systems and front and back yards.

Semi-Detached Dwellings

Semi-detached dwellings are proposed on lots 3, 5, and 15, for a total of six semi-detached dwelling units. These lots have street-facing driveways which lead to separate attached garages. These lots have a shared septic system for both units but private backyard amenity areas for each unit.

Street Townhouses

Three-unit townhouse dwellings are proposed on lots 12 and 18, for a total of six units. The townhouse units all have street driveway access and an attached garage. Due to the curvature of the street, the townhouse units are slightly staggered from one another. The townhouse lots share a septic system for all three units but have private backyard amenity areas for each unit.

Cluster Homes

A 'cluster home' is a housing typology where multiple single-family dwellings are situated on a single lot. While similar in size and configuration to townhouse units, these homes are not physically attached and share common amenities, including parking areas and amenity areas/landscaped open space. Cluster homes offer the opportunity for single-family home ownership with reduced cost due to the shared amenities.

Cluster homes are proposed on lots 6 and 10, and each lot is proposed to have five dwelling units for a total of ten cluster dwelling units. A shared parking area is proposed on each lot, with 8 parking spaces each (1.6 spaces/unit). These lots have a shared communal septic system, and there are no private yards.

Apartment Building

Lot 1 proposes a stacked three-storey apartment building, with one unit per storey. Five resident parking spaces are proposed plus one guest parking space. One septic system is proposed for the building. Shared amenity space will be provided either on the rooftop, behind the building, or through a combination of both. Further details about the amenity area will be provided at detailed design.

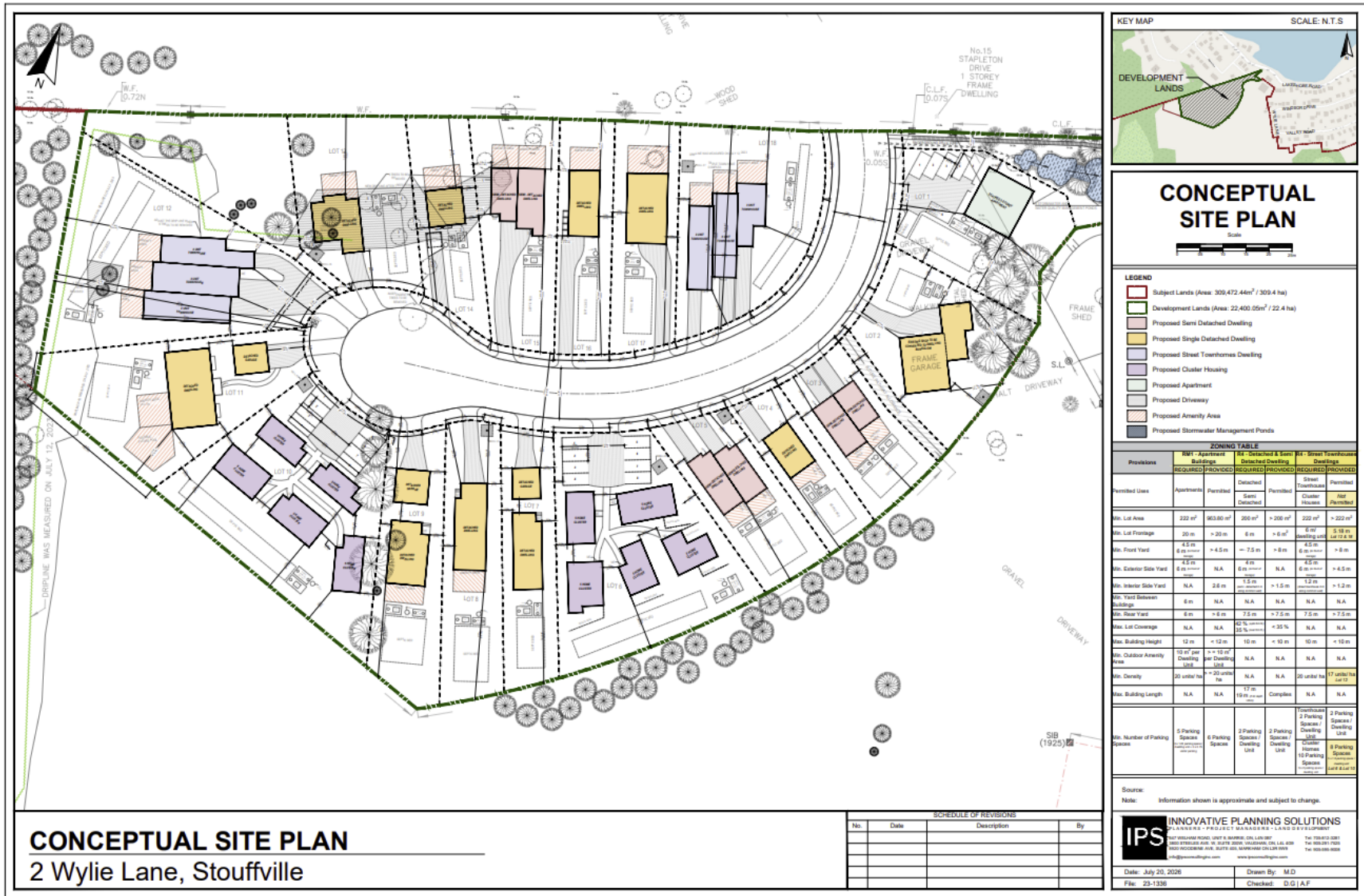


Figure 7: Site Plan prepared by Innovative Planning Solutions, dated July 20, 2026.

5. Zoning By-law Amendment

The Subject Application proposes to rezone the Development Lands from the ‘Development Reserve (D)’ Zone to the ‘Residential Multiple One (RM1)’ Zone and the ‘Residential Four with Site-Specific Exceptions (R4(X))’ Zone under the Town of Whitchurch Stouffville Zoning By-law 2010-001-ZO. The RM1 zone will be for the Apartment Building on Lot 1 while the R4(X) zone will encompass all other lots and housing typologies.

A Zoning Table showing the required and provided provisions of the RM1 and R4 zones is provided in Table 1 below.

As illustrated in Table 2, four site-specific provisions are requested:

1. Cluster homes as a permitted use
2. A minimum lot frontage of 5m (in lieu of 6m) for townhouses
3. A minimum density of 17 units per hectare (in lieu of 20 units per hectare) for the townhouse blocks
4. A parking ratio of 1.6 spaces per unit (in lieu of 2 spaces per unit) for the cluster homes

A copy of the Draft Zoning By-law Amendment and Schedule is provided in **Appendix 1**.

Table 2: Zoning Table

ZONING TABLE						
Provisions	RM1 - Apartment Buildings		R4 - Detached & Semi Detached Dwelling		R4 - Street Townhouses Dwellings	
	REQUIRED	PROVIDED	REQUIRED	PROVIDED	REQUIRED	PROVIDED
Permitted Uses	Apartments	Permitted	Detached	Permitted	Street Townhouse	Permitted
			Semi Detached		Cluster Houses	<i>Not Permitted</i>
Min. Lot Area	222 m ²	963.80 m ²	200 m ²	> 200 m ²	222 m ²	> 222 m ²
Min. Lot Frontage	20 m	> 20 m	6 m	> 6 m ²	6 m / dwelling unit	5.18 m <i>Lot 12 & 18</i>
Min. Front Yard	4.5 m 6 m <i>(to front of Garage)</i>	> 4.5 m	Min. - 7.5 m	> 8 m	4.5 m 6 m <i>(to front of Garage)</i>	> 8 m
Min. Exterior Side Yard	4.5 m 6 m <i>(to front of Garage)</i>	N.A	4 m 6 m <i>(to front of Garage)</i>	N.A	4.5 m 6 m <i>(to front of Garage)</i>	> 4.5 m
Min. Interior Side Yard	N.A	2.6 m	1.5 m <i>(semi - detached 0 m along common wall)</i>	> 1.5 m	1.2 m <i>(street townhouse 0 m along common wall)</i>	> 1.2 m
Min. Yard Between Buildings	6 m	N.A	N.A	N.A	N.A	N.A
Min. Rear Yard	6 m	> 6 m	7.5 m	> 7.5 m	7.5 m	> 7.5 m
Max. Lot Coverage	N.A	N.A	42 % <i>(upto 5m ht.)</i> 35 % <i>(over 5m ht.)</i>	< 35 %	N.A	N.A
Max. Building Height	12 m	< 12 m	10 m	< 10 m	10 m	< 10 m
Min. Outdoor Amenity Area	10 m ² per Dwelling Unit	> = 10 m ² per Dwelling Unit	N.A	N.A	N.A	N.A
Min. Density	20 units/ ha	> = 20 units/ ha	N.A	N.A	20 units/ ha	17 units/ ha <i>Lot 12</i>
Max. Building Length	N.A	N.A	17 m 19 m <i>(if lot depth >35m)</i>	Complies	N.A	N.A
Min. Number of Parking Spaces	5 Parking Spaces <i>3 x 1.25 parking space / dwelling unit + 3 x 0.75 visitor parking</i>	6 Parking Spaces	2 Parking Spaces / Dwelling Unit	2 Parking Spaces / Dwelling Unit	Townhouse 2 Parking Spaces / Dwelling Unit	2 Parking Spaces / Dwelling Unit
					Cluster Homes 10 Parking Spaces <i>5 x 2 parking space / dwelling unit</i>	8 Parking Spaces <i>5 x 1.6 parking space / dwelling unit</i> <i>Lot 6 & Lot 10</i>

5.1 Site-Specific Provisions

Justification for each of the site specific provisions is provided below.

5.1.1 Cluster Homes as a Permitted Use

The proposed Site Plan includes cluster homes, a unique housing typology that is not commonly seen in Southern Ontario but which is common in Europe and the United States. As explained above, a 'cluster home' is a housing typology where multiple single-family dwellings are situated on a single lot. While similar in size and configuration to townhouse units, these homes are not physically attached and instead share common amenities, including parking areas and landscaped open space. Cluster homes offer the opportunity for single-family home ownership with reduced cost due to the shared amenities. In the case of the Proposed Development, the cluster homes will also utilize a communal septic system, further reducing costs.

Cluster homes are not a permitted use in any of the zones in the Town Zoning By-law. The Subject Application requests to include them as a permitted use in the R4 zone with the same zoning provisions as street townhouses, which are the most similar comparable housing typology.

5.1.2 Minimum lot frontage of 5m for Townhouses

The R4 zone requires a minimum lot frontage of 6m per unit for street townhouses. The zoning is somewhat unclear about how this is calculated – the total lot frontage divided by the total number of units, or the actual width of the townhouses. The confusion is further compounded by the fact that the minimum lot frontage for street townhouses is the same as for single-detached dwellings, a much less dense housing typology.

The proposed townhouse units range in width but are generally between 5 and 6m in width, not including any yards. In order to ensure compliance with the zoning by-law, a minimum lot frontage of 5m is requested to allow narrower townhouse units. All of the townhouse units have long driveways, garages, and amenity space in the rear. The townhouse blocks also have sufficient side yards to ensure separation from abutting properties. The slightly narrower units will allow for a range of unit sizes to accommodate different needs and price points without resulting in over-development.

5.1.3 Minimum density of 17 units/hectare

Per footnote number 2 of Section 5.2 of the Zoning By-law, Street Townhouse Dwellings and Apartment Buildings are required to have a minimum density of 20 units per hectare. Since the site has a mix of housing typologies, the density is assessed on a lot-by-lot basis as it does not apply to all housing typologies. The apartment lot and cluster home lots meet this requirement, as does one of the townhouse blocks. However, Lot 12 is only around 17 units per hectare due to a large rear yard area abutting the nearby forested lands.

The Musselman's Lake community is fairly low density, and larger lots are necessary to accommodate the private well and septic systems. The reduced density is therefore appropriate for the area.

5.1.4 Parking ratio of 1.6 spaces per unit for cluster homes

As mentioned above, the cluster homes are being considered as detached townhouses and have been compared to the required provisions for the street townhouses. Street townhouses are required to provide 2 parking spaces per unit. The cluster homes do not have typical driveways and instead are designed with a communal parking area in the front. A total of 8 parking spaces are proposed on each of the two cluster lots, which is a ratio of 1.6 spaces per unit for each of the 5-home clusters.

A Parking Justification was prepared by JD Northcote Engineering which reviewed the parking demand for similar housing typologies in similar types of communities. The Parking Study determined that the anticipated residential parking demand is from 0.43 to 1 space per unit, with a visitor parking demand of 0.1 to 0.17 spaces/unit. Given these findings, the proposed parking ratio is sufficient. The Parking Justification also noted that reduced parking supply generally leads to reduced parking demand as residents will be aware in advance of the parking limitations.

For those times when parking demand is highest, the proposed extension of Stapleton Drive has been designed to accommodate street parking. These additional spaces can provide overflow visitor parking spaces.

6. Supporting Studies

Through the Pre-Consultation process with the Town, a list of required studies was provided for the requested ZBA and future Draft Plan of Subdivision application. The specific requirements for just the ZBA were further refined through email correspondence with Town.

The required studies for a complete ZBA application are as follows:

- Site Plan
- Topographic Survey
- Planning Justification Report
- Preliminary Sewage and Hydrogeological Servicing Feasibility Letter
- Preliminary Functional Servicing Report
- Preliminary Stormwater Management Report
- Traffic & Parking Brief
- Preliminary Noise Brief
- Environmental Site Assessment
- Environmental Impact Study

A summary of each supporting study and its finding is provided below for ease of reference. All listed studies have been provided in their entirety through the submission for Zoning By-law Amendment.

6.1 Preliminary Sewage and Hydrogeological Servicing Feasibility Letter

EnVision prepared a preliminary servicing feasibility letter with respect to the Subject Lands. They note that

“For the purposes of this preliminary servicing assessment, the feasibility of each proposed lot to support on-site sewage servicing has been considered conceptually. Detailed lot-specific sewage system designs, final dwelling layouts, fixture counts, grading, and private well locations will be confirmed through subsequent subdivision, building permit, and detailed design processes.”

With that consideration, they have concluded through their preliminary assessment that:

“Based on the review of applicable published geological and hydrogeological information, applicable regulatory requirements, the conceptual development plan, and the preliminary servicing assessments completed as a part of this study, it is EnVision’s opinion that the proposed 18 lots

development can feasibly be serviced by private sewage disposal systems and private drinking water wells”

Based on this conclusion, the Proposed Development as contemplated can be serviced on the Subject Lands.

6.2 Preliminary Functional Servicing Report (FSR)

EnVision Consultants Ltd. prepared a preliminary Functional Servicing Report (FSR) for the Subject Lands, in order to determine the feasibility of the Proposed Development with respect to Water Servicing, Sanitary Servicing, and Site Grading. A summary of their findings for each key area is presented below.

Water Servicing

“Municipal groundwater systems servicing the nearby communities of Ballantrae and Musselman Lake demonstrate the viability of groundwater extraction from the local aquifer system. Although site-specific pumping and groundwater quality investigations have not yet been completed, available geological information suggests that sufficient groundwater resources are expected to be present beneath the Site to support private water servicing.”

Sanitary Servicing

“The proposed conceptual systems provide sufficient leaching trench lengths to satisfy OBC requirements and accommodate the estimated sanitary sewage flows. Based on the preliminary assessment, the proposed septic systems are expected to provide adequate treatment and disposal capacity for the development while maintaining compliance with provincial groundwater quality objectives.”

Site Grading

“The proposed grading for the Site will, where possible, generally maintain drainage patterns and match boundary grades. Maximum 3:1 sloping is proposed within the Site where needed. The site grades generally lie between 2% to 5%, with the road grades being within 0.5% to 6% as per Township Standards. Where required, lots will be designed with split grading to accommodate grading requirements.”

Through review of the above-noted sections, it can be concluded that the Proposed Development is feasible from a Functional Servicing perspective. This is also confirmed through the Preliminary Feasibility Letter detailed in 6.1 of this PJR.

6.3 Preliminary Stormwater Management (SWM) Report

EnVision Consultants Ltd. prepared a Stormwater Management (SWM) Report in support of the Proposed Development to evaluate the site's drainage characteristics, stormwater servicing strategy, and compliance with applicable municipal and conservation authority requirements. The report confirms that the proposed stormwater management system has been designed to effectively manage post-development runoff while maintaining pre-development drainage conditions and protecting downstream infrastructure. While technically feasible, they do acknowledge the need for in-depth reporting at the Draft Plan Stage.

Through their analysis, EnVision Consultants Ltd. provided the following summary:

1. The proposed stormwater management system will control post-development peak flows to pre-development levels for all storm events up to and including the 100-year design storm.
2. Stormwater quantity control will be achieved through an underground superpipe storage system in conjunction with an outlet control structure.
3. Enhanced (Level 1) stormwater quality treatment will be provided through the implementation of an Oil/Grit Separator prior to discharge.
4. The proposed stormwater management strategy has been designed to safely convey major storm events while maintaining acceptable drainage patterns across the site.
5. The proposed servicing approach has been prepared in accordance with applicable municipal engineering standards and stormwater management criteria.
6. The proposed stormwater management infrastructure is capable of accommodating runoff generated by the development while minimizing impacts to the surrounding environment and downstream drainage system.

Overall, the SWM Report concludes that the proposed stormwater management strategy provides an appropriate and effective servicing solution for the Subject Lands. While additional analysis will be required at a later application stage, the Proposed Development remains feasible from a Stormwater Management perspective.

6.4. Noise Letter

SONAIR Environmental Inc. prepared a Noise Letter to provide a screening-level assessment to determine if a detailed noise impact study will be required at later stages of the development approval process. Through their review, they have identified three facilities that may contribute to elevated

noise levels within the Subject Lands: Unit Soils Management Ltd, Stoney Ridge Industries Ltd, and Waste Management of Canada Corp.

Within their conclusions and recommendations, SONAIR advises that a Noise Impact Study should be completed at a later application stage.

6.5. Traffic and Parking Brief

JD Engineering prepared a Traffic and Parking Brief in support of the Proposed Development, ultimately looking to determine if the development is feasible from this perspective. Through their preliminary analysis, they have provided the following summary:

- 1. The proposed development is expected to generate a total of 18 AM and 22 PM peak hour trips.*
- 2. An estimate of the amount of traffic that would be generated by the Subject Site was prepared and assigned to the study area road network.*
- 3. The additional traffic generated by the proposed development is expected to have a negligible impact on the existing traffic operations in the study area.*
- 4. The proposed site access (extension of Stapleton Drive) will operate efficiently with a single lane for ingress and egress movements.*
- 5. It is recommended that the Town consider removing the existing vegetation and shift the existing embankment on the west side of Lakeshore Road, north of Appleton Avenue to facilitate the minimum sight stopping distance at the Appleton Avenue / Lakeshore Road intersection.*
- 6. The proposed parking supply is appropriate for the intended use.*
- 7. In summary, the proposed development will not cause any operational issues to the local roadway network.*

Overall, the preliminary Traffic and Parking Brief concludes that the proposed development can be appropriately accommodated by the existing transportation network. The analysis indicates that the development will generate a relatively low volume of additional traffic, the proposed site access and parking supply are adequate, and no significant impacts on the surrounding road network are anticipated. Accordingly, JD Engineering concludes that the proposed development will not result in any operational issues within the local roadway network.

6.6. Environmental Site Assessment (ESA)

An Environmental Site Assessment (ESA) was prepared by EnVision Consultants Ltd. to develop a preliminary determination of the likelihood that one or more contaminants have affected soil and/or groundwater at the Site, and to determine the need for additional investigation in the form of a Phase Two ESA. Through their analysis, Envision concludes:

“no potentially contaminating activities were identified which are considered by the Qualified Person to contribute to an area of potential environmental concern on the Phase One Property. Based on the foregoing, no further assessment of the Site is considered warranted or required.”

6.7. Environmental Impact Study (EIS)

EnVision Consultants Ltd. was retained to prepare an Environmental Impact Study (EIS) to assess the potential impacts of a proposed land severance and future development on the natural heritage features located within and adjacent to the Subject Lands. The EIS identifies environmental constraints, establishes appropriate development setbacks, and recommends mitigation measures to ensure the long-term protection of natural heritage features and ecological functions.

Through their analysis, EnVision have provided the following summary:

1. The Study Area contains several significant natural heritage features, including significant wetlands, significant woodlands, and a Provincially Significant Area of Natural and Scientific Interest (ANSI), which informed the environmental assessment and development constraints.
2. The Provincially Significant ANSI is anticipated to be adequately protected within the established significant woodland setback.
3. Background investigations determined that Species at Risk have a low potential to occur within the Subject Lands, and appropriate mitigation measures, including restricting tree removal outside of the active bat season, will avoid adverse impacts to protected bat species.
4. No Significant Wildlife Habitat was identified within the Subject Lands. While amphibian breeding woodland habitat and several candidate Significant Wildlife Habitats were identified adjacent to the Site, these features can be protected through the implementation of the recommended setbacks and mitigation measures.
5. The EIS concludes that the proposed land severance establishes an appropriate framework for future development, with additional environmental review to be undertaken during subsequent detailed design stages as more refined development plans become available.

Overall, the EIS concludes that the Subject Lands can be developed in a manner that is compatible with the surrounding natural environment. By incorporating the recommended vegetation protection zones, limiting potential impacts during construction, and implementing the identified mitigation measures in Section 7.4 of the EIS, the Proposed Development will maintain the form and function of the adjacent natural heritage system while satisfying applicable environmental planning policies and regulatory requirements.

7. Planning Analysis

This section of the Planning Justification Report provides an analysis of the Proposed Development in the context of the following Provincial, Regional, and Local documents:

- The *Planning Act* (1990)
- Provincial Planning Statement (2024)
- Oak Ridges Moraine Conservation Plan (2001)
- York Region Official Plan (2022)
- Town of Whitchurch Stouffville Official Plans (2004 and 2025)
- Town of Whitchurch Stouffville Zoning By-law 2010-001-ZO

7.1. The *Planning Act*

The Planning Act, RSO 1990 (The Act), is provincial legislation governing land development in Ontario. The approval of any land development application in Ontario must have regard for matters of provincial interest and be consistent with provincial policy statements. It is further recognized that any land development is subject to conformity with municipal land use planning documents. The purpose of this section is to confirm how these matters have been addressed with regard to the Proposed Development. Section 2 of the Planning Act requires that all land use planning activities under the Act shall have regard for matters of Provincial Interest. In our assessment, relevant interests include a, e, f, j, p and r, summarized through Table 3 below.

Table 3: Matters Addressed for Section 2 of the Planning Act

Section 2 Relevant Policies	How Matter is Addressed
(a) the protection of ecological systems, including natural areas, features and functions;	An EIS was completed for the Development Lands which found that most natural heritage features are outside of the Development Lands, though there are some woodlands currently on the Development Lands. In meetings with Town staff, it was determined that tree removals would be permitted. Further details on natural heritage areas and proposed buffers and compensation plans will be provided at the Draft Plan stage.

(e) the supply, efficient use and conservation of energy and water;	The residential dwellings will be designed to meet current Ontario Building Code standards for energy and water efficiency. The compact housing typologies, including the proposed townhouses and cluster homes, promote sustainable energy use through smaller housing footprints and shared infrastructure. In addition, shared wells and shared septic systems ensure the efficient use and conservation of resources and land.
(f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;	The Proposed Development is located in an existing Hamlet Area with existing roads and infrastructure such as electricity transmission lines and municipal waste pick-up. While there is no fixed transit in Musselman's Lake, there is on-demand transit available through York Region Transit (YRT). There is no municipal water or wastewater servicing available, so the Proposed Development would be on private well and septic.
(j) the adequate provision of a full range of housing, including affordable housing;	The Proposed Development contributes to housing supply and diversity by providing 35 residential homes of varying sizes to the community of Musselman's Lake and more broadly the Town of Whitchurch-Stouffville. The implementation of unique and compact housing typologies such as stacked apartments, townhouses, and cluster homes is intended to provide more affordable housing options, thereby supporting a variety of household needs and budgets.
(p) the appropriate location of growth and development;	The Subject Lands are located within an existing Hamlet Area, and have been planned and zoned for development. As such, they are an appropriate location for limited infill development, such as the Proposed Development.
(r) the promotion of built form that, (i) is well-designed, (ii) encourages a sense of place, and (iii) provides for public spaces that are of high quality, accessible, attractive and vibrant.	The Proposed Development incorporates a variety of unique yet effective housing typologies intended to provide a diverse range of housing options at different affordability levels. Additionally, amenity areas and vegetative buffers make the site practical yet attractive for existing and prospective residents. The design contributes to a strong sense of place, and supports the rural aesthetic of the surrounding community.

In our opinion, the proposed Zoning By-law Amendment has regard for the matters set out in Sections 2 of the Planning Act.

7.2. Provincial Planning Statement (PPS)

The Provincial Planning Statement 2024 (PPS) came into effect on October 20th, 2024, and consolidated the previous Provincial Policy Statement and the Growth Plan. The PPS articulates the provincial interests with regards to land use planning and development policy. It provides a policy-led planning system that “sets the policy foundation for regulating the development and use of land province-wide, helping achieve the provincial goal of meeting the needs of a fast-growing province while enhancing the quality of life for all Ontarians.” (PPS, pg. 2).

Policy Summary:

This report has reviewed the following PPS policies in relation to the proposed Zoning By-law Amendment application, and considers the following matters relevant to the Proposed Subdivision:

- Section 2.1 – Planning for People and Homes
- Section 2.2 – Housing
- Section 2.3 – Settlement Areas and Settlement Area Boundary Expansions
- Section 3.6 – Sewage, Water and Stormwater
- Section 4.1 – Natural Heritage

Policy Review:

Section 2.1 – Planning for People and Homes of the PPS outlines the general guidelines that help provide residents of Ontario improved quality of life and essential needs. Of particular interest, sub-policy 2.1.6 prescribes the framework for achieving ‘Complete Communities’:

2.1.6. *Planning authorities should support the achievement of complete communities by:*

a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;

b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and

c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

The Proposed Development will contribute to a complete community by introducing additional residential units within the community of Musselman's Lake, adding to housing affordability and diversity of housing options. The inclusion of a wide range of housing options, from single-family lots to townhouses and cluster homes, will ensure that an appropriate range of housing typologies are provided to meet different needs.

Section 2.2 – Housing of the PPS provides additional policy direction related to housing throughout the province, and calls for the following:

2.2.1 *Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:*

b) permitting and facilitating:

1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and

2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;

c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation;

The Subject Application is consistent with Section 2.2 of the PPS in that it would provide additional housing stock with a variety of housing options, in accordance with 2.2.1(b)2. Furthermore, given the area surrounding the Subject Lands consists of predominately single-detached dwellings, the increase in density proposed will achieve the objectives set out in 2.2(c).

Section 2.3 – Settlement Areas and Settlement Area Boundary Expansions of the PPS prescribes the policy direction of Settlement Areas within the Province.

Settlement Areas are defined to include Hamlets as per Page 51:

Settlement Areas means urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets). Ontario's settlement areas vary significantly in terms of size, density, population, economic activity, diversity and intensity of land uses, service levels, and types of infrastructure available. Settlement areas are:

- a) built-up areas where development is concentrated and which have a mix of land uses; and
- b) lands which have been designated in an official plan for development over the long term.

Section 2.3 states that:

2.3.1.1 Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.

2.3.1.2 Land use patterns within settlement areas should be based on densities and a mix of land uses which:

- a) efficiently use land and resources;
- b) optimize existing and planned infrastructure and public service facilities;
- c) support active transportation;
- d) are transit-supportive, as appropriate; and
- e) are freight-supportive.

2.3.1.3 Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.

In accordance with Section 2.3 of the PPS, the Subject Lands are appropriate for growth and development because they are within a defined Settlement Area. Specifically, policy 2.3.1.3 calls for general intensification and redevelopment to support the achievement of complete communities. The Subject Application seeks to provide new housing through gentle intensification of the Hamlet of Musselman's Lake, efficiently utilizing land and resources, and optimizing use of existing and planned infrastructure and facilities. While there is not much transit or active transportation

infrastructure in the area, future residents can make use of York Region On-Demand Transit, and the Proposed Development will include sidewalks to promote walking.

Section 3.6 – Sewage, Water and Stormwater of the PPS calls for the efficient use and optimization of existing municipal sewage services and municipal water services. It provides the following direction:

3.6.2 *Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. For clarity, municipal sewage services and municipal water services include both centralized servicing systems and decentralized servicing systems.*

3.6.3 *Where municipal sewage services and municipal water services are not available, planned or feasible, private communal sewage services and private communal water services are the preferred form of servicing for multi-unit/lot development to support protection of the environment and minimize potential risks to human health and safety.*

3.6.5 *“Partial services shall only be permitted in the following circumstances:*

b) within settlement areas, to allow for infilling and minor rounding out of existing development on partial services provided that site conditions are suitable for the long-term provision of such services with no negative impacts;”

3.6.8 *Planning for stormwater management shall:*

a) be integrated with planning for sewage and water services and ensure that systems are optimized, retrofitted as appropriate, feasible and financially viable over their full life cycle;

b) minimize, or, where possible, prevent or reduce increases in stormwater volumes and contaminant loads;

c) minimize erosion and changes in water balance including through the use of green infrastructure;

d) mitigate risks to human health, safety, property and the environment;

e) maximize the extent and function of vegetative and pervious surfaces;

f) promote best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development; and

g) align with any comprehensive municipal plans for stormwater management that consider cumulative impacts of stormwater from development on a watershed scale.

Section 3.6 promotes the efficient and appropriate provision of sewage, water, and stormwater services to support development while protecting the natural environment and minimizing risks to human health and safety. While municipal sewage and water services are identified as the preferred form of servicing within settlement areas, the PPS recognizes that such services are not available or feasible in all communities and provides direction for alternative servicing approaches where appropriate. As has been mentioned, municipal water services are at capacity and there is no municipal sewage in Musselman's Lake. As a result, the Proposed Development has been designed to utilize shared private wells and a combination of private and communal septic. This servicing approach represents a coordinated and efficient alternative to individual private systems, reducing the overall servicing footprint while supporting the protection of groundwater resources and minimizing potential risks to human health and the environment.

Furthermore, the Proposed Development constitutes an appropriate form of infill within an existing Settlement Area and has been designed having regard for the existing servicing conditions that characterize the Hamlet. Supporting technical studies, including the Preliminary Servicing Strategy and the Functional Servicing Report, both prepared by EnVision, have confirmed that the Subject Lands are suitable to accommodate the proposed servicing strategy over the long term without resulting in negative impacts to surrounding properties or the natural environment.

Based on these considerations, the Proposed Development is consistent with the policies of Section 3.6 of the PPS.

Section 4.1 – Natural Heritage of the PPS provides policies for the management of natural heritage resources. It provides the following direction:

4.1.1 *Natural features and areas shall be protected for the long term.*

4.1.2. *The diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.*

Section 4.1 of the Provincial Planning Statement (PPS) requires that natural heritage features and areas be protected over the long term and that the diversity, connectivity, and ecological functions of natural heritage systems be maintained or, where possible, enhanced.

An EIS was prepared by Envision which identifies natural heritage features associated with the Subject Lands, assesses the potential impacts of the proposed development, and recommends appropriate mitigation measures. While there are many natural heritage features on the Subject Lands, the majority are outside of the Development Lands. The only natural heritage feature identified on the Development Lands is woodlands. After discussion with Town staff, it was determined that a portion of the woodlands could be removed to permit the Proposed Development. Further discussions with Town staff will occur as part of the Subject Application, and the Proposed Development can be modified as needed to ensure consistency with Section 4.1 of the PPS.

Conclusion

As has been outlined in this section, the Proposed Development is consistent with Sections 2.1, 2.2, 2.3, 3.6, and 4.1 of the PPS.

7.3. Oak Ridges Moraine Conservation Plan (ORMCP) 2017

The Oak Ridges Moraine Conservation Plan (ORMCP) is a provincial land use plan established under the Oak Ridges Moraine Conservation Act, 2001 to provide land use direction that protects the ecological and hydrological integrity of the Oak Ridges Moraine while accommodating appropriate development. The ORMCP establishes a framework for managing growth through a series of land use designations and development policies that balance environmental protection with sustainable community development. The ORMCP forms part of Ontario's broader land use planning framework and is to be read in conjunction with the Planning Act, the Provincial Planning Statement, the Greenbelt Plan, and applicable municipal planning documents.

The definition of Settlement Areas is provided by the ORMCP on Page 5:

Settlement Areas: *“Settlement Areas reflect a range of existing communities planned by municipalities to reflect community needs and values. Urban uses and development as set out in municipal official plans are allowed.”*

As demonstrated, development is permitted within any lands designated as ‘Settlement Areas’, which applies to the northern portion of the Subject Lands where the Proposed Development would be located.

Section 18 – Settlement Areas of the ORMCP further details the policy objectives of this designation, which closely align to those provided through the PPS:

18. (1) The purpose of Settlement Areas is to focus and contain urban growth by,

(0.a) encouraging the development of communities that provide their residents with convenient access to an appropriate mix of employment, transportation options and local services and a full range of housing and public service facilities;

(a) minimizing the encroachment and impact of development on the ecological functions and hydrological features of the Plan Area;

(b) promoting the efficient use of land with transit-supportive densities, through intensification and redevelopment within existing urban areas; and

(c) providing for the continuation and development of urban land uses consistent with the growth management strategies identified in the applicable official plans.

18. (2) Settlement Areas also have the objectives of,

(a) maintaining, and where possible improving or restoring, the health, diversity, size and connectivity of key natural heritage features, key hydrologic features and the related ecological functions;

(b) accommodating a trail system through the Plan Area and trail connections to it;

(c) promoting strong communities, a strong economy and a healthy environment;

(c.1) promoting the locating of two or more compatible public services in one building or place that is conveniently situated so as to be accessible to local residents by walking, cycling and, where available, public transit;

(c.2) ensuring that development takes place in a manner that reduced greenhouse gas emissions;

(c.3) conserving cultural heritage resources;

(c.4) ensuring the sustainable use of water resources; and

(d) Part II Land Use Designations providing for economic development that is compatible with subsection (1) and clauses (a) to (c.4).

(3) With respect to land in Settlement Areas, all uses permitted by the applicable official plan are permitted, subject to the provisions of this Plan that are listed in subsections 19 (3) and 31 (4).

(4) New lots may be created in Settlement Areas, subject to the provisions of this Plan that are listed in subsections 19 (3) and 31 (4).

(6) With respect to land in a Settlement Area, nothing in this Plan applies to prevent a use or the erection or location of a building or structure if,

(a) the use, erection and location would have been permitted by the applicable zoning by-law on November 15, 2001;

(b) the use is permitted by the applicable official plan and zoning by-laws as amended in accordance with sections 9 and 10 of the Act to bring them into conformity with this Plan, although the erection and location do not comply with the provisions listed in subsections 19 (3) and 31 (4);

(c) the use, erection and location conform to sections 28 and 29, subsections 45 (7) and (8) and section 47; and

(d) the applicant demonstrates, to the extent possible, that the use, erection or location will not adversely affect the ecological integrity of the Plan Area.

Section 18 of the Oak Ridges Moraine Conservation Plan (ORMCP) directs growth to Settlement Areas while ensuring that development is compatible with the protection of the Moraine's ecological and hydrological functions. The policies encourage a range of housing opportunities, efficient land use, sustainable servicing, and the protection of natural heritage features.

The Subject Lands are located within the Hamlet of Musselman's Lake Settlement Area, where residential development and the creation of new lots are contemplated by the ORMCP. The Proposed Development represents an efficient form of infill that will provide a diverse mix of housing, including single detached, semi-detached, townhouse, apartments, and cluster dwellings, contributing to the range of housing options available within the community. The Proposed Development has been designed to limit development only to the portion of the Subject Lands within the Settlement Area; all lands outside of the Settlement Area will remain undeveloped and will be protected. The Proposed Development therefore supports the objectives of Section 18 by directing growth to an existing Settlement Area, providing an appropriate range of housing options, and protecting the ecological integrity of the adjacent Oak Ridges Moraine lands.

7.4. York Region Official Plan 2022

York Region Council adopted the York Region Official Plan (YROP) in June 2022, with formal approval from the Minister of Municipal Affairs and Housing in November 2022. The YROP provides the general planning framework for the entire Region of York. Per Map 1A of the YROP, the Subject Lands are

designated as ‘Hamlet’. In addition, per Map 1 of the YROP, the Subject Lands are within the Agricultural System.

As of July 1st, 2024, the Region of York lost its upper-tier land use planning and approval responsibilities through Bill 185; however, the policies of the YROP are now the responsibility of all lower-tier municipalities, to be read in conjunction with their Official Plan. Per the Town of Whitchurch Official Plan webpage:

“As per S. 70.13 (2) of the Planning Act, an official plan of an upper-tier municipality without planning responsibilities that are in effect are deemed to constitute an official plan of the lower-tier municipality, and the York Region Official Plan remains in effect until the lower-tier municipality revokes or amends it to provide otherwise. As such, the policies of the York Region Official Plan continue to apply at this time and are administered by the Town, as they relate to planning matters.”

As such, this Report reviews the conformity of the Subject Application with applicable policies set out in the YROP; the following sections have been identified for review:

Policy Summary:

2.2 – Integrated Growth Management

2.3 – Supporting Complete Communities

3.4 – Natural Features

5.4 – Hamlets

6.1 – Making Efficient Use of Infrastructure

6.4 – Water and Wastewater Servicing

Policy Review:

Section 2.2 – Integrated Growth Management of the YROP provides the population and employment forecast for the Region, including the Town of Whitchurch Stouffville, as identified in Table 1 within Section 2.2.1 (Table 4 of this PJR):

Table 4: York Region Population and Employment Forecast for Whitchurch-Stouffville

Category	2016	2051	Difference
Population	47,300	103,000	+55,700
Employment	15,400	28,300	+12,900

As shown in the above Table, the Town of Whitchurch-Stouffville is projected to more than double over the 35-year planning horizon, reflecting strong population and employment growth pressures and a corresponding need to accommodate increased housing supply. The Proposed Development would contribute to this growth framework by facilitating 35 additional residential units, thereby supporting the Town's and Region's broader housing objectives. The Proposed Development is relatively small, but it represents an appropriate and context-sensitive opportunity to accommodate limited residential growth within an established settlement area which makes efficient use of a strategically located and underutilized parcel, while respecting the character of the hamlet.

Section 2.3 – Supporting Complete Communities of the YROP places emphasis on communities that are designed as accessible, dense, and walkable, where most amenities are in close proximity, and meet people's needs for daily living through their lifetime, while providing for a full range of uses. Specifically, the following policies are important for consideration:

2.3.2. *That communities shall be planned in a comprehensive and coordinated manner using land efficiently and optimizing infrastructure with a compact, mixed-use, pedestrian friendly and transit-supportive built form.*

2.3.19 *That local municipalities shall, in consultation with York Region and related agencies, incorporate parking management policies and standards through planning and development tools that include:*

- a. Reduced minimum and maximum parking requirements that reflect the walking distance to transit and complementary uses, where appropriate;*
- b. Shared parking requirements, where possible, reflecting variances in parking demand between complementary uses on a time-of-day, weekday/weekend, and monthly basis;*

2.3.39 *To provide for a mix and range of housing options suitable for all ages, household sizes, and abilities, in partnership with local municipalities, senior levels of government, the development industry, community partners and other stakeholders including:*

a. Affordable housing to address need throughout the income spectrum, including market and community housing;

2.3.43 *To promote housing options, including those identified in 2.3.39 through the use of land use planning, financial and other tools, including:*

b. Encouraging the development industry to:

i. show flexibility in design and construction choices for new developments;

A note within section 2.3.43 also provides for consideration of “Non-Traditional Building Types”:

“Flexibility in design and construction choices includes the consideration of non-traditional building types. Non-traditional building types include built forms designed to develop, intensify and bridge the gap between traditional housing options and high density developments, aimed at bringing more affordable options to market. Examples may include tiny homes, multi-generational housing and laneway housing.”

The Proposed Development includes a combination of single-detached dwellings, semi-detached units, townhouse dwellings, cluster housing, and apartment units, creating a diverse residential environment that supports a broader range of housing choice and affordability within the immediate area. In particular, the proposed cluster housing advances Policy 2.3.39 by introducing a more efficient and affordable housing form that is uncommon in Southern Ontario. The reduced parking is in conformity with 2.3.19, which encourages reduced parking minimums as appropriate.

Based on these considerations, the Subject Application conforms with Section 2.3 of the Regional Official Plan.

Section 3.4 – Natural Features of the YROP outlines the policy objectives and protection measures as it relates to the variety of Natural Features throughout the Region. Relevant policies include:

3.4.5 *To prohibit development and site alteration within key natural heritage features, key hydrologic features, vegetation protection zones and adjacent lands, unless:*

a. The use is permitted by the Plan, the applicable Provincial Plan and it is demonstrated through an environmental impact study that the development or site alteration will not result in a negative impact on the natural feature or its ecological functions; or,

b. As authorized through an Environmental Assessment; or

c. For agricultural, agriculture-related and on-farm diversified uses, subject to the applicable Provincial plan.

3.4.7 *That key natural heritage features and key hydrologic features shall be precisely delineated on a site-by-site basis using procedures established by the Province or other authorities, where applicable. Such delineation shall occur through the approval of Planning Act applications supported by appropriate technical studies such as master environmental servicing plans or environmental impact study(ies). Where such delineation refines boundaries shown on related maps within the Plan, updates to these maps can occur without an amendment to the Plan.*

3.4.9 *That an application for development and site alteration within 120 metres of a key natural heritage feature or key hydrological feature shall be accompanied by an environmental impact study. The requirement for, content and scope of the study will be determined through the pre-consultation meeting and a terms of reference shall be submitted to the approval authority early in the application process. The environmental impact study shall also address the requirements of any applicable Provincial plan.*

3.4.14 *That where a woodland, wetland, or Life Science Area of Natural and Scientific Interest identified for protection which is located both within and outside the boundary (i.e. straddles the boundary) of the Oak Ridges Moraine, the Lake Simcoe watershed, the Natural Heritage System of the Protected Countryside in the Greenbelt, or the Natural Heritage System for the Growth Plan and more than 50% of the feature is located within that boundary, the vegetation protection zone that is most protective of the feature shall generally apply to the portion outside of the Provincial plan area unless an environmental impact study demonstrates that a lesser buffer is appropriate. The vegetation protection zone outside of the Provincial plan area shall not be less than that required by policy 3.4.13 of the Plan.*

3.4.19 *That notwithstanding policy 3.4.5 of the Plan, development and site alteration is prohibited within Provincially Significant and Provincial Plan Area wetlands as shown on Map 4 of the Plan. Due to the scale of the mapping in the Plan, smaller wetlands may not be visible. More detailed mapping is available from York Region.*

3.4.20 *To permit development and site alteration within 120 metres of wetlands identified on Map 4, but not within the vegetation protection zone, subject to an approved environmental impact study that demonstrates no negative impacts to the wetland feature or its ecological functions. Notwithstanding the aforementioned, within the vegetation protection zone, development and site alteration may be permitted in accordance with policies 3.2.5.c and 3.2.5.d of the Plan.*

3.4.27 *That notwithstanding policy 3.4.5.a of the Plan, development and site alteration is prohibited within significant woodlands and their associated vegetation protection zone except as provided for elsewhere within the Plan. 3.4.28 That Map 5 identifies woodlands in York Region based on best available information and data. The determination of woodland*

significance will rely on site-specific studies per policies 3.4.30 and 3.4.31 of the Plan. Due to the scale of the mapping in the Plan, not all woodlands are visible. More detailed mapping is available from York Region.

Section 3.4 of the York Region Official Plan (YROP) establishes the policy framework for the identification, protection, and long-term management of natural heritage features, including wetlands, woodlands, and their associated ecological functions. The policies emphasize avoidance of development within key natural heritage features and their adjacent lands, and require that any proposed development demonstrate, through appropriate technical studies, that no negative impacts will occur to these features or their ecological functions.

The Development Lands are adjacent to environmentally sensitive lands, including areas associated with the Oak Ridges Moraine. As such, Section 3.4 is applicable to ensure that any natural features on or adjacent to the site are appropriately identified, delineated, and protected through the planning process.

In accordance with Policy 3.4.5, development is prohibited within key natural heritage features and key hydrologic features unless it is demonstrated through an EIS that no negative impacts will result. Policy 3.4.9 further requires that development within 120 metres of such features be supported by an EIS to assess potential impacts and establish appropriate buffers, mitigation measures, and development limits. An EIS has been prepared and submitted under separate cover, which includes a discussion of natural heritage features on the Development Lands and within a 120m radius. The EIS will be further refined as the development concept evolves to ensure conformity with Section 3.4 of the YROP.

Section 5.4 – Hamlets of the YROP outlines policies for Hamlets, which is the land use designation for the Subject Lands as identified in Map 1A of the YROP. Relevant policies were discussed in Section 3 and include:

5.4.4 *That minor infilling is limited to small-scale residential, industrial, commercial, institutional, and recreational uses and may be permitted within Hamlets, as detailed in local official plans and subject to the ability to service the use by individual private on-site water and wastewater systems.*

5.4.5 *That development in Hamlets shall be of an appropriate size and scope to ensure compatibility with the surrounding community in the context of use of land, buildings and structure size, area, density, and height, in accordance with local official plan policies.*

As demonstrated by policies 5.4.4 and 5.4.5 above, limited infill residential development is permitted within Hamlets, such as the Proposed Development. While the Proposed Development introduces new housing typologies not commonly seen in the existing community, the majority of the dense housing typologies do not abut any existing residential lots. In addition, the lots all have large rear yard setbacks, ensuring separation between existing sensitive uses and the Proposed Development.

Section 6.1 – Making Efficient Use of Infrastructure of the YROP provides the general policy considerations with respect to the efficient use of infrastructure throughout the region. With respect to water and wastewater general policies, the YROP provides:

6.1.8 *To investigate innovative wastewater treatment technologies and approaches including grey water reuse, naturalized wastewater treatment and water recycling in residential, commercial, institutional and industrial uses.*

6.1.9 *To require that plans for servicing incorporate conservation strategies and the protection of the natural environment including key natural heritage and key hydrologic features, subject to other policies of the Plan.*

The Proposed Development includes an innovative and efficient servicing strategy with shared wells for all lots and communal septic for lots with multiple units. This strategy will be more affordable for future homeowners and ensures more efficient use of resources, in conformity with Section 6.1.

Section 6.4 – Water and Wastewater Servicing provide further policy direction regarding these services throughout the region:

6.4.3 *That the provision of appropriate water and wastewater infrastructure and servicing capacity is coordinated with plans of subdivision, plans of condominium, site plans or any other development applications by local municipalities in order to ensure services are available prior to occupancy.*

6.4.11 *That where local official plans permit minor infill in Towns and Villages and Hamlets on private individual wastewater systems consistent with current Provincial guidelines, these systems will be permitted only if it can be demonstrated to the local municipality that there are no adverse impacts on soil, surface or groundwater quality and quantity, and in accordance with applicable policies in the South Georgian Bay Lake Simcoe and the Credit Valley, Toronto and Region and Central Lake Ontario Source Protection Plans.*

Policy 6.4.3 requires that appropriate water and wastewater infrastructure and servicing capacity be coordinated with development applications to ensure services are available prior to occupancy. The Proposed Development will be serviced by communal wells and a mix of private and communal

septic systems. Preliminary design information has been provided with the Subject Application through reports provided under separate cover, and the well and septic systems will be refined at detailed design to ensure adequate servicing capacity is available prior to occupancy of any dwelling units. The systems will be reviewed for compliance with all applicable regulations and guidelines.

Policy 6.4.11 permits private wastewater servicing within settlement areas where it can be demonstrated that there will be no adverse impacts on soil, surface water, or groundwater quality and quantity. A preliminary servicing plan is included in the Functional Servicing Report prepared by EnVision, confirming that the proposed servicing solution can operate without adverse impacts. The Proposed Development is in conformity with Policy 6.4.11 and represents an appropriate servicing approach for the Subject Lands.

Summary:

Based on the above review, the Proposed Development conforms with the intent of Sections 2.2, 2.3, 3.4, 5.4, 6.1, and 6.4 of the YROP, as it represents an appropriately scaled form of development within the existing Musselman's Lake community, utilizes an established servicing approach, and can be accommodated in a manner that is compatible with the surrounding area while respecting applicable the surrounding community and environmental considerations.

7.5. Town of Whitchurch-Stouffville Official Plans (2004 and 2025)

The Town of Whitchurch-Stouffville Official Plan (2025 WSOP) represents the Town's most recent statutory planning framework guiding growth management, land use planning, infrastructure, and community development to the long-term horizon. The 2025 WSOP establishes a policy structure intended to direct growth in an efficient and sustainable manner, while supporting the creation of complete communities, protecting environmentally sensitive areas, and maintaining the distinct rural and settlement character that defines the Town. It further provides direction for the accommodation of residential growth within existing Settlement Areas, ensuring that development is appropriately integrated with surrounding land uses and supported by adequate infrastructure and servicing.

The Subject Lands are located within the Musselman's Lake community of the Town of Whitchurch-Stouffville and are therefore subject to a unique policy framework. While the 2025 WSOP came into effect for most of the Town, the land use designation and servicing policies for Musselman's Lake established through Official Plan Amendment No. 136 were not repealed and continue to apply. Accordingly, the Subject Lands are subject to the community-specific land use and servicing policies contained within the Town of Whitchurch-Stouffville Official Plan, 2004 (April 2025 Office

Consolidation), as amended by OPA 136, herein referred to as the 2004 WSOP, in conjunction with the broader policy framework and applicable policies of the 2025 WSOP.

With the above consideration, the 2004 and 2025 WSOPs provide that:

- The Subject Lands are designated ‘Hamlet Area’ as identified through Schedule A – ‘Land Use Structure’ in the 2025 WSOP. This designation is proposed to be maintained, as the proposed use of a residential subdivision conforms to the Official Plan.
- The Subject Lands are identified as being within the Ballantrae-Musselman’s Lake and Environs Secondary Plan Area through Schedule E – ‘Land Use Plan’, and are designated as ‘Musselman Lake Community Area’.

Policy Summary:

As identified within the Pre-Consultation comments received by the Town of Whitchurch-Stouffville, and based on an internal review, several sections within the Official Plan are relevant for this application for a Zoning By-law Amendment. These applicable sections include the following, divided amongst the 2025 and 2004 WSOPs:

2025 WSOP

- Section 1.2 – Town-Wide Guiding Principles
- 1.3.3 – Hamlet of Musselman’s Lake Guiding Principles
- 2.4.2 – Hamlet of Musselman’s Lake
- 2.7 – Natural Heritage System
- 2.8 – Managing Growth
- 2.10.4 Water and Wastewater Servicing
- 3.1 – Building Complete Communities
- 3.2 – Building Affordable Housing and Attainable Housing
- 6.7 – Land Use Strategy (Hamlet of Musselman’s Lake)
- 6.10.4 - Special Provisions (Hamlet of Musselman’s Lake)

2004 WSOP – Section 11, Musselman Lake Community Area (Secondary Plan)

- Section 11.5 – Land Use Strategy
- Section 11.7 – Water and Wastewater Servicing Strategy and Stormwater Management
- Section 11.9 – Development Application Pre-Consultation and Submission requirements

7.9.1 2025 WSOP

Section 1.2 – Town-Wide Guiding Principles puts forth six guiding principles as the foundation for achieving and upholding the community vision, of which the following apply to the proposed development:

1.2.5 Guiding Principle #5: Design Excellence and Cultural Heritage Preservation

The Town of Whitchurch-Stouffville's communities and hamlets possess an identifiable character, heritage value and small-town charm that should be preserved and enhanced. The policies of this Official Plan nurture the Town's rural roots and strive for a vibrant and attractive built form by:

1.2.5.1 *"Ensuring that decisions made with respect to the future of the Town meet a high level of standard for design and provide for a suitable range of housing options and availability, and conserve cultural heritage resources and the rural character of the Town while recognizing urbanization and the Town's evolving character."*

Guiding Principle #5 emphasizes design excellence, preservation of cultural heritage, and the maintenance of the Town's identifiable character, including its small-town and rural attributes. The Proposed Development would introduce a variety of housing typologies, including unique design elements that are not commonly found in the immediate area, while contributing to a broader range of housing options within the Musselman's Lake community. In accordance with Policy 1.2.5.1, the proposal supports the provision of diverse housing options while respecting the broader intent to conserve cultural heritage resources and the rural character of the Town.

1.3.3 – Hamlet of Musselman's Lake Guiding Principles further expands on the Town-wide guidelines established in Section 1.2 above. In the context of Musselman's Lake's guiding principles, the Official Plan identifies the following goals:

1.3.3.1 *It is a goal of this Official Plan that the Hamlet of Musselman's Lake will:*

- a. Protect and enhance existing natural systems and features and reflect the objectives of the Oak Ridges Moraine Conservation Plan.*
- b. Accommodate and encourage limited infill opportunities, subject to adequate servicing capacity.*
- c. Recognize and value the rural character and cultural heritage resources.*

The Proposed Development has been designed to protect and enhance existing natural systems identified in the EIS submitted with the Subject Application under separate cover. Further information will be provided with the submission for Draft Plan of Subdivision.

2.4.2 – Hamlet of Musselman’s Lake was previously discussed in Section 3.0 of this Report, and provides the following policy direction:

2.4.2.1 *The Hamlet of Musselman’s Lake will accommodate limited infill and redevelopment, subject to appropriate servicing, and in a manner that protects and enhances the natural environment and systems.*

2.4.2.2 *Development within Musselman’s Lake will be compatible and in keeping with the established character of this waterfront community.*

The Proposed Development is consistent with Policy 2.4.2.1 as it represents a limited infill and redevelopment opportunity within the established Hamlet of Musselman’s Lake, supported by an appropriate servicing strategy as outlined in the reports prepared by EnVision. The Proposed Development has been designed to accommodate 35 residential units in a compact and efficient manner while ensuring that environmental systems are protected and enhanced in accordance with applicable requirements.

The Proposed Development also conforms with Policy 2.4.2.2, as the scale, form, and siting of development has been designed to be compatible with the existing community character. The proposed built form minimizes land disturbance, maintains a low-rise residential profile, and integrates with the surrounding settlement pattern, thereby ensuring that development remains in keeping with the established character of Musselman’s Lake. The intent of the Subject Application is to provide for more variety housing options to future residents of the Hamlet of Musselman’s lake, on a property identified as within the Hamlet boundary and suitable for development.

2.7 – Natural Heritage System is the land use designation that is afforded to the remainder of the Subject Lands, outside of the Development Lands, and is located directly adjacent to the Hamlet of Musselman’s Lake. This section of the 2025 WSOP calls for the protection of these systems and aims to ensure that adjacent development maintains appropriate buffers to sensitive areas. Specifically, the following policies apply:

2.7.1.1 *The Town will:*

a. Apply the policies of Section 4 – The Natural Environment, as well as the policies of Section 5 – Agricultural System and Section 6 – Land Use Strategy to the Natural Heritage System Area. The Town’s Natural Heritage System, shown on Schedule A – Town Structure, includes the Regional Greenlands System.

b. The Natural Heritage System policies set the context to protect, enhance, restore, and conserve the Natural Heritage System to ensure their longterm sustainability.”

As has been mentioned, an EIS has been prepared for the Subject Lands which outlines the existing natural heritage features and appropriate buffers and mitigation measures. Further details will be provided with subsequent more detailed applications. Accordingly, the Proposed Development is consistent with the intent of Section 2.7, as it ensures the long-term protection and integrity of the Natural Heritage System while permitting appropriately planned development within the adjacent Hamlet boundary.

2.8 – Managing Growth mirrors Section 2.2 of the YROP, and states that the Town of Whitchurch-Stouffville will reach 103,000 residents and 28,300 jobs by the year 2051. While no further direction is provided within the Official Plan with respect to the Hamlet of Musselman’s lake, the Town lists several objectives in order to achieve identified Intensification and Density Targets within Section 2.8.2, which include:

2.8.2 Intensification and Density Targets

g. Support a shift towards higher-density housing forms in Built-Up Areas, through compact built forms, investment in the public realm, and mobility and community amenities to support higher density, urban living.

h. Support a more compact built form and a mix of uses and densities, and establish and implement phasing policies.

In accordance with Policy 2.8.2(g), the Proposed Development contemplates intensification and a higher-density housing form than has traditionally been seen in the area, supporting a shift towards higher-density built form within Built-Up Areas.

Further, in keeping with Policy 2.8.2(h), the development represents a logical and phased form of infill that can be appropriately serviced and integrated into the existing community structure, supporting the long-term evolution of Musselman’s Lake as a complete and sustainable Hamlet community.

2.10.4 Water and Wastewater Servicing outlines policies related to municipal and private water and wastewater servicing. The following policies are relevant to the Proposed Development:

l. Permit development on private communal water services and private communal sewage services, as the preferred form of servicing for multi unit/lot development within settlement areas, where municipal water services and municipal sewage services are not available, planned or feasible, to support protection of the environment and minimize potential risks to human health and safety.

o. Promote safe and effective maintenance of individual on-site sewage services to protect groundwater and surface water quality consistent with current Provincial guidelines. These will be permitted only if it can be demonstrated to the Town that there are no adverse impacts on soil, surface or groundwater quality and quantity, and in accordance with applicable policies

in the South Georgian Bay Lake Simcoe and the Credit Valley, Toronto and Region and Central Lake Ontario Source Protection Plans.

The Proposed Development makes use of communal wells serving anywhere from 3 to 6 units as well as communal septic systems for lots with multiple units, in conformity with (l) above. Technical studies provided with the Subject Application and subsequent applications will confirm conformity with (o).

3.1 – Building Complete Communities emphasises the importance of developing complete communities throughout the Town. In order to achieve this, the following are identified as primary objectives:

3.1.1.1 The Town will:

- a. Enhance the Town Structure through a comprehensive integrated growth management framework that provides for healthy, sustainable, complete communities with a strong economic base.*
- b. Require that growth is focused within the Town's designated settlement areas to advance the creation of complete communities.*
- h. Encourage integration of gentle density and a mix and range of housing options within the settlement areas, where locally appropriate, through redevelopment of existing neighbourhoods.*
- j. Provide a diverse mix of housing types and tenures, housing affordability, and employment opportunities through good urban design, as well as ensuring provision of parks, trails, amenities and other uses.*

The Proposed Development is consistent with Policy 3.1.1.1(b), as it represents a logical infill opportunity within an established community and contributes to the efficient use of land within the Hamlet boundary. Further, the proposed multi-family developments, such as the townhouses, apartments, and cluster housing, support the intent of Policy 3.1.1.1(h) by introducing gentle density and a broader range of housing options than has typically been built in the community. Through the provision of 35 residential units on 18 lots, the development delivers a compact housing form that promotes housing choice and affordability while remaining compatible with the surrounding neighbourhood character. In that regard, the proposal also supports Policy 3.1.1.1(j) by contributing to the Town's housing supply through a diverse residential product that responds to evolving housing needs.

Accordingly, the Proposed Development conforms with the intent of Section 3.1 by supporting complete community objectives through the provision of additional housing opportunities, gentle density, and efficient growth within an established settlement area.

3.2 – Building Affordable Housing and Attainable Housing further details the minimum housing targets for the Town of Whitchurch Stouffville.

Table 2: Minimum Housing Targets under Policy 3.2.1.1 states that 600 units of new housing are to be provided to the Town annually, with sub-policy b requiring 41% be low density (single and semi-detached). Furthermore, sub-policies c and d specifically require:

- c. Support higher density housing, infill development and non-traditional housing types by allowing a broader range of permitted dwelling types in land use designations and allow greater flexibility to expand residential dwelling type permissions.*
- d. Encourage construction and development standards for higher density housing, infill development, redevelopment, and new residential development in a form that:*
 - i. Minimizes the cost of housing and facilitates more compact built form;*
 - ii. Maintains appropriate levels of public health and safety;*
 - iii. Considers reduced construction costs through modest amenities, finishes and flexibility within units; and,*
 - iv. Is compatible with the surrounding neighbourhood.*

As has been mentioned, the Proposed Development is higher density than what has traditionally been built in the area, in line with Policy 3.2.1.1. The Proposed Development includes an innovative and non-traditional cluster housing form that offers the opportunity for more affordable single-family home ownership. As such, the Proposed Development represents the type of innovative and attainable housing solution expressly encouraged by the WSOP.

6.7 – Land Use Strategy (Hamlet of Musselman’s Lake) refers to the 2004 WSOP, as it remains in force and effect for the Subject Lands.

6.10.4 - Special Provisions (Hamlet of Musselman’s Lake) presents all site-specific policies approved within the Hamlet of Musselman’s Lake. While not directly relevant to the Proposed Development, it is important to note that the applicant for the Subject Application has received zoning approvals for a residential project at 14622 Ninth Line, per 6.10.4.2:

6.10.4.2 Special Provision (SP-M2): 14622 Ninth Line

- a. Notwithstanding any other policies of this Plan to the contrary, development shall be permitted on private wastewater and private water services subject to the policies of this Plan*

7.9.2 2004 WSOP

As has been mentioned, Section 11 of the 2004 WSOP is still in force and effect for the lands within the Secondary Plan for Ballantrae-Musselman Lake and Environs, which includes the Subject Lands. Section 11.5 provides the Land Use Strategy for the Secondary Plan area. Subsection 11.5.1 requires decisions under the Planning Act, such as the Subject Application, to conform to the Oak Ridges Moraine Conservation Plan as well as the Lake Simcoe Protection Plan. Conformity with these Plans has been discussed in section 7.3 of this PJR and in the EIS provided with the Subject Application under separate cover.

Section 11.5.7 – Musselman Lake Community Area provides further policy direction for the Musselman Lake Community Area designation, and permits the following uses through sub-section 11.5.7.2:

11.5.7.2 *The following uses may be permitted subject to the policies of Section 11.5.7.3:*

- i) Legally existing uses, buildings and structures;*
- ii) Replacement of existing uses, buildings and structures, as well as additions and other modifications to existing uses, buildings and structures, including the addition of accessory uses, buildings and structures;*
- iii) One single detached dwelling on an existing lot of record;*
- iv) Low density residential uses as part of a plan of subdivision or by consent through the redevelopment of existing uses or the development of undeveloped lands with the Musselman Lake Community Area designation;*
- v) Stormwater and erosion control facilities sited, designed and constructed in a way that minimizes negative impacts on natural systems;*
- vi) Public and private infrastructure, such as roads sited, designed and constructed in a way that minimizes negative impacts on natural systems; and,*
- vii) Public uses sited, designed and constructed in a way that minimizes negative impacts on natural systems subject to an amendment to the Zoning By-law.*

Item (iv) expressly contemplates low-density residential development through a plan of subdivision within the Musselman's Lake Community Area designation. The Proposed Development maintains the low-density residential character contemplated by the WSOP and represents an efficient and context-sensitive form of development within the existing settlement area. The development makes effective use of available land and infrastructure, provides additional housing choice and affordability, and supports the broader policy objectives for managed growth within the Musselman's Lake community.

Further, the proposed road, servicing infrastructure, stormwater management facilities, and other associated infrastructure have been designed to minimize impacts on adjacent natural features and environmental systems, consistent with the intent of Policies (v) and (vi). Accordingly, the Proposed Development conforms with the permitted use framework established under Section 11.5.7.2 and represents an appropriate form of residential development within the Musselman's Lake Community Area designation.

Section 11.5.7.3 provides the Land Use Policies to support 11.5.7.2 above:

- i) All development shall conform with the applicable development review policies of Section 11.9, the servicing policies of Section 11.7 and the provisions of Section 11.5.1.*
- ii) Development shall be subject to the site plan control provisions of Section 11.9.5 of this Secondary Plan, where required by the Town.*
- iii) No new uses, buildings and structures or additions to existing uses, buildings and structures greater than a maximum size established in the Zoning By-law shall be permitted without an amendment to the Zoning by-law. In addition, the Town shall be satisfied that changes will be made to the site so that there will be improvement in wastewater and water services, as well as stormwater management practices, which will reduce negative impacts on the kettle lakes and have the potential to enhance water quality in the kettle lakes.*
- v) The redevelopment of existing uses for new low-density residential development, other than one single detached dwelling, shall require approval of a plan of subdivision, or consent and a Zoning By-law amendment. Such redevelopment shall only be permitted provided, based on the applicable requirements of the development review policies of Section 11.9 and any other required studies, that it:*
 - a) Can be demonstrated to the satisfaction of the Town, that the resulting redevelopment will have the potential to significantly enhance water quality in any kettle lake which is affected by surface drainage from the site; and,*
 - b) Conforms with any other applicable policies of the Secondary Plan.*

Conformity with (i) and (v) is provided within this section of the PJR. The Subject Application is the first of several required Planning Act applications, including a Draft Plan of Subdivision, in conformity with (ii). The Subject Application for a Zoning By-law Amendment provides conformity with (iii).

Section 11.7 – Water and Wastewater Servicing Strategy and Stormwater Management provides policies regarding water and wastewater, as well as stormwater management, in the Secondary Plan area.

Subsection 11.7.1 requires new development to connect to the existing municipal water supply. However, the municipal water supply is currently at capacity with no planned upgrades. This section does provide for this situation:

Individual lot private water servicing shall be permitted where full municipal services are not available, planned or feasible. Individual private water servicing is prohibited on lots that are currently connected to the municipal supply. Establishment of individual private well supplies shall be permitted for developments up to five lots. This applies to proposed developments with wells on each lot or if well supplies are shared between lots.

Construction of private wells must be completed such that the well does not draw water directly or indirectly from any shallow aquifer. All wells shall be constructed to the lower aquifer and in accordance with O. Reg 903 with full annular space grouting. To accommodate for availability and sustainability of the municipal drinking water system, all wells shall be completed to a depth below 245 metres above sea level and well pumps set to the lowest depth allowable based on the well design to mitigate lower groundwater levels related to municipal supply production. Acknowledgement of this policy and proposed construction details shall be provided to the Town as part of a building application or planning approval. York Region may require details on the proposed well supply, at its sole discretion.

For individual lot private well supplies developed as part of a development of greater than five lots, the same conditions above apply and must be demonstrated in a Functional Servicing Report, supported by a hydrogeological assessment to the satisfaction and approval of York Region and the Town, at their sole discretion.

Since the Proposed Development is greater than 5 lots, a Functional Servicing Report is provided with the Subject Application under separate cover. A hydrogeological assessment is also underway and will be provided with the application for Draft Plan of Subdivision to demonstrate conformity with the above policies.

The wells have been designed to connect to the lower aquifer in accordance with O. Reg 903, as outlined in the provided Servicing Reports.

Subsection 11.7.2 permits infilling on individual or communal wastewater services. The Proposed Development includes a mix of both, and supporting servicing studies provided under separate cover outline the feasibility of these systems. Further details will be provided with subsequent, more detailed stages of the process, including the Draft Plan of Subdivision application.

Subsection 11.7.2.3 states that all new development in the Musselman's Lake Community Area shall be subject to the policies of 11.5.7; these policies have been addressed within this section of the PJR.

Subsection 11.7.5 outlines policies for stormwater management. A Stormwater Management Report has been included with the Subject Application under separate cover.

Section 11.9 – Development Application Pre-Consultation and Submission Requirements outlines the requirements for development proposals within the Secondary Plan area. A Pre-Consultation was conducted regarding the Proposed Development, in conformity with 11.9.1.2.

Per Section 11.9.2.2, the information and studies listed below are required for an application; notes are included regarding whether the listed study is included with the Subject Application, which is based on discussions with Town staff.

1. Background Information including topographic mapping
 - Status: included with Subject Application under separate cover
2. Plans
 - Status: included with Subject Application under separate cover
3. Stormwater Management
 - Status: included with Subject Application under separate cover
4. Water and Wastewater Services
 - Status: included with Subject Application under separate cover
5. Flood Studies
 - Status: not applicable to the Subject Lands
6. Fisheries Resources Management Study
 - Status: not applicable to the Subject Lands
7. Natural Heritage System Assessment
 - Status: included with Subject Application in the EIS under separate cover
8. Tree Analysis
 - Status: included with Subject Application in the EIS under separate cover
9. Agricultural Code of Practice
 - Status: not applicable to the Subject Lands
10. Cultural Heritage and Archaeological Resources
 - Status: not applicable to the Subject Lands
11. Noise Impact Study

- Status: included with Subject Application under separate cover

12. Traffic Impact Study

- Status: included with Subject Application under separate cover

As demonstrated above, the Subject Application includes all relevant required studies.

Summary:

Based on the foregoing analysis, the Proposed Development conforms with the applicable policies of Sections 1.2, 1.3.3, 2.4.2, 2.7, 2.8, 2.10.4, 3.1, 3.2, 6.7, and 6.10.4 of the 2025 WSOP, as well as Sections 11.5, 11.7, and 11.9 of the 2004 WSOP. Collectively, these policies provide direction for growth management, hamlet development, housing diversity and affordability, protection of natural heritage resources, and the implementation of appropriate land use and servicing within the Musselman's Lake Community Area. The Proposed Development advances these objectives through a compact and innovative development that would provide 35 new residential units on 18 lots through infill development that is compatible with the surrounding community and consistent with the intent of the applicable policy framework.

7.6. Town of Whitchurch Stouffville Zoning By-law 2010-001-ZO

The Town of Whitchurch Stouffville Zoning By-law 2010-001-ZO is the prevailing Zoning By-law for the Subject Lands. The Subject Application proposes to rezone the Development Lands from the 'Development Reserve (D)' Zone to the 'Residential Multiple One (RM1)' Zone and the 'Residential Four (R4(X)) with Site-Specific Exceptions' Zone. The RM1 zone will be for the Apartment Building on Lot 1 while the R4(X) zone will encompass all other lots and housing typologies.

A Zoning Table showing the required and provided provisions of the RM1 and R4 zones is provided in Table 2 below.

As illustrated in Table 2, four site-specific provisions are requested from the R4 zone:

1. Cluster homes as a permitted use
2. A minimum lot frontage of 5m (in lieu of 6m) for townhouses
3. A minimum density of 17 units per hectare (in lieu of 20 units per hectare) for the townhouse blocks
4. A parking ratio of 1.6 spaces per unit (in lieu of 2 spaces per unit) for the cluster homes

Further information about the subject Zoning By-law Amendment is in Section 5 of this PJR.

A copy of the Draft Zoning By-law Amendment and Schedule is provided in **Appendix 1**.

Table 2: Zoning Table

ZONING TABLE						
Provisions	RM1 - Apartment Buildings		R4 - Detached & Semi Detached Dwelling		R4 - Street Townhouses Dwellings	
	REQUIRED	PROVIDED	REQUIRED	PROVIDED	REQUIRED	PROVIDED
Permitted Uses	Apartments	Permitted	Detached	Permitted	Street Townhouse	Permitted
			Semi Detached		Cluster Houses	<i>Not Permitted</i>
Min. Lot Area	222 m ²	963.80 m ²	200 m ²	> 200 m ²	222 m ²	> 222 m ²
Min. Lot Frontage	20 m	> 20 m	6 m	> 6 m ²	6 m / dwelling unit	5.18 m <i>Lot 12 & 18</i>
Min. Front Yard	4.5 m 6 m <i>(to front of Garage)</i>	> 4.5 m	Min. - 7.5 m	> 8 m	4.5 m 6 m <i>(to front of Garage)</i>	> 8 m
Min. Exterior Side Yard	4.5 m 6 m <i>(to front of Garage)</i>	N.A	4 m 6 m <i>(to front of Garage)</i>	N.A	4.5 m 6 m <i>(to front of Garage)</i>	> 4.5 m
Min. Interior Side Yard	N.A	2.6 m	1.5 m <i>(semi - detached 0 m along common wall)</i>	> 1.5 m	1.2 m <i>(street townhouse 0 m along common wall)</i>	> 1.2 m
Min. Yard Between Buildings	6 m	N.A	N.A	N.A	N.A	N.A
Min. Rear Yard	6 m	> 6 m	7.5 m	> 7.5 m	7.5 m	> 7.5 m
Max. Lot Coverage	N.A	N.A	42 % <i>(upto 5m ht.)</i> 35 % <i>(over 5m ht.)</i>	< 35 %	N.A	N.A
Max. Building Height	12 m	< 12 m	10 m	< 10 m	10 m	< 10 m
Min. Outdoor Amenity Area	10 m ² per Dwelling Unit	> = 10 m ² per Dwelling Unit	N.A	N.A	N.A	N.A
Min. Density	20 units/ ha	> = 20 units/ ha	N.A	N.A	20 units/ ha	17 units/ ha <i>Lot 12</i>
Max. Building Length	N.A	N.A	17 m 19 m <i>(if lot depth > 35m)</i>	Complies	N.A	N.A
Min. Number of Parking Spaces	5 Parking Spaces <i>3 x 1.25 parking space / dwelling unit + 3 x 0.75 visitor parking</i>	6 Parking Spaces	2 Parking Spaces / Dwelling Unit	2 Parking Spaces / Dwelling Unit	Townhouse 2 Parking Spaces / Dwelling Unit	2 Parking Spaces / Dwelling Unit
					Cluster Homes 10 Parking Spaces <i>5 x 2 parking space / dwelling unit</i>	8 Parking Spaces <i>5 x 1.6 parking space / dwelling unit</i> <i>Lot 6 & Lot 10</i>

8. Policy Summary

This PJR has been prepared in support of an application for Zoning By-law Amendment to permit the development of 35 residential dwellings across 18 lots within the Hamlet of Musselman's Lake and more broadly the Town of Whitchurch-Stouffville. This Section of the PJR restates the planning policies and highlights the contextual elements of the Subject Lands.

8.1 The *Planning Act*

The Proposed Development has appropriate regard for matters of Provincial Interest as set out in Section 2 of the Planning Act. As demonstrated in Section 7.1 of this PJR, the Proposed Development supports provincial interests regarding the protection of environmental features, efficient use of infrastructure, provision of housing, and the development of complete, safe, and accessible communities.

8.2 Provincial Planning Statement 2024

The Provincial Planning Statement (PPS) 2024 provides policy direction on matters of provincial interest and requires that all municipal decisions affecting land use planning be consistent with its policies. This PJR includes a detailed evaluation of the applicable PPS policies in Section 7.2, including Sections 2.1, 2.2, 2.3, 3.6 and 4.1. In our professional opinion, the Subject Application is consistent with the PPS.

8.3 York Region Official Plan

The Proposed Development has been evaluated against the applicable policies of the York Region Official Plan 2022, as outlined in Section 7.3 of this PJR, including policy sections 2.2, 2.3, 3.4, 5.4, 6.1, and 6.4. In our professional opinion, the Subject Application conforms with the York Region Official Plan.

8.4 Town of Whitchurch-Stouffville Official Plans

The Proposed Development has been evaluated against the applicable policies of the Town of Whitchurch-Stouffville 2025 Official Plan, as outlined in Section 7.4 of this PJR, including but not limited to Policy Sections 1.2, 1.3.3, 2.4.2, 2.7, 2.8, 2.10.4, 3.1, 3.2, 6.7, and 6.10.4. Additionally, given the unique policy framework applied to the Subject Lands, policy sections 11.5, 11.7, and 11.9 of the 2004 Official Plan were also reviewed. In our professional opinion, the Subject Application conforms with the Town of Whitchurch-Stouffville Official Plans.

8.6. Town of Whitchurch Stouffville 2010-001-ZO

The Subject Application has been evaluated in the context of the Town of Whitchurch-Stouffville Zoning By-law. In our professional opinion, the Proposed Development complies with the intent of the Zoning By-law, and the requested amendments represent appropriate and minor modifications to facilitate an efficient and well-designed form of intensification on the Subject Lands.

9. Conclusion

This Planning Justification Report has been prepared in support of a Zoning By-law Amendment application for the lands municipally known as 2 Wylie Lane in the Town of Whitchurch-Stouffville. The Proposed Development facilitates the creation of 35 residential dwelling units across 18 lots through a mix of single-detached, semi-detached, townhouse, stacked apartment, and cluster home housing typologies. The development has been evaluated against the applicable policy framework, including the Planning Act, Provincial Planning Statement (2024), York Region Official Plan (2022), the Oak Ridges Moraine Conservation Plan (2017) and the Town of Whitchurch-Stouffville Official Plan(s) (2025 and 2004), and Zoning By-law 2010-001-ZO. Based on this review, the Proposed Development is consistent with provincial policy direction and conforms with regional and local policies and plans.

As has been demonstrated, the Proposed Development represents an appropriate form of development within the Hamlet of Musselman's Lake, making efficient use of land and private infrastructure while respecting the surrounding natural heritage context and established community character. The Proposed Development includes a modest increase in density from the surrounding community, which supports housing choice and affordability without compromising compatibility with the surrounding residential area.

Supporting technical studies have been provided to demonstrate that the project is technically feasible and compatible with the local natural and built environment. These studies will be further refined as the Proposed Development moves through the Planning and Development process, including at the Draft Plan of Subdivision, detailed design, and building permit stages.

In summary, the Proposed Development represents good planning, is consistent with and conforms with applicable policy frameworks, and constitutes an appropriate form of residential development within the Hamlet of Musselman's Lake. It is our opinion that the Proposed Zoning By-law Amendment application represents good planning.

Respectfully submitted,

Innovation Planning Solutions



Dafne Gokcen, MPL, RPP, MCIP
Senior Planner



Adam Fiorini., BSc., M.E.S
Planner

Appendix 1: Draft Zoning By-law Amendment

THE CORPORATION OF THE TOWN OF WHITCHURCH-STOUFFVILLE

BY-LAW NUMBER 2026-XX-ZO

BEING a BY-LAW to amend By-law 2010-001-ZO of the Town of Whitchurch-Stouffville (Comprehensive Zoning By-law) for the lands located at 2 Wylie Lane.

WHEREAS Section 34 of the Planning Act, R.S.O 1990, C.P.13, as amended, permits the Councils of local municipalities to pass zoning by-laws prohibiting the use of land, or the erecting, location or using of buildings or structures for, or except for such purposes as may be set out in the by-law.

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWN OF WHITCHURCH-STOUFFVILLE ENACTS AS FOLLOWS:

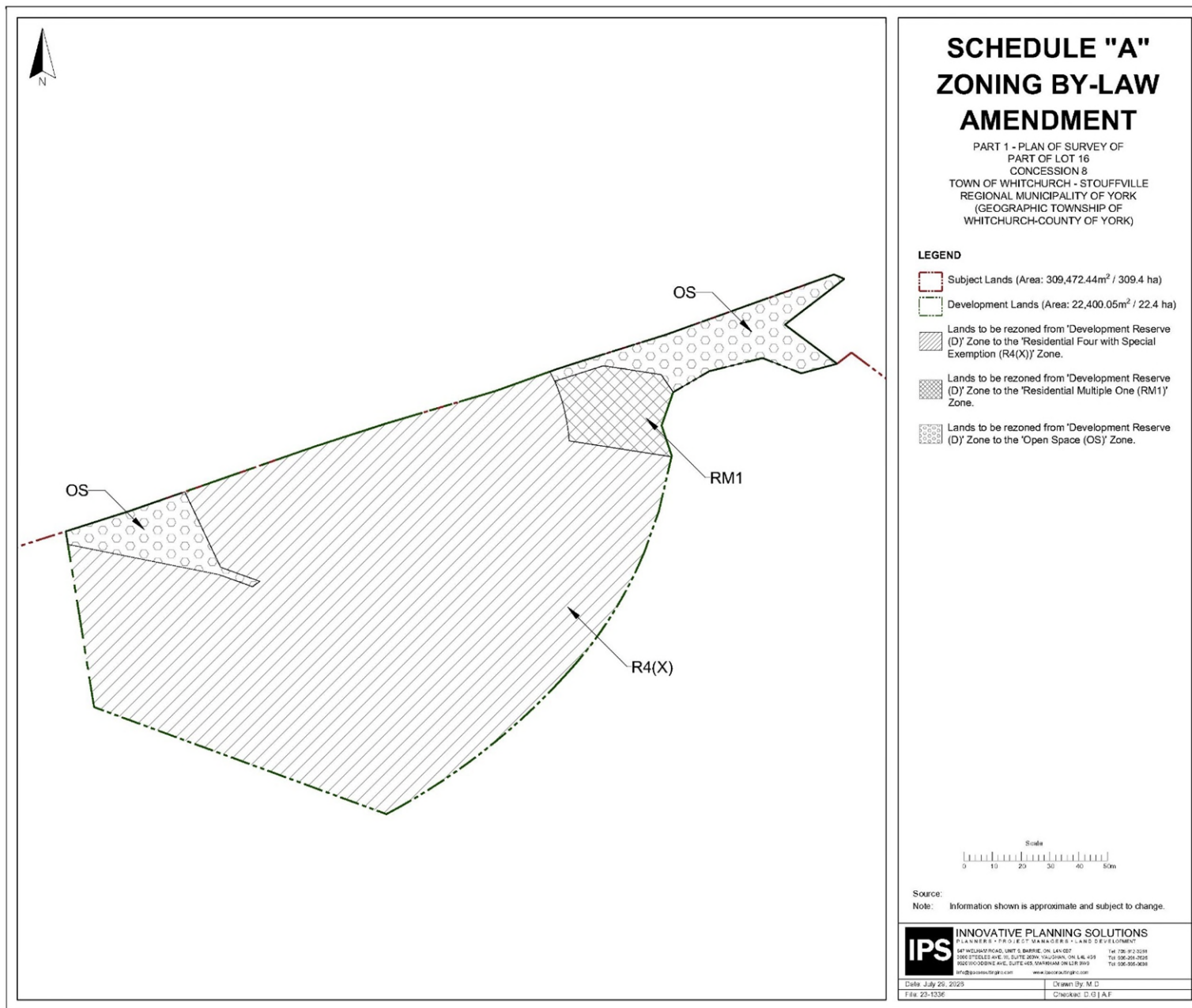
1. THAT Comprehensive Zoning By-law No. 2010-001-ZO is hereby amended as follows:
 - i. By amending schedule 28 to rezone a portion of the lands from Development Reserve (D) to RM1 and (R4(X)), as shown on schedule A to this by-law; and
 - ii. By amending Section 5.4.2 "Exception to the R4 Zone" to add a new Section 5.4.8.3 (Residential Four Exception X Zone) as set out in Schedule B to this by-law; and
2. THAT this By-law shall take effect as of the date of passing, subject to the provision of the Planning Act, R.S.O. 1990, Chap. P. 13 as amended.

READ a first and second time this ddth day of Month, 2026.

READ a third time and passed this ddth day of Month, 2026.

Mayor

Clerk



Schedule B

5.4.8.3 R4(X) 2 Wylie Lane, Schedule 28 (2026-XX-ZO)

1. Regulations

- i. By amending "Permitted Uses, Buildings and Structures" to add 'Cluster Houses' as permitted use within the R4 Zone as set out in **Schedule B** to this by-law; and
- ii. By amending "Regulations" regarding the R4 Zone, to permit a Minimum Lot Frontage of 5m for Townhouse Dwelling Units; and
- iii. By amending "Regulations" regarding the R4 Zone, to permit a Minimum Density of 17 units per hectare for Townhouse Dwelling Units; and
- iv. By amending "Regulations" regarding the R4 Zone, to permit a minimum of 1.6 Parking Spaces per Unit for the Cluster Townhomes.