

3

TOWN OF WHITCHURCH-STOUFFVILLE OFFICIAL PLAN AMENDMENT NOS. 116 & 117

The Planning and Economic Development Committee recommends the adoption of the recommendations contained in the following report, December 15, 2005, from the Commissioner of Planning and Development Services:

1. RECOMMENDATIONS

It is recommended that:

1. The Commissioner of Planning and Development Services be authorized to give notice to approve Amendment No. 116 to the Official Plan of the Town of Whitchurch-Stouffville.
2. The Commissioner of Planning and Development Services be authorized to give notice to approve Amendment No. 117 to the Official Plan of the Town of Whitchurch-Stouffville subject to the modification set out in *Attachment No.1*.

2. PURPOSE

The purpose of this report is to recommend approval of the Town of Whitchurch-Stouffville's Official Plan Amendment Nos. 116 & 117 (OPAs 116 & 117) which are proposing mixed used development in the community of Stouffville. Staff need to report to Committee and Council on both these applications as OPA 116 is a policy amendment and Regional staff have received a request for Notice of Decision on OPA 117 due to unresolved issues.

3. BACKGROUND

3.1 OPA 116

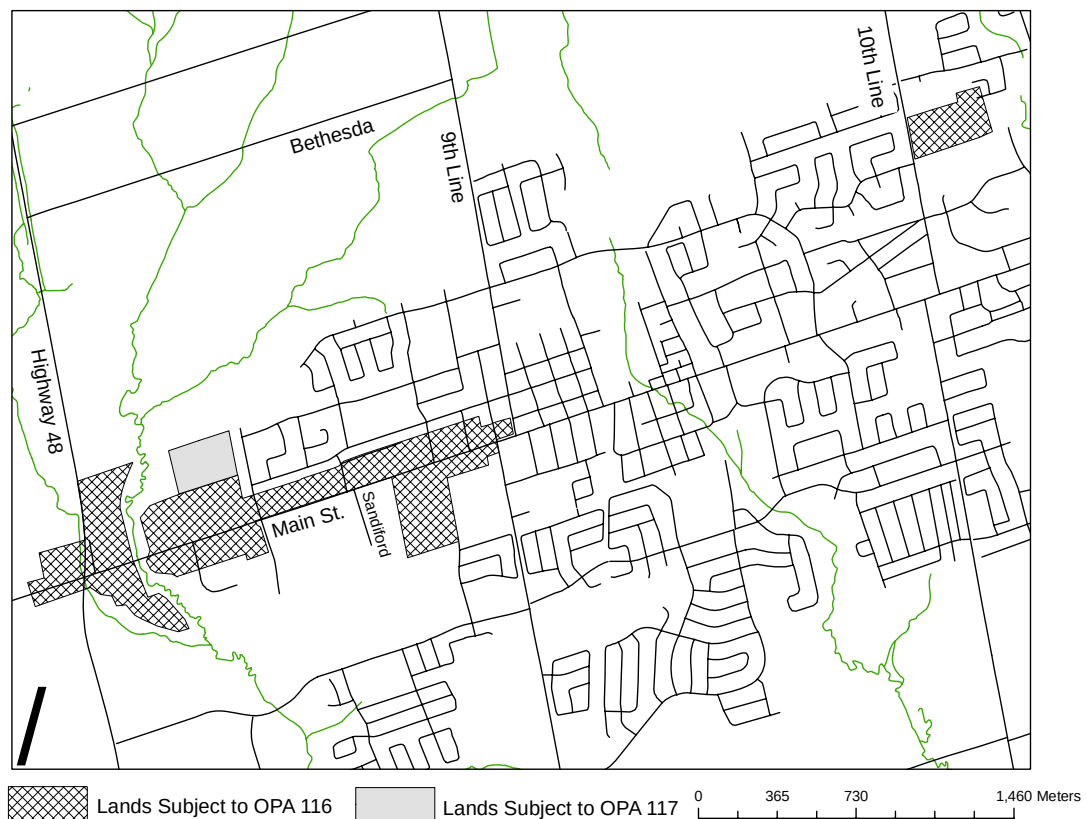
The lands within OPA 116 are located at both the western and eastern ends of the Community of Stouffville (*see Figure 1*). The lands at the western end of Stouffville are located in what is referred to by the Town as the "Western Approach Area", which is defined in the OPA as properties which front onto Main Street, from Highway 48 to Ninth Line. Three land use designations in the Town's Official Plan currently make up the Western Approach Area as follows: "Western Approach Area – Mixed Use"; "Western Approach Area – Commercial"; and "Gateway Mixed Use". Land use activities permitted include: light industrial, retail and commercial uses; office; service commercial uses; residential; and mixed use.

The lands at the eastern end of Stouffville are located at 12,555 Tenth Line (Stouffville Flea Market). These lands are approximately 6.0 to 6.9 hectares (15 - 17 ac) in size and are currently designated “Special Commercial Area”.

3.1.1 OPA 117

The lands subject to OPA 117 abut the north side of OPA 116, towards the west end of the OPA (see Figure 1) and are currently owned by Don Anderson Haulage Limited. The lands are approximately 12 hectares (30 ac) in area, with the southerly 60% of the property designated “Western Approach Area – Mixed Use” and the remaining area designated “Residential Area”. In approximately the centre of the landholding is an established transport terminal comprised of an office/maintenance building, extensive outdoor storage associated with the truck fleet, and a concrete batching plant.

Figure 1



3.2 History

The Town of Whitchurch-Stouffville’s secondary plan for the Community of Stouffville was adopted by Council in 1997 and was approved by the Ontario Municipal Board in 1998. In early 2005, the Town, not having reviewed the plan for approximately eight years and having received three separate commercial proposals for “big box” development (including the Anderson Haulage property), determined that a

comprehensive overview and assessment of the existing commercial policy regime was warranted.

To assist the Town in evaluating the need for additional commercial facilities and to determine the best location for such facilities, the Town hired Macaulay Shiomi Howson Ltd. and W. Scott Morgan & Associates Ltd. to complete a Commercial Policy Strategy for the Stouffville Community.

Conclusions of the Commercial Policy Strategy include the following:

- There is a need for revisions to the Stouffville Secondary Plan policies and the broadening of commercial opportunities within Stouffville to respond to the pending residential growth.
- The Western Approach Area is the gateway and entrance to the Community of Stouffville and as such represents the first image of the village. Therefore the presence of the node should be elevated through a stronger policy framework to enhance the appearance of the built form.
- There is a need for more encompassing urban design principles which are designed to create an interesting street edge, pedestrian, and promote compatibility amongst uses.
- There is a need to incorporate residential development into the commercial fabric.
- In recognition of the deficiency of commercial/retail space on the eastern flank of Stouffville, it would be in the greater public interest to protect lands on the Flea Market site for a Neighbourhood Retail Centre and the potential for a supermarket anchor.

3.3 Description of OPA 116

The purpose of OPA 116 is as follows:

1. To change the existing policy framework of the “Western Approach Area – Mixed Use”, the “Western Approach Area – Commercial”, and the “Gateway Mixed Use Area” designations of the Stouffville Secondary Plan by:
 - promoting mixed use development (commercial and residential)
 - providing enhanced urban design principles
 - providing clearer direction on the issues of compatibility between commercial development and adjacent residential neighbourhoods. OPA 116 does not propose any changes to the boundaries of the above designations.
2. To delete the existing “Special Commercial Area” designation that recognizes the business practices of the Stouffville Flea market at 12,555 Tenth Line.
3. To redesignate the Flea Market site to “Neighbourhood Retail Area” which permits medium density residential, and the day to day retail/commercial requirements of the

area residential neighbourhoods. This includes retail and service commercial uses which would typically have an individual store size of less than 835 square metres (8990 sq. ft.), larger retail stores such as grocery stores, drug stores, and hardware stores, professional and business offices, clinics, eating establishments, financial institutions, and gas bar and automotive service centres.

3.3.1 Description of OPA 117

The purpose of OPA 117 is to redesignate the northerly 40% of the Anderson Haulage lands from “Residential Area” to “Western Approach Area – Mixed Use” in keeping with the designation of the southerly portion of the subject lands. The policies found in OPA 116, in its final form, would therefore apply to the lands.

OPA 117 also provides for:

- The phasing of development.
- Development of residential dwelling units abutting the east and north property limits of the lands as part of the initial phase of retail/commercial development.
- That where water and/or sanitary sewer capacity for the residential portion of the development is delayed because of infrastructure improvements by the Town or York Region, the owner shall be permitted to proceed with the retail/commercial in advance of the residential. If this occurs, the Town will ensure sufficient separation distances between the existing residential neighbourhoods and the new development.

As noted earlier in this report, the OPA 117 lands are currently used for a transport terminal. Prior to the approval of any development proposals for these lands, the applicant will be required to provide evidence to the local municipality that the property has been properly assessed and shown to meet the soil, sediment and groundwater standards appropriate for the proposed use in accordance with Provincial requirements.

On September 20, 2005, both OPA 116 and OPA 117 were brought forward and adopted by Whitchurch-Stouffville at their Committee and Council Meeting of September 20, 2005.

4. ANALYSIS AND OPTIONS

OPAs 116 and 117 have gone through an extensive public consultation process, conform to Provincial policy and the policies of the Regional Official Plan (ROP), and represent good planning.

Since OPA No. 117 incorporates the subject lands into the Western Approach Area of OPA No. 116, the following analysis pertains to the two Official Plan Amendments.

4.1 Provincial Policy

The proposed Official Plan Amendments must be consistent with the Provincial Policy Statement (PPS), which provides policy direction on matters of provincial interest related to land use planning and development. In addition to the PPS, the Province has just released the Growth Plan for the Greater Golden Horseshoe under the Places to Grow Act, R.S.O. 2005. These documents promote and require municipalities to encourage residential intensification and the efficient utilization of urban serviced lands. The documents encourage strong, liveable and healthy communities that enhance social well-being and are economically and environmentally sound.

Through OPAs 116 and 117, the Town is promoting the principle of mixed use and residential development within the Western Approach Area. In addition, the plans will contribute towards the economic stability of the municipality by increasing its tax assessment.

OPAs 116 and 117 are consistent with the Provincial policies set out in the PPS and the Growth Plan.

4.2 Conformity with the Region's Official Plan

The Economic Vitality section and the Growth Management- Community Building section of the Regional Official Plan set out policies to assess the proposed Official Plan Amendments.

4.2.1 Community Building

The objective of Section 5.2 – Community Building of the Regional Official Plan is “To develop diverse, self-sufficient, accessible, safe, green, economically vibrant, pedestrian oriented, accessible communities through excellence in planning and urban design.”

The lands within the boundaries of the Official Plan Amendments are designated “Urban Area” by the ROP and Section 5.2.1 states that it is the policy of Council that the majority of growth be directed to urban areas.

Section 5.2.4 states that it is the policy of Council to target a minimum of 30% of the Region's forecasted population increase to existing built-up portions of urban areas, towns and villages by redevelopment of under-utilized areas and areas in transition. Through the adoption of OPAs 116 & 117, the Town of Whitchurch-Stouffville has taken proactive steps to guide development and redevelopment within the Western Approach Area. In addition, although there is no development application or proposal being advanced by the Stouffville Flea Market at this time, the Town has identified the need for commercial facilities in the eastern flank of Stouffville. The intent of the redesignation of the property to “Neighbourhood Retail Area” is to promote the future redevelopment of the site with a blend of residential and commercial uses.

Section 5.2.10 requires the consideration of the impact and compatibility of potentially conflicting land uses on each other and the surrounding area. The proposed OPAs

include policies that ensure that the mix of permitted uses shall be designed and developed in a manner compatible with and complementary to the surrounding area.

4.2.2 Economic Vitality

Section 3 - Economic Vitality of the Regional Official Plan sets out various policies that are designed to ensure that York Region is an attractive place for business investment and economic activity.

Section 3.3 of the Regional Official Plan – Locations for Economic Development – states that the Region and the area municipalities must provide locations for a wide array of economic activity. The Region encourages a diversity of available sites and locations, flexibility for different types of buildings and a mix of supporting uses. In this regard, OPAs 116 and 117 provide for a variety of commercial and retail business activities as well as light industrial, offices, research and development, data processing centres, and financial institutions.

In addition, Section 3.3.7 states that area municipalities are encouraged to plan for retail facilities as integral parts of communities with an emphasis on community and design. In accordance with section 3.3.7 the Town has focused its efforts on the formulation of detailed Official Plan policies that provide for or address the following:

- a) the meshing of the proposal's street grid and pedestrian system into the community
- b) the mix of residential and office commercial land uses on each part of the proposal
- c) the integration of the parks, natural areas and other public spaces into the community
- d) the relationship of the proposed buildings to the street
- e) the distribution of floor space densities across the site
- f) the avoidance of large expanses of parking areas.

4.3 Servicing and Proposed Modification

Development in Stouffville will be serviced by the extension of the 9th line sewer, the majority of which is now completed. The Town of Whitchurch Stouffville has allocated by resolution the equivalent of 80 residential units to the OPA 117 lands. The allocations to this property have been provided within the context of the 9th Line Development Charge Credit Agreement and do not represent additional residential units. Any unit yield beyond the 80 allocated units could potentially be delayed until the expansion of the Duffin Creek Water Pollution Control Plant (WPCP) is complete and the upgrading of the Southeast Collector trunk sewer downstream of the Community of Stouffville is in service. The Region, in cooperation with the Town, will carefully monitor the allocation of sewer capacity within the municipality.

Amendment No. 117 refers to residential development that may be delayed because of servicing infrastructure improvements underway by the Town or Region. A modification has been included in Amendment No. 117 recognizing the current allocation of 80 units and identifying the above noted required Regional sanitary servicing infrastructure

needed for development beyond the 80 units. The modification is set out in *Attachment 1* to this report.

4.4 Relationship to Vision 2026

“*Creating Vibrant Urban and Rural Communities*” is an action area for Goal 1 – Quality Communities for a Diverse Population of Vision 2026. Creating vibrant urban communities includes “promoting livable, sustainable, and safe communities”, “revitalizing and promoting compact community cores”, “promoting high-quality urban design” and “encouraging pedestrian-friendly and transit-oriented neighbourhoods”. The proposed OPAs are designed to address these areas and thereby enhance the quality of life in the Community of Stouffville. The proposed OPA’s are therefore consistent with the above noted action area of Vision 2026.

5. FINANCIAL IMPLICATIONS

There are no financial impacts associated with this report. Additional commercial, residential and mixed used development will increase assessment for the Town and Region.

6. LOCAL MUNICIPAL IMPACT

The Town of Whitchurch-Stouffville has adopted OPAs 116 & 117 and the recommendations of this report are consistent with the Town’s position.

7. CONCLUSION

The Town of Whitchurch-Stouffville has adopted two amendments to the Community of Stouffville Secondary Plan. Official Plan Amendment No. 116 applies to the “Western Approach Area – Mixed Use”; “Western Approach Area – Commercial”; and “Gateway Mixed Use” land use designations of the existing Secondary Plan. The OPA revises the existing policy framework as per the Town’s Commercial Policy Strategy for the Stouffville Community. In addition, as per the Strategy, the OPA redesignates the Stouffville Flea Market lands from “Special Commercial Area” to “Neighbourhood Retail Area” to promote the future development of the lands

The lands subject to OPA 117 abut the north side of OPA 116, towards the west end of the OPA. OPA 117 provides for mixed use, commercial, residential and special provisions dealing with phased residential development.

OPAs 116 and 117 have gone through an extensive public consultation process, are in conformity with the Regional Official Plan and Provincial policy and represent good planning. It is recommended that the Commissioner of Planning and Development Services be authorized to give notice to approve Amendment No. 116 and Amendment No. 117 to the Official Plan of the Town of Whitchurch-Stouffville.

The Senior Management Group has reviewed this report.

(The attachment referred to in this clause is attached to this report.)