

TOWN OF WHITCHURCH- STOUFFVILLE

GROWTH MANAGEMENT STRATEGY

ALTERNATIVE URBAN GROWTH OPTIONS DISCUSSION PAPER

March 15, 2013



Plaza Three, 101-2000 Argentia Rd.
Mississauga, ON Canada L5N 1V9
Tel (905) 272-3600 • Fax (905) 272-3602
email: info@watson-econ.ca



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EXECUTIVE SUMMARY

The Town of Whitchurch-Stouffville has retained a Consultant Team led by Watson & Associates Economists Ltd., to prepare a Growth Management Strategy (GMS) for the Town. The GMS will guide development and direct population and employment growth within the Town to the year 2031. The purpose of this discussion paper is to summarize the range of future long-term alternative urban growth options which have been developed for the Town from both a quantitative and qualitative perspective.

Whitchurch-Stouffville has experienced unprecedented growth in recent years. Over the 2006 to 2011 period, the Town's housing stock grew by approximately 4,500 units, or over 900 units per year. Over this period, the Town's population increased by 12,600 or 47%, one of the highest rates of population growth in Ontario. The majority of housing and population growth within the Town over the 2006 to 2011 period was accommodated within Stouffville. The residential built form of development in Stouffville over the past five years has been more compact than previous developments in the community, reflected through a moderate shift in housing mix and higher densities for low-density housing.

The Town is forecast to reach a population of 55,800 and 60,600 by 2021 and 2031, respectively. This represents a steady population growth rate of 3.5% annually between 2011 and 2021, corresponding to an increase of 16,400 persons over the forecast period. The annual rate of population growth during the 2021 to 2031 time period is forecast to decline to 0.9%, with an increase of 4,800 persons. Based on a review of intensification and greenfield housing supply opportunities, as well as an assessment of market demand for future housing growth, Stouffville is anticipated to accommodate approximately 97% of Town-wide housing growth over the forecast period. Stouffville's population is expected to increase by 20,100 between 2011 and 2031.

With the majority of future growth anticipated to be concentrated within Stouffville, four alternative Urban Form Growth Options to accommodate forecast population and employment growth have been developed for the Community. These are: Option 1 - Current Trends/Low Density Growth Trends, Option 2 - More Compact - More Compact Greenfield (Scenario 1), Option 3 - More Compact - Increased Intensification (Scenario 2) and Option 4 - Highly Compact. The growth options consider varying assumptions regarding the future allocation, form and density of residential development within the Stouffville built-up area and remaining greenfield land.

Option 1 -The Current Trends/Low Density Growth Trends Scenario envisions future residential growth to follow recent development patterns, predominantly low density, accommodated largely within greenfield areas with a modest share of intensification. This scenario requires an expansion of the Town's existing urban boundary to accommodate residential growth to 2031.

The More Compact Scenario proposes a moderate shift towards higher density housing with a greater share of residential intensification. Under this scenario, all growth is accommodated within the Phase 2 and 3 lands without a need for further urban expansion. Two options are explored:

- **Option 2 – More Compact Scenario 1 – More Compact Greenfield** accommodates growth through moderate intensification and a greater utilization of greenfield lands through more compact development and a greater share of higher density housing.
- **Option 3 – More Compact Scenario 2 – Increased Intensification** accommodates growth through a higher level of intensification (in comparison to existing development trends) with greenfield development comparable to current trends.

Option 4 - Highly Compact Scenario accommodates all growth within the remaining Phase 2 lands without the need for the Phase 3 lands. This requires a very significant shift in housing form from existing conditions/current trends, with a high proportion of forecast residential growth comprised of medium- and high-density dwellings and a significant share of growth accommodated through intensification.

During the next phase of this assignment, the four Urban Growth Options will be subject to an evaluation based on a number of criteria that will help guide the selection of a preferred growth option.

1. INTRODUCTION

1.1 Project Overview

The Town has retained a Consultant Team led by Watson & Associates Economists Ltd., to prepare a Growth Management Strategy (GMS) for the Town of Whitchurch-Stouffville. The GMS will form a critical background document for the Town as it moves forward with the future development of its downtown, existing built-up areas and the remaining designated greenfield areas. The GMS will also provide a forum to update, integrate and co-ordinate key municipal strategies, such as functional servicing studies/master environmental servicing plans, updates to the official plan/secondary plans, fiscal impact assessments, development charge background studies and master plans for various Town departments.

This study is being prepared as a two-step process:

Step 1 involves the preparation of a Growth Management Strategy/Land Inventory and Capacity Analysis for the Town. This analysis is to be undertaken within the framework of current provincial planning policy, the Region of York's new Official Plan (ROP) and the Town of Whitchurch-Stouffville's Official Plan/Secondary Plans. Step 1 is scheduled to be completed by the Spring of 2013.

Step 2 is a Secondary Plan Amendment study process informed by the preparation of a Background Analysis Report, Alternative Land Use and Urban Design Concepts for the Phase 3 Lands in the Community of Stouffville. Step 2 will only occur if Town Council is satisfied after Step 1 that there is a demonstrated need for additional residential and non-residential lands within the next 10 years to accommodate growth.

The purpose of this discussion paper, as part of Step 1 of the project, is to summarize the range of future long-term alternative urban growth options which have been developed for the Town from both a quantitative and qualitative perspective.

W TOWN OF WHITCHURCH-STOUFFVILLE
PUBLIC INFORMATION CENTRE
NOVEMBER 5, 2012 7:00 - 9:00 PM
COUNCIL CHAMBERS, 111 SANDIFORD DRIVE

Growth Management Strategy

What is Growth Management Strategy?
A Growth Management Strategy is a strategic planning document to guide development and direct population and employment growth within the Town to the Year 2031.

What is the purpose of the strategy?

- Provide a blueprint for the development of the downtown, existing built-up areas and remaining designated greenfield areas.
- Identify whether sufficient lands are designated and available to meet projected residential and employment growth.
- Provide a basis to direct, integrate, co-ordinate and update key municipal strategies such as:
 - Functional Servicing Studies
 - Master Environmental Servicing Plans
 - Official Plan & Secondary Plans
 - Fiscal Impact Assessments
 - Development Charges Background Report
 - Master Plans

What is the purpose of this meeting?

- Introduce the study
- Summarize the preliminary findings to date
- Obtain initial input

Specific attention will be given to future growth patterns and urban land requirements for the Community of Stouffville.

Tell Us What You Think!

A web page has been set-up for the study, which you can visit to keep up to date on the study progress and to view key documents at:

www.townofws.ca/GMS

Meeting Agenda

- 7:00 PM Staff & Consultants will be available to discuss the study findings
- 7:30 PM Consultant presentation / Q & A Session
- 8 - 9 PM Staff & Consultants will be available to discuss the study findings

Contact Info

Alan Drost, M.C.I.P., R.P.P.
Manager of Planning Services
alan.drost@townofws.ca
905-840-1910 x 2320

W TOWN OF WHITCHURCH-STOUFFVILLE **Watson & Associates**

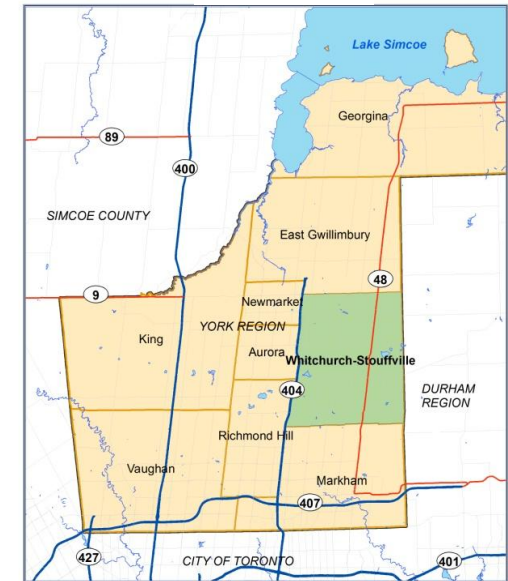
1.2 What is a Growth Management Strategy?

Managing growth and development in a fiscally, environmentally and socially sustainable manner is a key goal of the Town as set out in its 2011-2014 Corporate Strategic Plan. Accordingly, the Town of Whitchurch-Stouffville is undertaking a Growth Management Strategy (GMS), which will guide development and direct population and employment growth within the Town to the year 2031.

A Growth Management Strategy (GMS) is a policy document used to establish a long-term vision and planning framework for a municipality that fosters a sustainable approach to future residential growth and economic development. Typically, a GMS examines future population and employment potential based on existing economic, socio-economic and demographic trends in combination with identified future growth drivers at both a regional and local level.

This study represents a critical background document to the Town's growth conformity exercise and Secondary Plan Amendment study process for the Phase 3 lands in the Community of Stouffville. Integral to this analysis for the Town is a comprehensive review of how growth in the built-up area, remaining Phase 2 greenfield lands and the Phase 3 greenfield lands will be planned, phased and accommodated. This analysis is critical to guiding the timing and amount of future land needs, hard and soft infrastructure requirements and municipal finance impacts associated with new development.

Figure 1

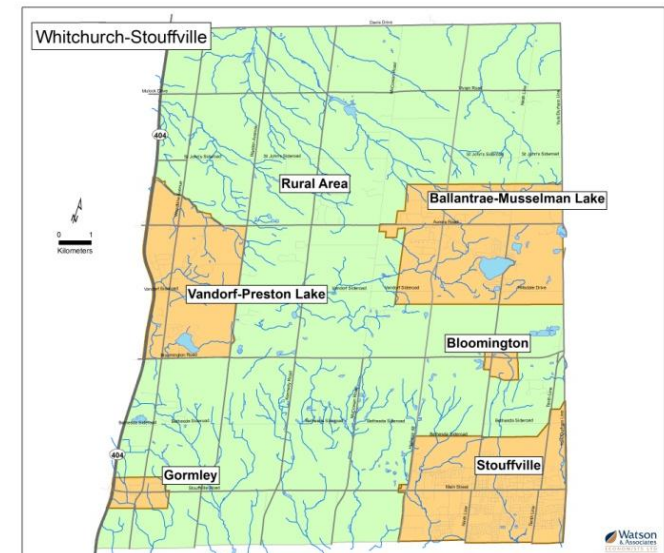


1.3 Overview of Whitchurch-Stouffville

The Town of Whitchurch-Stouffville is a fast growing municipality of just under 40,000 people¹ with a geographic area of approximately 210 sq.km located in York Region, as illustrated in Figure 1. The Town and York Region form part of the Greater Toronto Area +Hamilton (GTAH) which is located within the Greater Golden Horseshoe (GGH) Region of Ontario.

The Town has a diverse urban and rural character exhibited by a number of settlement areas and vast rural lands, as illustrated in Figure 2. Stouffville is the largest settlement area in the Town, accounting for two-thirds of Whitchurch-Stouffville's population. Other settlement areas include Balantrae-Musselman Lake, Vandorf-Preston Lake, Gormley and Bloomington. Virtually all other lands are protected by the Oak Ridges Moraine Conservation Plan and *The Greenbelt Act, 2005*.

Figure 2



¹ Based on the 2011 Census including the net Census undercount of approximately 4%.

2. POPULATION AND HOUSING GROWTH TRENDS IN WHITCHURCH-STOUFFVILLE

The purpose of this Chapter is to provide a brief review of historical and forecast housing, population and employment trends for the Town of Whitchurch-Stouffville. Specific attention is given to general housing market trends related to housing built form (i.e. housing structure type), housing density (i.e. units per hectare) and residential and non-residential growth rates.

2.1 Residential Growth Trends

2.1.1 Housing Growth

Figure 3 summarizes the housing stock for the Town of Whitchurch-Stouffville over the 1991 to 2011 Census period. During the 1991 to 2011 period, Whitchurch-Stouffville's housing stock has more than doubled in size, increasing from 6,055 to 13,040 housing units. The Town's 2011 housing stock grew by approximately 4,500 units since 2006 or over 900 units per year. This represents an average rate of approximately 8.9% per annum over the past five years. This figure is significantly higher than the previous 25-year growth rates for the Town, the Province and the Region.

2.1.2 Recent Housing Growth by Structure Type

Figure 4 summarizes recent housing development in the Town of Whitchurch-Stouffville by structure type from 2007 to 2011. Over this period, 74% of housing growth has been low density (singles/semis), compared to 25% medium density (townhouses) and 2% high density (apartments/condominiums). The Town's current housing stock is dominated by low-density housing forms (82% of 2011 housing stock) but has gradually shifted towards more medium-density housing forms over the past decade. It is also important to note that the Town's low-density housing forms have become more compact over the past several decades.

Figure 3

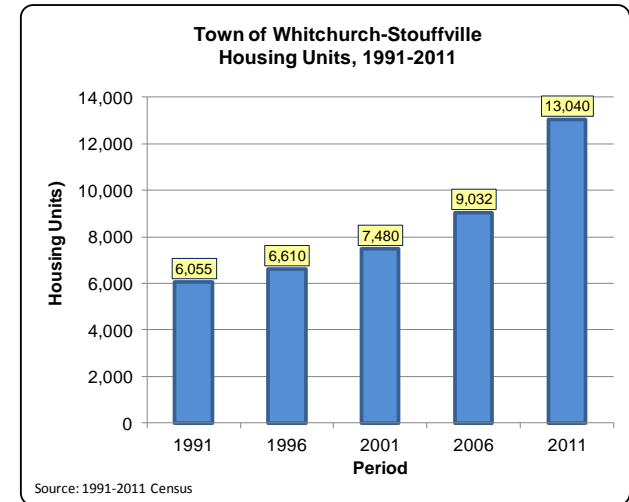
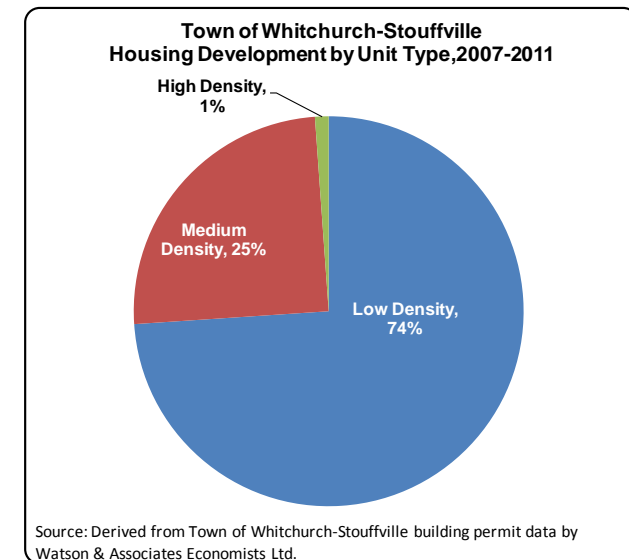


Figure 4



2.1.3 Residential Growth Trends by Community

Over the past five years, 89% of municipal-wide housing growth has been accommodated within Stouffville, as identified in Figure 5. The majority of housing growth in Stouffville during the period has been accommodated within the Phase 1 lands and a limited number of registered subdivisions in the Phase 2 lands. Over the 2012-2031 forecast period, Stouffville is anticipated to accommodate approximately 97% of housing growth within the Town.

2.1.4 Community of Stouffville - Residential Built Form – Historical Context/Existing Conditions

Figure 6 geographically illustrates the location of developed urban lands within the Community of Stouffville within the built boundary (built-up area), Phase 1 lands and Phase 2 lands developed to date. Until 2006, the rate of residential growth in Stouffville was relatively modest and accommodated with the existing built boundary. Over the 2006-2012 period, the significant residential growth the Town has experienced has largely been accommodated with the Phase 1 lands and a small share of the Phase 2 lands. The residential built form of development within Phase 1 and 2 lands has been more compact than previous developments in Stouffville, reflected through a moderate shift in housing mix and higher densities for low-density housing.

Though the residential housing stock within Stouffville is predominantly single family (low density), recent development within the Phase 1 and 2 lands has accommodated a greater share of medium-density housing. Further, projects under construction in Phase 2 suggest a greater share of higher density development will be accommodated in the future.

Figure 5

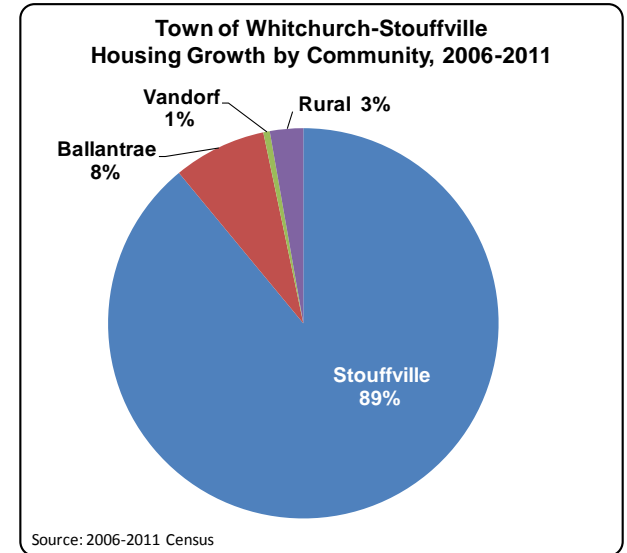
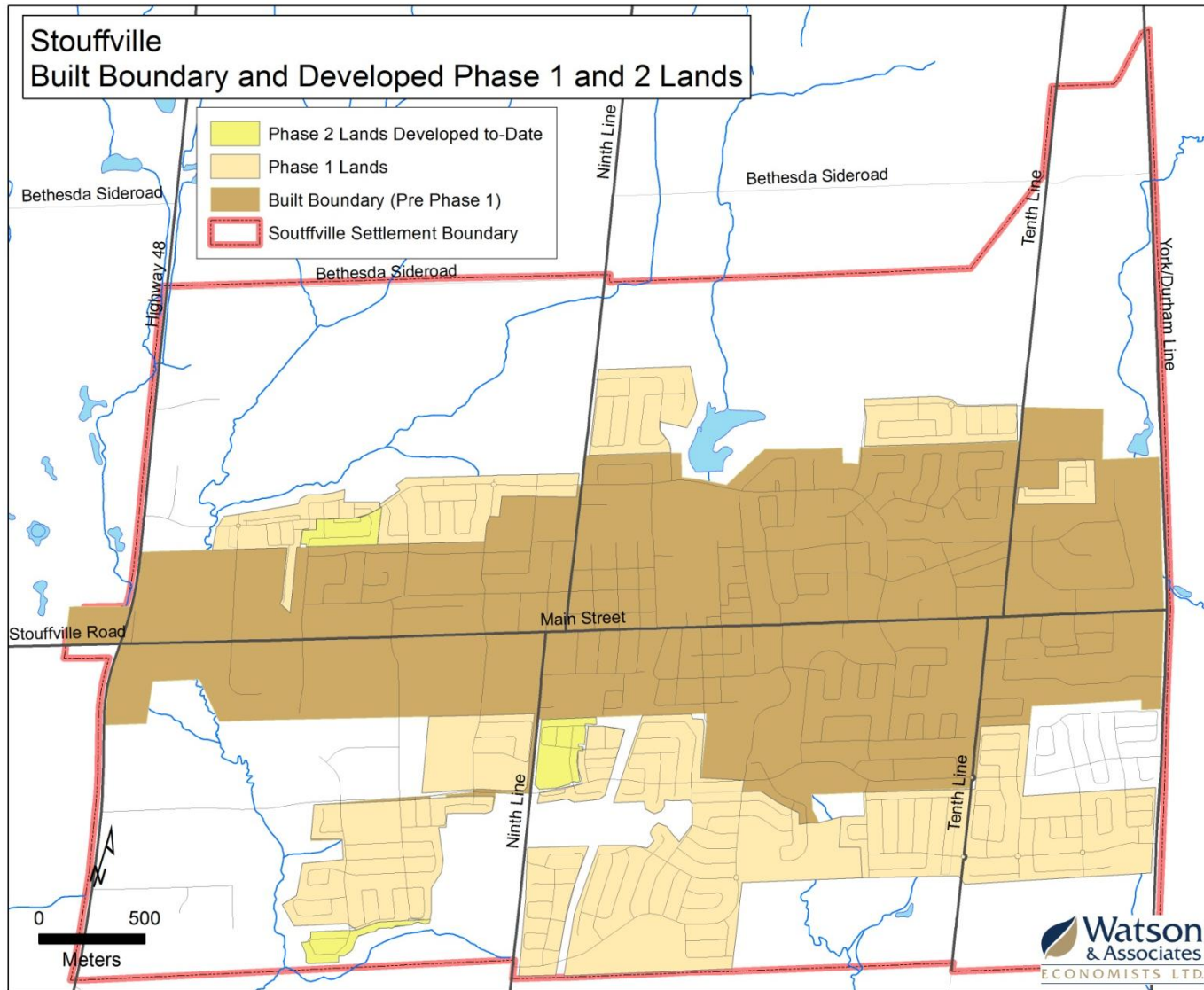


Figure 6



The density of low-density housing has also increased significantly in Phase 1 and 2 land developments compared to the historical development patterns. Figure 7 summarizes the average residential density for low-density housing (housing units per net Ha) within Stouffville’s built boundary and Phase 1 and 2 lands. As shown, housing stock within residential areas pre-dating the Phase 1 lands has a relatively low unit density (average of 12 units per net Ha) characterized by relatively large lots. Housing within Phase 1 and 2 lands is comparatively more compact (average of 28 units per net Ha), characterized by smaller lot sizes and a higher share of semi-detached units.

Figure 8 provides an illustrative summary of typical low, medium and high density housing built form typically being constructed within Stouffville (and the broader outer ring of the GTA over the past five years). As shown, low-density housing is comprised of single detached and semi-detached homes with densities typically ranging between 20 and 30 units per net Ha. In comparison, medium-density development is comprised of town/row houses typically constructed at densities of 40-50 units per net Ha. In comparison, high-density development, which consists of condominiums and apartments is comprised of multi-storey buildings (4-6 storeys), with densities ranging between 50 and 100 units per net Ha.

Figure 7
Stouffville Low Density Housing Built Form


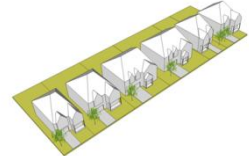

	Housing Density (units per net ha)	Housing Type	Typical Lot Frontage for Single Family Homes
Residential Pre Phase 1	12	Predominantly single family	50-65'
Phase 1/Phase (Built to-date)	28	Primarily single family with some semi detached	30-36'

Source: Watson & Associates Economists Ltd.

Figure 8





Low Density Residential
(20-30 Units / ha.)

- Single Family Homes (Detached)
- Semi-detached Homes




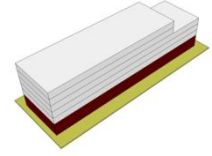
Medium Density Residential
(40-50 Units / ha.)

- Townhouses (with attached garage)
- Townhouses (with laneway)
- Duplexes
- Multiplexes
- Live/Work Units

High Density Residential
(50-100 Units / ha.)

- Stacked Townhouses
- Apartments (4-6 storeys)

2.1.5 Town-Wide Population Growth Trends

Figure 9 summarizes the Town of Whitchurch-Stouffville’s population¹ from 1991 through 2011 and forecast population to 2031. Figure 10 provides a summary of average annual population growth rates for Whitchurch-Stouffville over the 1991-2031 period.

Between 1991 and 2006, Whitchurch-Stouffville’s population grew from 19,100 to 26,800, an increase of 40%. The Town’s 2011 population is 39,400, an increase of 12,600 or 47% from the 2006 census period. Comparatively, Whitchurch-Stouffville’s average annual population growth rate over the 2006-2011 period of 7.9% is one of the highest in Ontario, significantly higher than the York Region average and Ontario average of 3.0% and 1.1%, respectively.

The Town of Whitchurch-Stouffville is forecast to reach a population of 55,800 and 60,600 by 2021 and 2031, respectively, in accordance with the York Region 2031 Population and Employment Forecasts.² This represents a steady population growth rate of 3.5% annually between 2011 and 2021, corresponding to an increase of 16,400 persons over the period. The annual rate of population growth during the 2021 to 2031 time period is forecast to decline to 0.9%, with an increase of 4,800 persons, a sharp contrast to the rate of growth over the 2001-2021 period. This decline is largely due to constraints to greenfield development resulting from the *Oak Ridges Moraine Conservation Act, 2001* and *The Greenbelt Act, 2005*. Further, during the post 2021 period, regional labour force growth rates are forecast to decline across York Region as a result of an aging population. This is also expected to slow population growth rates during this period across York Region, including Whitchurch-Stouffville.

Recent population growth trends are generally consistent with housing growth trends; however, the population has grown at a slower rate than households due to a declining average PPU (largely due to the aging of the population and shift toward more higher density housing forms). This trend is expected to continue over the long term.

Figure 9

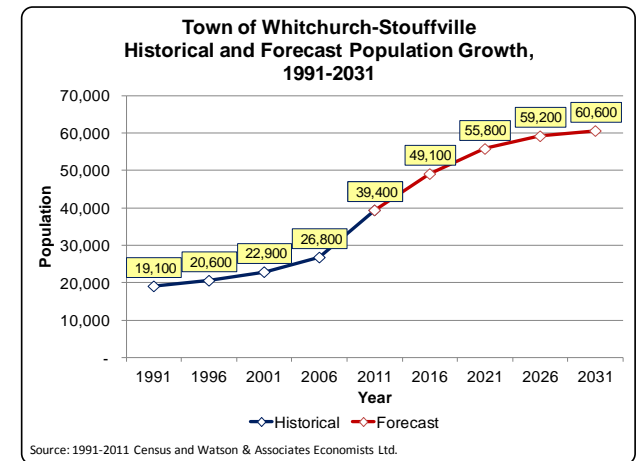
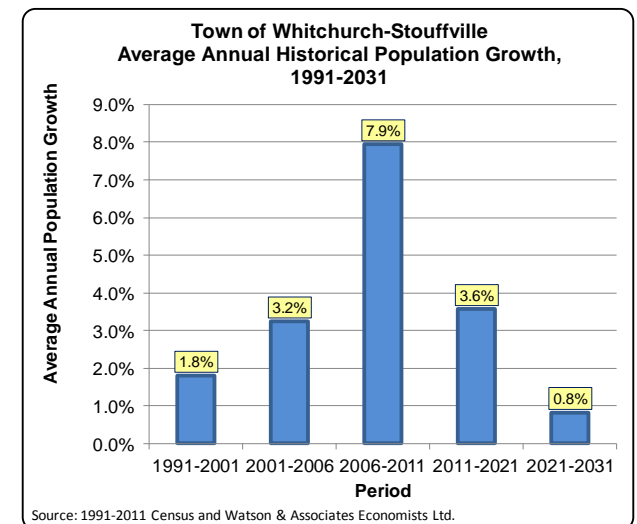


Figure 10



¹ Population figures include the net Census population undercount which is estimated at approximately 4%.

² York Region Official Plan – 2010.

2.2 Non-Residential Growth Trends

2.2.1 *Employment Growth*

Whitchurch-Stouffville’s employment base is diverse; significant employment sectors include manufacturing, retail trade, educational services, public administration and utilities/construction. The Town’s employment base has grown from 7,400 in 1996 to 13,600 in 2011, as shown in Figure 11. Two-thirds of the Town’s existing employment is located within Stouffville.

Over the past five years, the majority of employment growth has occurred within the commercial and industrial sectors. This has been largely accommodated within employment lands¹ in Stouffville and Gormley and on commercial designated lands in Stouffville.

The Town’s employment base is forecast to increase to 23,000 by 2031, an increase of 69% from 2011. Industrial employment is expected to account for 41% of forecast employment growth, as shown in Figure 12. During the period, the Town will also see growth in population-related employment largely associated with the commercial and institutional sectors. The majority of forecast employment growth is anticipated to be accommodated on employment lands.

2.2.2 *Non-Residential Building Activity*

Over the past decade (2002-2011), non-residential building activity in Whitchurch-Stouffville has totalled approximately 1.6 million sq.ft. Of this, 40% has been in the commercial sector, 37% in the industrial sector and 23% in the institutional sector. Non-residential development in Stouffville has accounted for 77% of the Town-wide total.

Figure 11

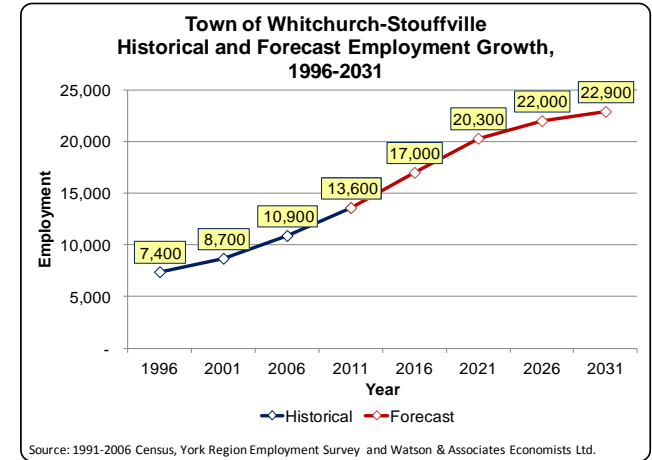
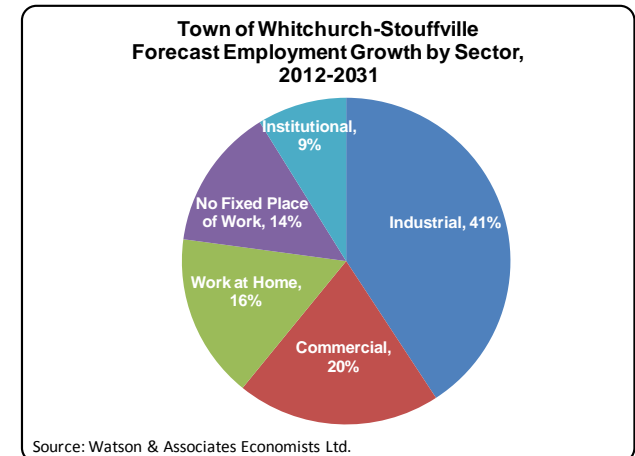


Figure 12



¹ Employment lands accommodate largely industrial and office development and, to a lesser extent, other non-retail commercial and institutional uses.

3. PLANNING FOR GROWTH IN WHITCHURCH-STOUFFVILLE

This Chapter explores the geographic allocation of forecast growth by community and the Town's ability to accommodate forecast population and employment growth within Stouffville under a series of long-term Urban Growth Options.

3.1 Policy Context

The GMS is being developed within the current policy framework under the 2005 Provincial Policy Statement (PPS) and the Growth Plan. The GMS will also adhere to the Oak Ridges Conservation Plan and *The Greenbelt Act, 2005*. The Growth Plan, Places to Grow, requires that York Region achieve a minimum of 50 persons and jobs per Ha on both designated urban lands and proposed urban expansion areas. Places to Grow also requires that the Region of York achieve a minimum of 40% intensification within the built-up areas, between 2015 and 2031.

The GMS must give consideration to the York Region Official Plan and the 2031 Land Budget which set out the long-term population/employment growth forecast, density assumptions and intensification targets identified for Whitchurch-Stouffville. This includes targeting a Town-wide population and employment base of 60,600 and 23,000, respectively by 2031, a greenfield density target of 63 persons/jobs per Ha, and an intensification target of approximately 1,500 units within the built area of Stouffville by 2031.

3.2 Forecast Population, Housing and Employment Allocation by Geographic Area

Figure 13 summarizes population and housing growth trends for Whitchurch-Stouffville from 2012 to 2031 by community. The residential growth allocation has been determined based on a review of intensification and greenfield housing supply opportunities on vacant and/or underutilized lands, as well as an assessment of market demand for future housing growth by type and location over the 2011 to 2031 period and beyond. Over the long-term forecast period, Stouffville's population is expected to increase from 27,900 in 2012 to 48,000 by 2031, an increase of 20,100 (78%). The Town's remaining rural communities are anticipated to experience a modest population decline over the long-term forecast period due to growth constraints in these areas.¹ Forecast housing in the Community of Stouffville is forecast to increase by approximately 8,600 to 9,600 units, accounting for approximately 97% of housing growth within the Town, as shown in Figure 14.



¹ Forecast population decline is a result of forecast decline in average household size.

Regarding employment growth over the 2012-2031 period, it's anticipated that 73% (6,570 jobs) will be accommodated within Stouffville. Employment growth outside Stouffville will be largely accommodated on employment lands within Gormley and Vandorf along the Highway 404 corridor.

Figure 13

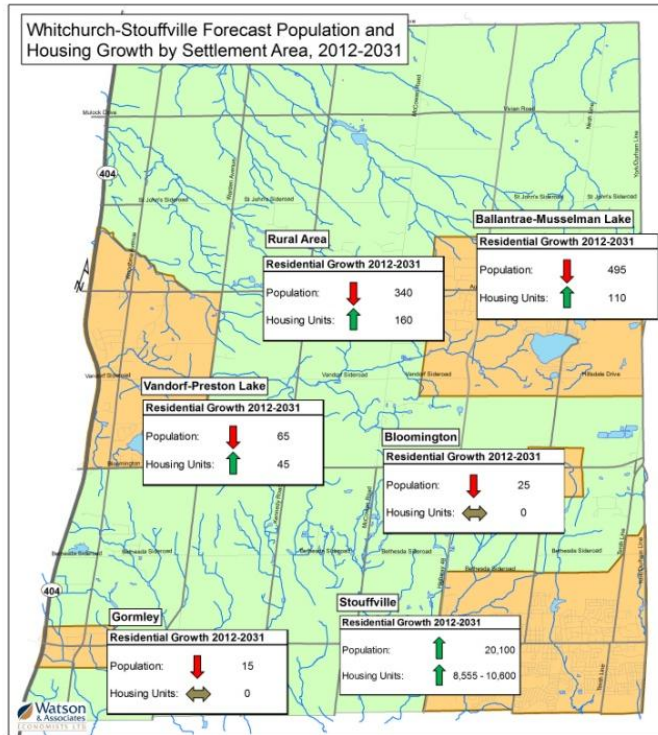
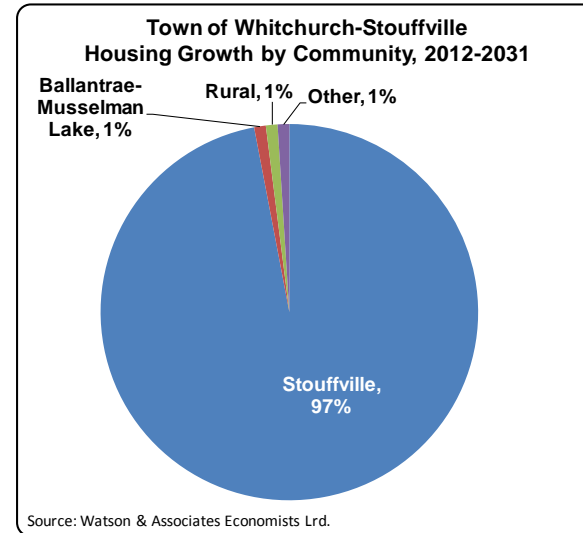


Figure 14



3.3 Opportunities to Accommodate Growth in Stouffville

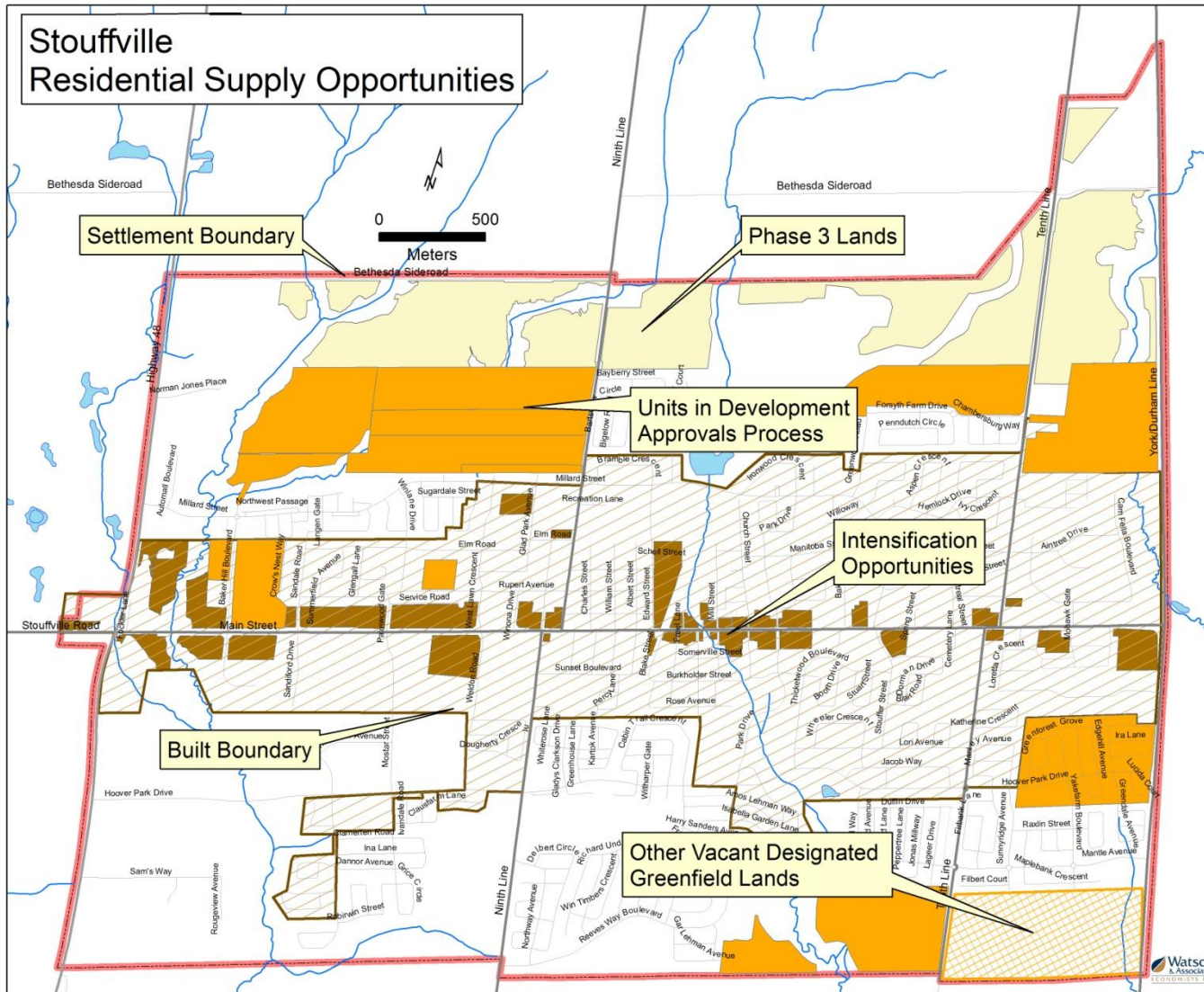
Forecast housing growth within Stouffville can be accommodated through intensification and greenfield development opportunities, as shown in Figure 15. Projects in the development approvals process, consisting of 3,069 housing units largely located in the Phase 2 lands, represent the primary short- to medium-term opportunities. The Community also has vacant designated residential land located in the southeast corner of Stouffville (37 gross Ha) which is not in the development approvals process. Further, the Phase 3 lands (132 gross Ha), which are currently not designated but are within the urban area, could potentially also accommodate residential growth over the longer term. In addition, a share of forecast housing growth is anticipated to be accommodated through intensification within the built boundary through infill/redevelopment, second suites and consents.

Forecast employment growth is to be largely accommodated on employment lands and designated commercial lands. The Town has a limited supply of vacant, serviced employment lands. Based on a land needs analysis, the Town has insufficient supply of serviced vacant employment land to meet forecast growth. The GMS will address this deficit and identify opportunities to expand the employment land supply to meet forecast demand.

Future development in the commercial sector is expected to be largely concentrated within the Hoover Park Town Centre and the Western Approach Area. According to a recent retail commercial study, the Town has sufficient capacity to meet forecast growth in the commercial sector over the forecast period.¹

¹ Based on Background and Analysis Report for the Community of Stouffville Commercial Policy Study Update, Macaulay Shiomi Howson Ltd. and W. Scott Morgan & Associates Limited, October 2012.

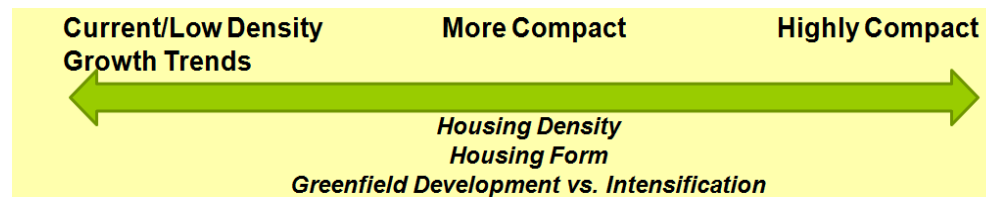
Figure 15



3.4 Alternative Urban Growth Options for Stouffville

Given that the majority of future growth within Whitchurch-Stouffville is anticipated to be accommodated within Stouffville, four alternative Urban Growth Options to accommodate forecast population and employment growth have been developed for the Community. These are: Option 1 - Current Trends/Low Density Growth Trends, Option 2 - More Compact - More Compact Greenfield (Scenario 1), Option 3 - More Compact - Increased Intensification (Scenario 2) and Option 4 - Highly Compact.

The growth options consider varying assumptions regarding the future allocation, form and density of residential and non-residential development within the Stouffville built-up area and remaining greenfield land.

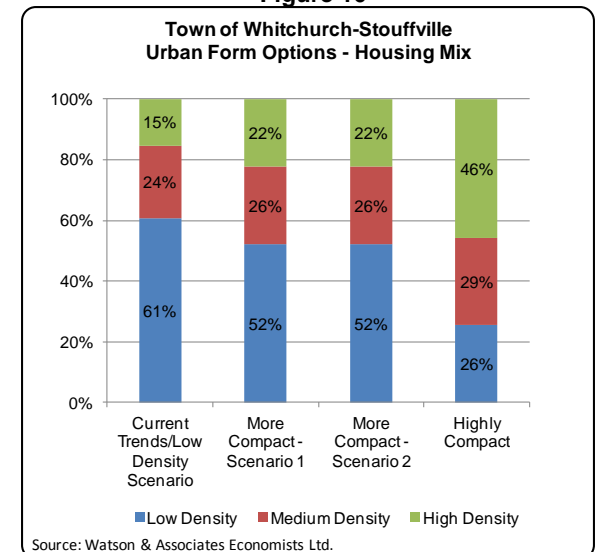


Option 1 - The Current Trends/Low Density Growth Trends Scenario envisions future residential growth to follow recent development patterns, predominantly low density, accommodated largely within greenfield areas with a modest share of intensification. This scenario requires an expansion to the Town's existing urban boundary in order to accommodate residential growth through 2031.

The More Compact Scenario proposes a moderate shift towards higher density housing with a greater share of residential intensification. Under this scenario, all growth is accommodated within the Phase 2 and 3 lands without need for further urban expansion. Two options explored:

- **Option 2 – More Compact Scenario 1 – More Compact Greenfield** – accommodates growth through moderate intensification and a greater utilization of greenfield lands through more compact development and greater share of higher density housing.
- **Option 3 - Scenario 2 – Increased Intensification** – accommodates growth through a higher level of intensification (in comparison to existing development trends) with greenfield development comparable to current trends.

Figure 16



Option 4 - The Highly Compact Scenario accommodates all growth within the remaining Phase 2 lands without the need for the Phase 3 lands. This requires a dramatic shift from existing conditions/ current trends, with a high proportion of forecast residential growth comprised of medium- and high-density dwellings and a significant share of growth accommodated through intensification.

The key variations in the growth options are explored below. A full technical summary is provided in Appendix A.

Stouffville Population and Employment Growth

All four growth options assume that population and employment growth rates within Stouffville will be the same between 2012 and 2031. Over the forecast period, population and employment growth within Stouffville is expected to total 20,100 and 6,575, respectively. The variation between the four options is largely associated with the magnitude of housing growth, the housing mix, allocation by area (i.e. built-up area vs. greenfield) and greenfield housing density.

Housing Growth and Housing Mix

The forecast housing mix under the four growth options varies considerably, as shown in Figure 16. As shown, under the Current Trends/Low Density Growth option, the housing mix consists of 61% low-density, 24% medium-density and 15% high-density units. Under the More Compact Scenario, the share of low-density units is 52%, while medium- and high-density units comprise 26% and 22% of the total, respectively. Under the Highly Compact Scenario, low-density units account for 26% of the total, compared to 29% for medium-density and 46% for high-density units. As the share of medium- and high-density housing increases (which have a lower number of average persons per unit (PPU) than low density housing), a higher housing unit forecast is required to maintain the population growth of 20,100. As illustrated in Figure 17, the Current Trends/Low Growth Scenario is premised on a housing forecast of approximately 8,600 housing units. This is compared to 8,900 and 10,300 units under the More Compact and Highly Compact Scenarios, respectively.

Housing Growth Allocation by Geographic Area

All growth options allocate housing growth within the built boundary and greenfield areas; however, the distribution of growth varies widely by option, as shown in Figure 18. The Current Trends/Low Density Scenario assumes that 12% of housing growth over the forecast period will be accommodated through intensification, representing approximately 1,000 units. The remaining 88% of growth is accommodated through greenfield development, which includes units in the

Figure 17

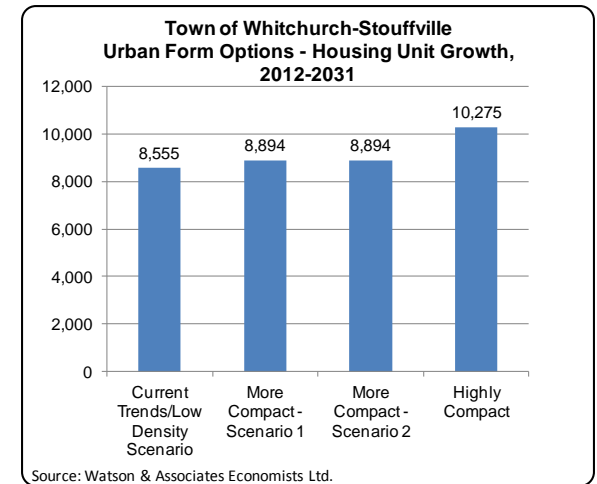
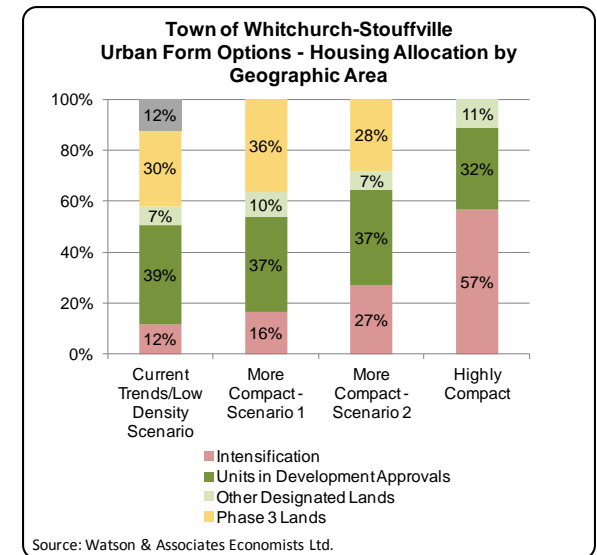


Figure 18



development approvals process (3,307 units), other designated greenfields and Phase 3 lands. Under this scenario, the Town does not have sufficient greenfield lands to accommodate forecast demand, which would require an urban expansion to accommodate 12% of housing growth (1,000 units) within an area of approximately 53 gross Ha.¹ The More Compact Scenario assumes that all growth can be accommodated without an urban boundary expansion through a greater share of intensification (16% and 27%, respectively, under Scenarios 1 and 2) and in the case of Scenario 1, more compact greenfield development. The Highly Compact Scenario assumes that all growth can be accommodated without the Phase 3 lands, which would require that 57% of housing growth be accommodated through intensification with the remaining 43% accommodated on greenfield lands through highly compact development.

Housing Density and Mix on Greenfield Lands Outside of Development Approvals

The housing density and mix on greenfield lands outside of development approvals varies by option, as shown in Figure 19. The residential development on greenfield lands under the Current Trends/Low Density Scenario is comprised of 72% low density, 25% medium density and 3% high density at an average density of 30 units per net Ha. This is similar to the housing mix and housing density under the More Compact Scenario 2. In comparison, the More Compact Scenario 1 assumes a housing mix consisting of 59% low density, 26% medium density and 14% low density, with an average housing density of 38 units per net Ha. The Highly Compact Scenario sees a more aggressive housing mix and density on greenfield lands, with 33% low density, 32% medium density and 35% high density with an average housing density of 51 units per net Ha.

Housing Intensification

As illustrated in Figure 20, under the Current Trends/Low Density Scenario, approximately 12% of housing within Stouffville (1,004 units) is to be accommodated through intensification within the built-up area. This is compared to 16% (1,463 units) and 27% (2,411 units) under the More Compact Scenario 1 and Scenario 2, respectively. Under the Highly Compact Scenario, 57% of housing development (5,811 units) is accommodated through intensification. During the next phase of this assignment, the consulting team will be providing a high-level analysis regarding the feasibility of intensification. This will help address the market potential for intensification both within and outside the built-up area. Specific attention will be given to the feasibility/appropriateness of residential

Figure 19
Housing Mix and Density on Greenfield Lands, 2012-2031

	Current Trends/Low Density	More Compact - Scenario 1	More Compact - Scenario 2	Highly Compact
Housing Mix				
Low Density	72%	59%	74%	33%
Medium Density	25%	26%	23%	32%
High Density	3%	14%	3%	35%
Housing Density (units per net Ha)	30	38	29	51
Low Density	26	29	26	30
Medium Density	45	52	45	52
High Density	65	150	80	150

Source: Watson & Associates Economists Ltd.

Figure 20
Housing Intensification, 2012-2031

	Current Trends/Low Density Scenario	More Compact - Scenario 1	More Compact - Scenario 2	Highly Compact
Share of Total Housing	12%	16%	27%	57%
Housing Units	1,004	1,463	2,411	5,811

¹ Excluding environmental features.

development within the Town's Regional Retail Area (i.e. Smart Centres Power Centre).
The four Urban Form Options presented herein are illustrated visually in Chapter 4.

4. VISUALIZING ALTERNATIVE URBAN GROWTH OPTIONS FOR STOUFFVILLE

4.1 Overview

Future growth for the Town of Whitchurch-Stouffville should develop in a manner that promotes the objectives of the Town's Official Plan and realizes current best practices for urban design in the Province regardless of which growth scenario occurs. Growth should be based upon sound objectives and urban design principles that promote healthy, sustainable and walkable communities, while retaining the Town's current rural character and stable neighbourhoods. The visualizations of the alternative urban growth options in this section are intended to illustrate the different potential built form that would result from the alternative strategies developed to accommodate growth and the degree to which each of them is able to achieve these objectives.

4.2 Urban Design Objectives and Principles

This report builds upon the previous recommendations of the Town's Residential Intensification Strategy Background Analysis Report of 2009 and the Residential Intensification Urban Design Guidelines Report of 2009, outlining the importance and design principles of intensification as a major component of the Town's growth. Any future pattern of growth should ensure the balanced growth of Residential, Employment, Commercial and Mixed-Use development through a mix of intensification of existing areas, implementation of approved developments and future development in greenfield areas. That pattern of growth should occur in a manner that retains the Community of Stouffville's "small town tradition between the country and the city."

This can be achieved through the following:

1. Encourage more **compact form** in future growth areas;
2. **Retain and enhance the character** of Whitchurch-Stouffville as a rural municipality;
3. **Maintain and enhance the historic downtown** core of Stouffville as the prime gathering space for the Community;
4. Ensure **compatible built form** through smooth transitions between new and existing development;
5. Ensure **high quality development** through site planning, built form and open space;
6. Promote **mixed-use development** to create diversity;
7. Achieve attractive places to work through **growth in employment areas**;
8. Provide a **connected open space network** that is integrated throughout the Community;
9. Encourage **pedestrian oriented development** with walkable streetscapes and human-scaled built form;
10. Promote alternative forms of transportation such as transit and cycling;
11. Encourage **sustainable development** in community and building design to promote an environmentally conscious community; and
12. **Meet the facility needs** of all residents through diversity and affordability.

4.2.1 Residential Growth Urban Design Principles

As discussed previously, residential growth within the Town of Whitchurch-Stouffville will include development on intensification sites and greenfield areas. General design and development principles that should be followed for development in these areas include:

General for all areas:

1. Promote diversity through a range of housing types and densities;
2. Encourage compact form through higher densities with moderately scaled built form to suit the current community context;
3. Ensure built form that addresses the street and reinforces pedestrian streetscapes; and
4. Built form should respond to local context and built heritage.

Intensification Areas

1. New built form should be context-sensitive and compatible with existing adjacent built form;
2. Diversity of housing type should be employed to ensure smooth transitions to existing development;
3. Ensure sensitivity in reinforcing the existing heritage character of the Community Core through scale, proportions and architectural treatment;
4. Encourage residential mixed-use intensification with strong focus on ground-related retail in the Western Approach area;
5. Promote primarily residential intensification in the Eastern Main Street area; and
6. Retain the character of stable residential areas outside the core areas.

4.2.2 Commercial Growth Urban Design Principles

General for all areas

1. Promote mixed-use commercial functions at important community nodes and gateways;
2. Ensure street-related retail to encourage active pedestrian streetscapes;
3. Encourage enhanced treatment of pedestrian comfort and safety within all commercial areas; and
4. Minimize impact of parking areas on surrounding streetscapes.

Intensification Areas

1. Commercial mixed-use development with increased residential density should be promoted in the Western Approach area;
2. Mixed-use developments should promote pedestrian comfort and convenience;
3. Retain existing pedestrian scaled village main street concept in the Community Core area;
4. Ensure sensitivity in reinforcing the existing heritage character of the Community Core through scale, proportions and architectural treatment; and
5. Utilize underground and rear yard parking to mitigate the effects of cars on the pedestrian streetscape.

4.2.3 Employment Growth Urban Design Principles

The following design principles would apply to any built form associated with employment growth:

1. Promote an attractive working environment;
2. Promote ease of pedestrian accessibility;
3. Promote high quality streetscapes and architectural built form;
4. Support alternative transit means to access employment areas;
5. Minimize the impact of parking areas on streetscapes; and
6. Integrate building design with adjacent open space systems or existing built form.

4.3 Growth Option 1 – Current Trends/Low Density Growth Scenario

As noted earlier in this report, if the Town's current growth trends were to be continued, an urban expansion will be required in order to accommodate the target residential growth. This scenario illustrates the distribution of density that would occur if these current trends were to be followed. Actual locations of density distribution in the greenfield areas and intensification sites within the built boundary may vary, but the scenario illustrates the general pattern that would result.

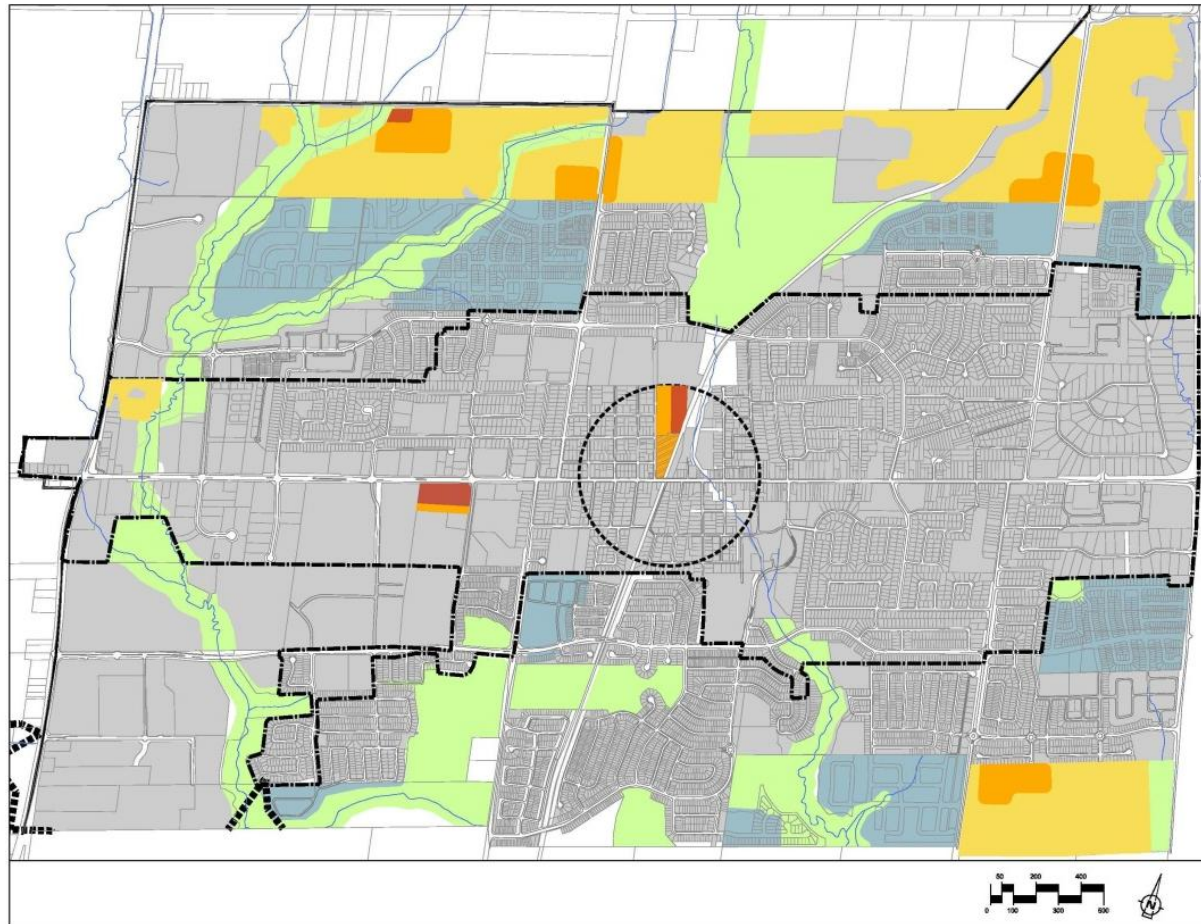
This scenario emphasizes low density development and the Phase 3 Lands accommodate the majority of this growth, along with the unbuilt area of Phase 2 in the southeast corner of the Town, as illustrated in Figure 21. The overwhelming majority of new residential growth would be through low-density development including detached and semi-detached single family homes and with a modest percentage of medium-density residential development similar to the balance seen in recent new neighbourhoods. A small percentage of the new development is envisioned to be high-density residential in accordance with provincial policy promoting compact form and very recent trends within the Town.

Within the built boundary of Stouffville, if current trends are followed, a few of the intensification sites identified in the Town's 2009 Intensification reports would be developed. This growth scenario shows an example for two potential sites that could be developed to densities that would meet the Province's intensification targets. This scenario envisions achieving the target through both high-density and medium-density residential units on the infill sites.

In terms of built form, the built character of the neighbourhoods in new greenfield areas would be very similar to what has been built recently in newer neighbourhoods, as shown in Figure 22. That is, predominantly single detached homes and semi-detached homes on small or medium sized frontages would be combined with medium-density development that is typically townhouses with attached garages. Depending on specific site conditions and other market developments, other forms of medium-density residential may occur, including townhomes with decks and/or lane parking, duplex or multi-plex developments. A limited amount of high density residential development would occur in the greenfields areas in the form of stacked townhomes or mid-rise apartment buildings of 5 to 7 storeys.

For the built form of intensification sites, a mix of densities is promoted that will help generate development which not only responds to the creation of pedestrian-oriented main streets, but also allows for smooth transitions from new development to existing adjacent stable residential neighbourhoods.

Figure 21 – Distribution of Residential Growth to 2031 under Growth Option 1



LEGEND

- | | | |
|--|---|---|
|  Low Density |  Mixed - Use |  Built Boundary |
|  Medium Density |  Phase 2 Development Lands |  Secondary Plan Boundary |
|  High Density |  Greenland Area | |

Figure 22: Concept Sketch of the Greenfield Areas under Growth Option 1



In the Western Approach Corridor, potential infill and intensification sites are largely along Stouffville's main street. High-density mixed use development is appropriate at that frontage and would accommodate both retail/commercial uses addressing the street at grade and up to six storeys of residential development above it. Heights could vary with higher components deployed as landmarks at major corners and 3-4 storey development in between. Towards the rear of the larger sites, medium-density townhousing is promoted to assist in achieving a transition in scale to existing housing in the rear. Parking for commercial uses and visitors is allocated to the centre of the site and parking for the high-density residential would need to be partially or entirely underground.

Within the core area, the same mix of densities can apply for infill development to ensure that lower building form of 2 to 4 storeys creates a proper scale at the main street and as a transition to the traditional streetscapes of the Town's older residential streets.

4.4 Growth Option 2 – More Compact Scenario 1 – More Compact Greenfield

The two "More Compact" scenarios achieve the growth targets without an urban expansion beyond the Phase 3 lands. They explore the notion of increasing density and creating more compact development within the greenfield areas to meet the growth demands, or providing higher residential intensification within the built boundary to meet growth targets.

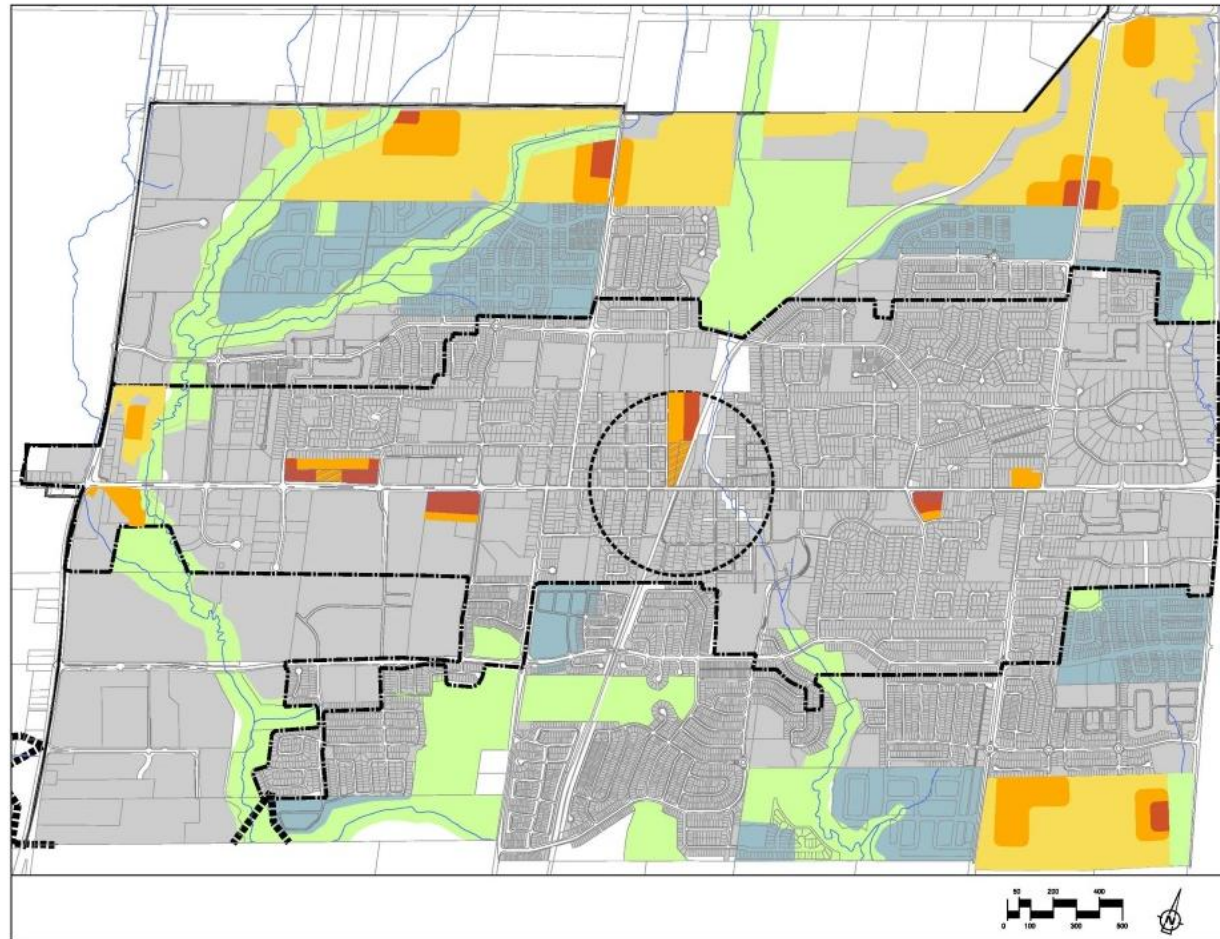
The More Compact Scenario 1 envisions accommodating growth through an emphasis on increasing densities within the Phase 3 lands outside the built boundary, as shown in Figure 23. This would be accomplished by means of increasing the amount of high-density residential development in these lands and in the undeveloped area in the southeast corner of the Town, and also providing a moderately higher percentage of medium-density development in these areas than was shown in the previous scenario. Although the locations shown are not intended to be definitive, the areas of increased density would ideally be located as a focus around major roads or green lands for ease of access or to provide good vistas into the green lands from higher density development. The resulting increase in density and more compact form promotes mixed-density development that can encourage walkable pedestrian neighbourhoods and promotes sustainable development principles.

The built form character of neighbourhoods in these greenfield areas would reflect this more compact development, as shown in Figure 24. A change in the built character of greenfield areas would be noticeable, with an increase in the number of mid-rise high-density residential developments and adjacent townhouses. Although the number of such sites might vary depending on height and number of units in each development, four locations with 5 to 7 storey mid-rise apartment buildings are shown and the amount of adjacent townhouses is increased.

Although the emphasis of this scenario is on increased density in greenfields areas, a greater number of intensification sites within the built boundary would also need to be developed in order to achieve the assigned intensification target within the built boundary, as compared to the previous Current Trends scenario. In this scenario, the amount of development in the core area is left unchanged from that shown in Current Trends to help retain the community character, but there is an increase in mixed-use infill and redevelopment sites shown in the Western Approach area of Main Street and some added residential intensification shown east of the core on Main Street.

In terms of built form, the objective of creating a mixed-use environment along Main Street in the Western Approach Corridor would be promoted in order to ensure street-related commercial functions and active pedestrian streetscapes in this area. The scenario envisions a compact urban built form which would retain the pedestrian scale of the main street concept and would also encourage increased redevelopment of underutilized sites. As described earlier, residential higher density development from 4 to 7 storeys could occur above street-related retail commercial development on

Figure 23 - Distribution of Residential Growth to 2031 under Growth Option 2



LEGEND

- | | | |
|----------------|---------------------------|-------------------------|
| Low Density | Mixed - Use | Built Boundary |
| Medium Density | Phase 2 Development Lands | Secondary Plan Boundary |
| High Density | Greenland Area | |

the ground floor. A transition in scale and massing would occur with lower buildings in the form of townhousing located adjacent to existing low-density residential neighbourhoods. In the eastern sector of Main Street, one mixed use site is shown at a major intersection while, further to the east, infill is intended to take the form of medium-density residential development, townhousing or low-rise multiple family forms that would be appropriate to the more residential character of this area.

4.5 Growth Option 3 – More Compact Scenario 2 – Increased Intensification

The More Compact Scenario 2 also achieves the growth targets without an urban expansion, but whereas Scenario 1 places an emphasis on increased density within greenfield areas, this option envisions an emphasis on increased intensification within the built boundary of Stouffville to achieve the residential growth demands.

In this option, the greenfield lands outside the built boundary would essentially follow a similar pattern of development as that shown in the Current Trends Scenario, as illustrated in Figure 25. The neighbourhoods in these areas would be predominantly low-density residential development mixed with some medium-density development and only a small percentage of high-density residential development. The built form of these new neighbourhoods in the greenfield areas would be as described in the Current Trends Scenario, resulting in new neighbourhoods that would be similar in built form to those recently built in the Town.

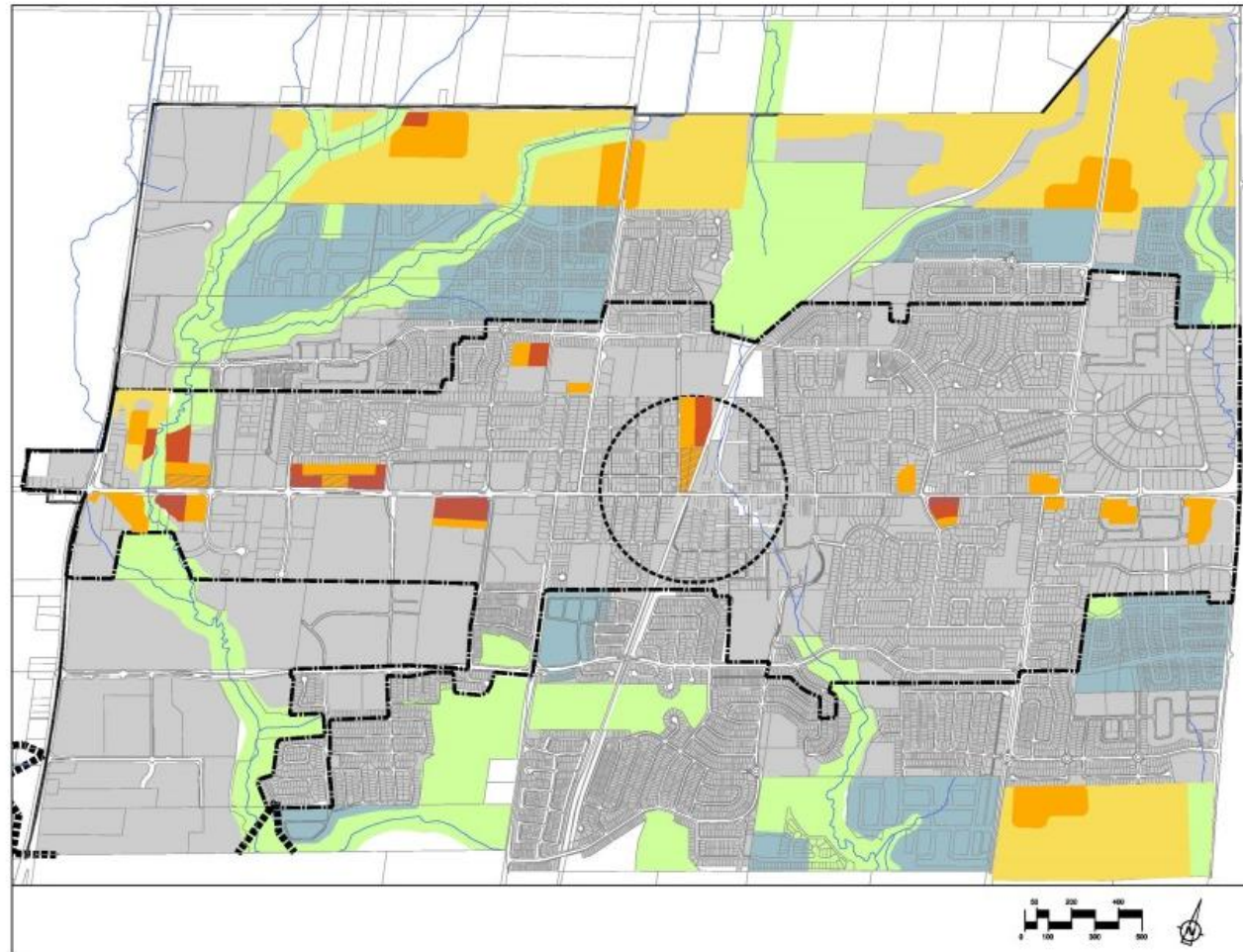
However, within the built boundary, the increase in intensification to meet overall growth targets would result in an increase in the amount of infill or redevelopment within the existing Town. Although the overall character of the Town would be retained, the increase in development would be noticeable, particularly in the Western Approach area. Building on the work of the Town's Intensification Reports of 2009, a greater number of the previously identified intensification sites are shown as being developed in this scenario. These are illustrated as being mainly in the Western Approach area and in the eastern Main Street area, in order to minimize the impact of development on the historical core of the Town. With its larger land parcels and a higher percentage of adjacent vacant lands, the Western Approach is an ideal area to accommodate much of the density, with mixed-use development creating a mix of residential densities including high density combined with commercial development along Main Street. Also in this area, higher density residential development is shown near valleylands to take advantage of views and the proximity of open space. The Eastern Approach area, with its existing focus of stable residential neighbourhoods and smaller lots, will require new development to be more responsive to its existing residential context. This scenario envisions the Eastern Approach to be developed primarily as medium-density residential infill with limited instances of mixed use.

The built form of intensification sites in the Western Approach area would have a character as outlined earlier, with higher buildings of 6 to 7 storeys acting as landmarks at intersections and corners, and potentially lower 3 to 4 storey structures in between, as shown in Figure 26. Built form of this redevelopment would address the street with ground floors of buildings containing retail or commercial uses to reinforce the existing commercial focus of Main Street within a mixed-use environment. There is a wide variation in the shape and sizes of sites but, as mentioned earlier, parking should be located at the interior of sites to mitigate its impact, and the mixed use blocks would most likely require some underground parking for the residential components. Medium-density development of 2 to 3 storeys would be positioned at site boundaries or wherever appropriate to create smooth transitions of scale and massing to existing adjacent development. Following upon this principle, the built form of infill sites in the Eastern Approach area along Main Street is envisioned as mainly 2 to 4 storey buildings in the form of townhouses or stacked townhouses, as a response to the scale of the surrounding residential context.

Figure 24: Concept Sketch of the Greenfield Areas under Growth Option 2



Figure 25 - Distribution of Residential Growth to 2031 under Growth Option 3



LEGEND

- | | | |
|--|---|---|
|  Low Density |  Mixed - Use |  Built Boundary |
|  Medium Density |  Phase 2 Development Lands |  Secondary Plan Boundary |
|  High Density |  Greenland Area | |

Figure 26: Concept Sketch within the Stouffville Built Boundary under Growth Option 3



4.6 Growth Option 4 – Highly Compact Growth Scenario

This growth scenario illustrates the pattern of growth that would be required if there were no additional lands available, that is if the Phase 3 Lands were unavailable for development. All future growth needs would have to be accommodated within the built boundary and the remaining Phase 2 lands that are as yet undeveloped.

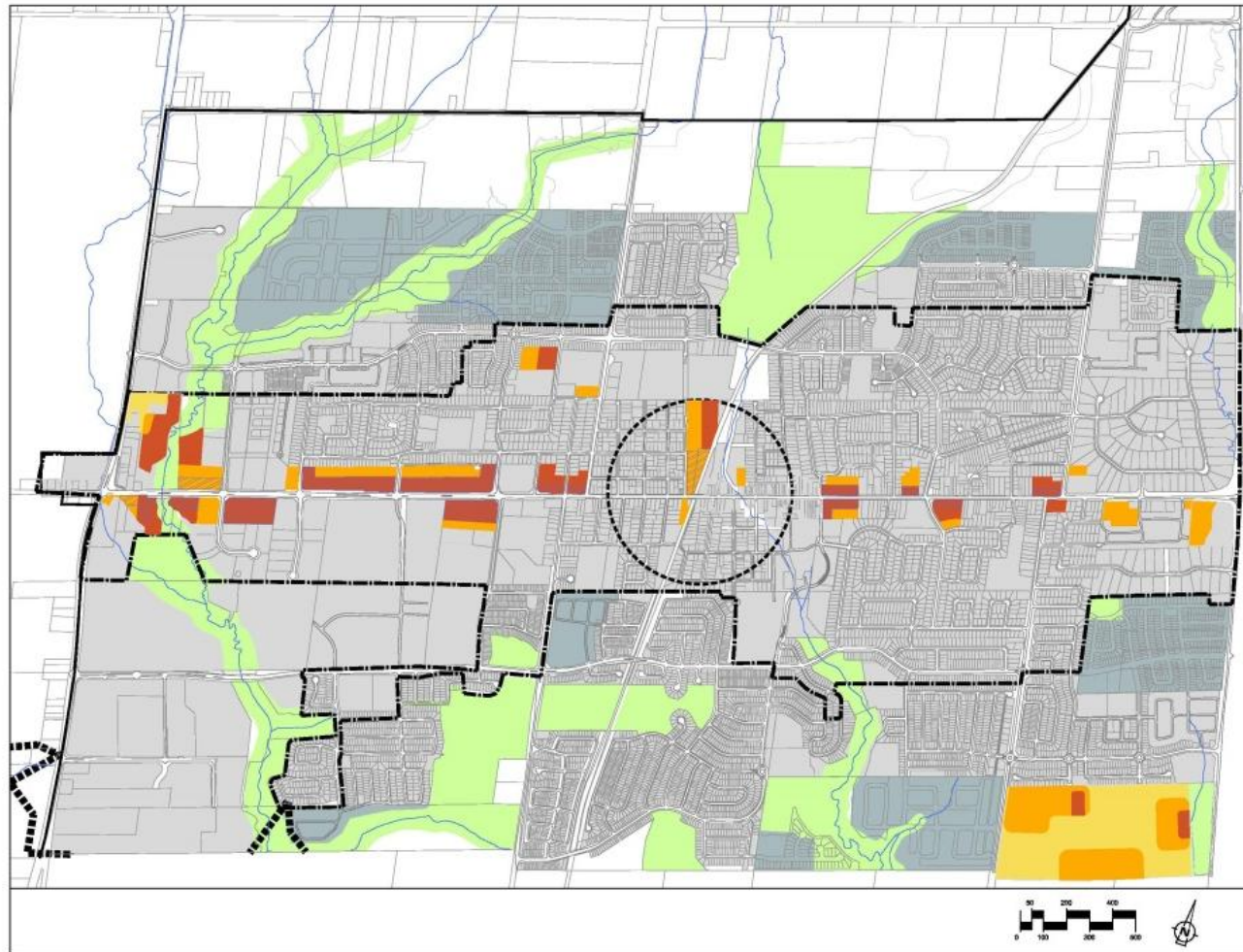
The resulting pattern of growth would have a radical effect on the built character of the Town and its infrastructure, creating a much more urban development pattern than has been evident outside major urban centres.

In this scenario all of the intensification sites previously identified in the 2009 Intensification Report would need to be developed in order to accommodate the Towns' growth needs. In order to meet those growth targets, redevelopment would need to be primarily for high-density residential uses and many of these sites would need to be developed at higher densities than previously shown for the intensification sites, as shown in Figure 27. The amount of low-density residential development would be drastically reduced within this scenario and it would be limited to the unbuilt Phase 2 lands in the southeast corner. In this Phase 2 area, high-density sites would be added and the amount of medium-density development would also have to be increased substantially.

In terms of built form character, the Western Approach area would be entirely transformed. High-density residential buildings of up to 8 storeys at intersections and gateway sites would be typical, with development of up to 6 storeys in between. This type of development would be more continuous along Main Street than in the previous scenarios, as all the potential intensification sites would need to be utilized. As mentioned earlier, a mixed-use character would be promoted with retail at-grade shopping addressing the street.

In the Eastern Approach area of Main Street, higher density development would also now need to be incorporated on the infill sites, where previously this had been limited largely to medium density. Two-thirds of the sites shown would be at higher density with heights up to 7 storeys, in order to assist in meeting growth targets, as illustrated in Figure 28. The other easternmost sites are shown as medium-density and these would need to be stacked townhouse or other 3 to 4 storey multiple family forms to help achieve the targeted unit numbers. Smooth transitions of scale and massing to adjacent residential neighbourhoods would be more difficult to achieve.

Figure 27 - Distribution of Residential Growth to 2031 under Growth Option 4



LEGEND

- | | | |
|--|---|---|
|  Low Density |  Mixed - Use |  Built Boundary |
|  Medium Density |  Phase 2 Development Lands |  Secondary Plan Boundary |
|  High Density |  Greenland Area | |

Figure 28: Concept Sketch within the Stouffville Built Boundary under Growth Option 4



5. CONCLUSIONS

Whitchurch-Stouffville has experienced unprecedented growth over the past several years. Over the 2006-2011 period, the Town's housing stock grew by approximately 4,500 units and the population increased by 12,600 or 47%. Over the period, the majority of housing and population growth within the Town was accommodated in Stouffville.

The Town's population is forecast to reach 60,600 by 2031, an increase of nearly 20,000 over the 2012-2031 period. The majority of forecast residential growth is anticipated to be accommodated within the Community of Stouffville. The four alternative Urban Growth Options presented herein offer a range of options on how the forecast growth could be accommodated. The growth options consider varying assumptions regarding the future allocation, form and density of residential development within the Stouffville built-up area and remaining greenfield land.

During the next phase (i.e. Phase 2) of this assignment, the four alternative Urban Growth Options will be subject to a high-level evaluation based on a broad range of criteria. Evaluation criteria include urban containment, sustainable community/urban design, urban character/new growth compatibility, social/health indicators, housing choices/affordability, economic indicators/market demand, transportation impacts, infrastructures impacts, and municipal fiscal impacts. The alternative Urban Growth Options and the corresponding evaluation will be presented at a second Growth Management Strategy Public Information Session (PIC) and through a stakeholder consultation session. The evaluation and input/feedback from the public and stakeholder consultation process will guide the selection of a preferred growth option, which will be the subject of a more detailed evaluation. The preferred growth option and corresponding detailed evaluation will be presented at a third Growth Management Strategy Public Information Session (PIC). The preferred growth option will then be presented to Town Council along with an accompanying report summarizing the analysis and findings undertaken in Phase 2 of the study.

APPENDIX A

ALTERNATIVE URBAN GROWTH OPTIONS

Table A-1
Community of Stouffville Population and Housing Growth under Four Urban Growth Options

	OPTION 1	OPTION 2	OPTION 3	OPTION 4
	Current Trends/Low Density Scenario	More Compact - Scenario 1	More Compact - Scenario 2	Highly Compact
Population Growth 2012-2031	21,100	21,100	21,100	21,100
Housing Unit Growth 2012-2031	8,555	8,894	8,894	10,275
Housing Mix				
Low Density	61%	52%	52%	26%
Medium Density	24%	26%	26%	29%
High Density	15%	22%	22%	46%
Housing Growth Allocation (units)				
Intensification (infill/redevelopment)	1,004	1,463	2,411	5,811
Secondary Suites	25	25	25	25
Units in Development Approvals Process	3,307	3,307	3,307	3,307
Greenfield Lands - Phase 2 Lands Outside of Development Approvals Process	640	865	660	1,132
Greenfield Lands - Phase 3 lands	2,565	3,234	2,491	-
Future Urban Expansion	1,014	-	-	-
Total	8,555	8,894	8,894	10,275

Table A-2
Stouffville Intensification and Greenfield Development under Four Urban Growth Options

	OPTION 1	OPTION 2	OPTION 3	OPTION 4
	Current Trends/Low Density Scenario	More Compact - Scenario 1	More Compact - Scenario 2	Highly Compact
Intensification (infill/redevelopment)				
Share of Total Housing Growth	12%	16%	27%	57%
Housing Units	1,004	1,463	2,411	5,811
Low Density	47	67	160	41
Medium Density	280	487	838	1,860
High Density	678	909	1,412	3,910
Housing Mix				
Low Density	5%	5%	7%	1%
Medium Density	28%	33%	35%	32%
High Density	67%	62%	59%	67%
	Current Trends/Low Density Scenario	More Compact - Scenario 1	More Compact - Scenario 2	Highly Compact
Greenfield Development				
Share of Total Housing Growth	37%	46%	35%	11%
Housing Mix				
Low Density	72%	59%	74%	33%
Medium Density	25%	26%	23%	32%
High Density	3%	14%	3%	35%
Housing Density (units per net Ha)				
Low Density	26	29	26	30
Medium Density	45	52	45	52
High Density	65	150	80	150