



# Town of East Gwillimbury

## OFFICIAL PLAN REVIEW AND UPDATE TERMS OF REFERENCE

### 1.0 INTRODUCTION AND PURPOSE

The Town of East Gwillimbury is leading a review and update the Official Plan for the municipality. The ultimate focus of the review shall be the linkage of the Official Plan to the Town's strategic plan and the creation of a fully sustainable community stressing the importance of the environment, society & culture, infrastructure and the economy. Primary objectives of the Official Plan are as follows:

- A. consolidate and update the policies of the Town's various secondary plans for identified growth areas into a single comprehensive policy document
- B. emphasize sustainable development and environmental design throughout the municipality with leading-edge, environmental policies within the Official Plan
- C. standardize policies for growth management and development phasing based on the principle that "growth pays for growth"
- D. provide a comprehensive strategy for the delivery of services and infrastructure on a Town-wide basis, including economic development and the creation of jobs to ensure a complete community
- E. conformity with the Greenbelt Plan, the Provincial "Places To Grow" in conjunction with the Region's growth management update, and the protection of the Town's countryside areas and natural heritage features including an agricultural strategy to support, promote and sustain the farm community
- F. establish a comprehensive and consistent set of standards and policies for architectural control and urban design guidelines
- G. address the merit, timing and conditions for the development of new growth areas and development beyond the current approved urban boundaries, including the identification of priority employment lands and future urban expansions.

Additional objectives of the Official Plan review include:

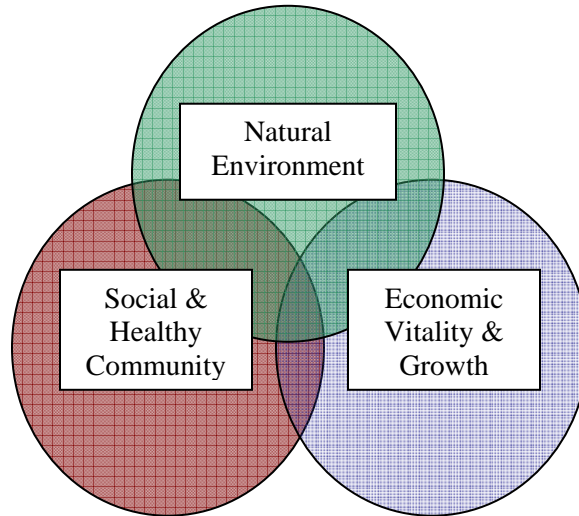
- Providing a set of clear goals, policies and implementation mechanisms including a set of indicators to manage growth and guide land use planning within the Town to the year 2030, and to address longer-term issues of growth management beyond the twenty year planning horizon
- Provide an update to the Town's Natural Heritage System in consultation with the Lake Simcoe Region Conservation Authority, together with the supporting policy framework to protect and enhance the environment
- The incorporation of recent provincial, regional and municipal initiatives including Provincial Policy Statement (2005), Greenbelt Plan, Planning and Conservation Land

Statute Law Amendment Act (Bill 51), and the Region of York’s “Planning for Tomorrow” initiative

- Implement the recommendations of a series of ongoing background studies into the Plan.

In addition, the Town is updating its Development Charge By-law in 2007. The consultant(s) selected for the Official Plan review will be expected to have input into the Development Charge Background Study to ensure that growth pays for growth.

Sustainability Diagram



**2.0 BACKGROUND**

East Gwillimbury is one of nine municipalities in the Regional Municipality of York. The Town is comprised of a mix of urban areas, historical villages and settlements and a vibrant agricultural/rural community. There are four distinct communities within the municipality (Holland Landing, Mount Albert, Queensville and Sharon), each having a set of unique needs and challenges. Approximately 75% of the municipality is located within the Oak Ridges Moraine and the Greenbelt Plan and will not see significant growth.

**3.0 CONTEXT**

3.1 East Gwillimbury Strategic Plan

In December 2005, the Council of the Town of East Gwillimbury adopted a Strategic Plan for the municipality. The strategic plan contains five strategic pillars designed to establish a future direction for the municipality. The five strategic pillars are:

- Protecting and Enhancing the Environment
- Providing and Advocating for Quality Programs and Services to the Community
- Investing in Municipal Infrastructure

- Managing Growth to Ensure a Sustainable Community; and
- Supporting a Municipal Organization Focused on Excellence

The Strategic Plan is predicated on East Gwillimbury's commitment to the environment, society and culture, infrastructure and the economy. The main focus of the Official Plan review shall be the implementation and realization of the Town's Strategic Plan. A chart detailing the Town's Strategic Pillars and its objectives is attached to this document.

### 3.2 East Gwillimbury Official Plan

The Town's current Official Plan was adopted by Council in 1997. The Plan guides the municipality's growth over a planning horizon that stretches to the year 2026 and provides a general growth management strategy focusing residential growth within the communities of Mount Albert, Holland Landing, River Drive Park, Sharon and Queensville. To a lesser extent, growth is provided within the rural areas and within a series of smaller hamlets. Non-residential growth has also taken place in a much less organized fashion throughout the municipality.

A total of fourteen Official Plan Amendments have occurred since 1997. Significant amendments to the Official Plan include the Rural Area Plan and the Oak Ridges Moraine Conformity Plan. The Rural Area Plan consolidates and identifies the Town's rural resource areas including aggregates, agriculture and the natural environment, while the Oak Ridges Moraine Conformity Plan brings Town policies into conformity with the Oak Ridges Moraine Conservation Plan.

Many amendments to the Town's Official Plan including the Town's individual community plans (e.g. Mount Albert Community Plan and Holland Landing Community Plan) are long overdue for a comprehensive review.

### 3.3 Provincial Initiatives

A number of recent provincial initiatives also require the development of new Official Plan policies. New provincial initiatives include the Provincial Policy Statement (2005), Greenbelt Plan, Places to Grow, Clean Water Act and the Planning and Conservation Land Statute Law Amendment Act, 2006 (Bill 51).

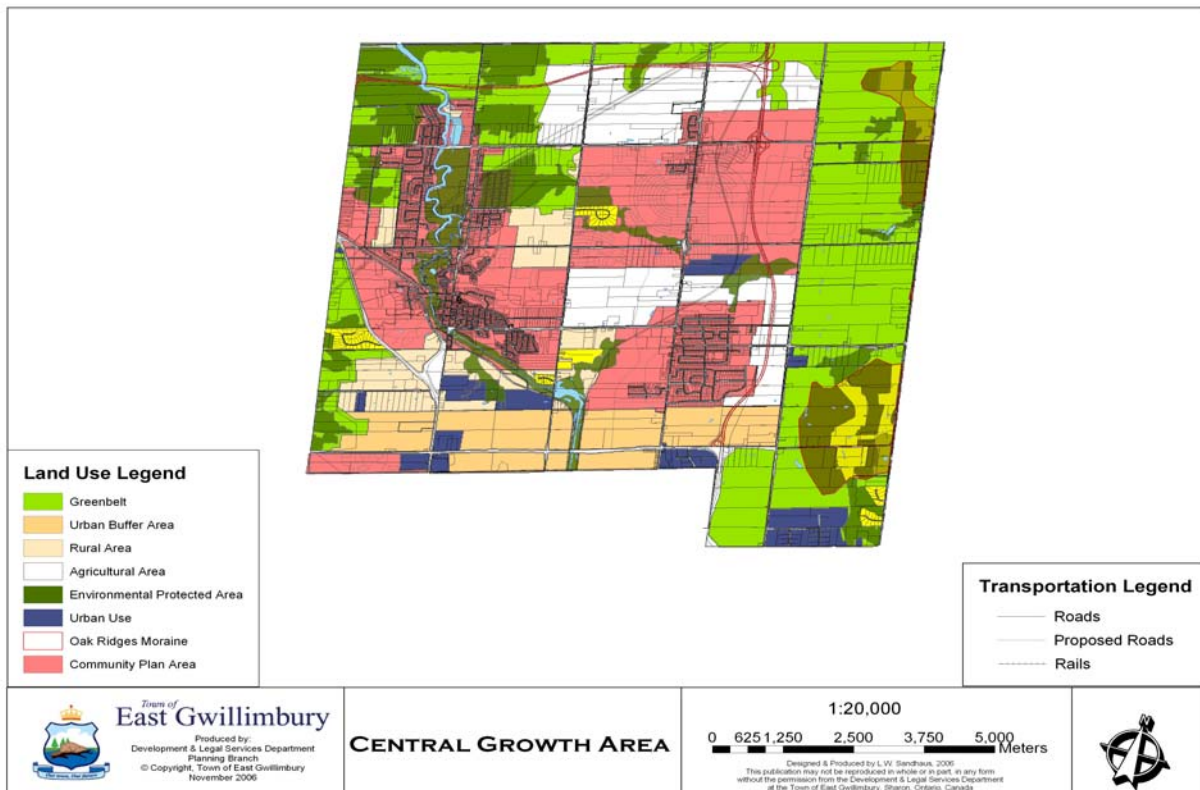
#### *Places to Grow*

In June, 2006 the Province released "Places to Grow-Growth Plan for the Greater Golden Horseshoe (GGH)". The Plan provides the framework for managing growth within the GGH to 2031. The Growth Plan calls for the building of compact, vibrant and complete communities, planning for the management of growth to support strong and competitive communities, the protection conservation, enhancement and wise use of land, air and water for future generations, the optimization and use of existing infrastructure to support growth in a compact and efficient form, providing for different approaches to managing growth that recognize the diversity of communities within the GGH and the promotion of

collaboration among all sectors. All municipalities within the GGH, including the Town of East Gwillimbury, are required to bring their Official Plans into conformity with this Plan by 2009.

Provincial Policy Statement (2005)

The Provincial Policy Statement (PPS) adopted in March 2005, requires a greater focus on growth within settlement areas, away from significant or sensitive resources, efficient development patterns that optimize the use of land, resources and public investment in infrastructure and public service facilities; land use patterns that promote mix of housing, employment, parks and open space, and transportation choice that facilitate alternative modes of travel; a minimization of the undesirable effects of development and the protection of natural heritage systems including water, agricultural lands, mineral and heritage resources. The main goal of the PPS is to create strong, liveable and healthy communities that enhance social well-being and are economically and environmentally sound for the long-term. As the Town’s current Official Plan predates the PPS (2005), new policies and strategies are required to bring the Plan into conformity with this document.



Greenbelt Protection Plan

On February 28<sup>th</sup>, 2005, the Province of Ontario adopted the Greenbelt Plan. This Plan presents an overarching strategy designed to provide clarity and certainty about the urban

structure, where and how growth should be accommodated and what must be protected for future generations. The Plan focuses on the preservation of the Protected Countryside and areas of natural heritage including wetlands, significant woodlots, wildlife habitats and various corridors and linkages within the Greenbelt. Section 9 of the Greenbelt Act requires municipalities to amend their Official Plan to conform to the Greenbelt Plan. Since a large portion of the Town falls within the Greenbelt, policies implementing this Plan are required in the Official Plan.

*Planning and Conservation Land Statute Law Amendment Act, 2006 (Bill 51)*

In October 2006, the Provincial Government approved Bill 51 the Planning and Conservation Land Statute Law Amendment Act, 2006. The Bill makes numerous amendments to the Planning Act. The amendments modify aspects of the land use planning process, provide additional tools for the implementation of provincial policies, and provide further support to sustainable development, intensification, and brownfield redevelopment. The provisions provided within Bill 51 include, enhanced public information sessions, expanding the scope of community improvement plans, the ability to regulate minimum and maximum heights and density, use of conditional zoning, regulate urban design and the creation of conservation easements. The implementation of Bill 51 enables municipalities to revise their Official Plan's to make use of some of the planning tools added to the Planning Act.

*Clean Water Act (Bill 43)*

In October 2006, the Provincial Government approved Bill 43, the *Clean Water Act*. The key component of the *Clean Water Act* is the creation of Source Protection Plans that identify threats and vulnerable drinking water supplies and places restrictions and prohibitions on land uses that contribute to those threats. It also brings Conservation Authorities further into the land use planning process than ever before. The implementation of Bill 43 may have direct policy implications on Official Plan policies.

#### **4.0 SUPPORTING STUDIES & ONGOING WORK**

In advance of the formal Official Plan review, the Town has conducted a variety of background studies that will assist in the formation of this document. In addition to the initiatives mentioned in Section 3, the studies outlined in Figure 1 shall also be incorporated into the Official Plan Update.

**Figure 1: Five Strategic Pillars of Sustainability**

| <b>Protecting and Enhancing the <u>Environment</u></b>             | <b>Providing and Advocating for Quality Programs and Services to the <u>Community</u></b> | <b>Investing in Municipal <u>Infrastructure</u></b> | <b>Managing Growth to Ensure a Sustainable <u>Community</u></b>                    | <b>Supporting a Municipal Organization Focused on <u>Excellence</u></b> |
|--|---|---|--|---|
| RFI for Sustainable Energy Initiative                              | Town-wide Community Facilities Master Plan  | Transportation Master Plan 2007                     | Future Employment Lands Economic Review 2006                                       | Public Consultation Programs  |
| Sustainable Communities Charette Symposium                         | Business Retention and Expansion Program  | Water & Sanitary Servicing Master Plan 2007         | Revised Growth Forecasts (Places to Growth Allocation to Local Municipalities 2007 | GIS (Mapping)   |
| Natural Heritage System Update (LSRCA)                             | Recreation Master Plan  | EA Addendum for Sanitary Servicing November 2006    | Intensification Analysis for 40% & Key Development Areas                           | Governmental and Non-Governmental Partnerships                          |
| Environmental/Sustainable Development Master Plan                  |   | Civic Square Design Options Study 2006              | Development Charges Review & Growth Pays for                                       | Growth Management Coordination with the Region of York and the Province |
| Urban Design Guidelines Review Project and CMHC Fused Grid Project |   |   |  |   |

**4.1 Supporting Studies**

**RFI for Sustainable Energy**

Prepared By: Municipal Initiative  
 Prepared For: Town of East Gwillimbury  
 Date of Completion: 2007

This initiative explores a series of energy initiatives including energy generation (sustainable and non-sustainable) and energy conservation to support the future energy demands of the municipality.

*Sustainable Communities Charette Symposium*

Prepared By: Town of East Gwillimbury and Enbridge Consumers Gas  
Prepared For: Town of East Gwillimbury  
Date of Completion: April 2007

A one day work shop that the Town of East Gwillimbury will host in early 2007 where the topic of sustainability and sustainable communities will be explored and discussed in detail.

*Natural Heritage System Update*

Prepared By: Beacon Environmental Consultants  
Prepared For: Lake Simcoe Region Conservation Authority  
Date of Completion: late Summer / Fall of 2007

A report prepared for the Lake Simcoe Region Conservation Authority that identifies and prepares policies for the natural heritage system within the Lake Simcoe Watershed. The policies and recommendations contained within this document will have implications on the Town of East Gwillimbury.

*Town-Wide Community Facilities Master Plan*

Prepared By: Totten Sims Hubicki Associates Ltd.  
Prepared For: Town of East Gwillimbury  
Date of Completion: April 2007

This plan provides an analysis of all existing municipal facilities within the community and ties growth and land use planning directly to the development of new facilities throughout East Gwillimbury.

*Business Retention and Expansion Program*

Prepared By: Town of East Gwillimbury  
Prepared For: Town of East Gwillimbury  
Date of Completion: September 2006

This program is designed to assist, strengthen and address the needs of existing businesses within the community. The program presents a series of objectives, goals and action items for a variety of different initiatives.

*Transportation Master Plan 2007*

Prepared By: Marshall Macklin Monaghan  
Prepared For: Town of East Gwillimbury  
Date of Completion: late Spring 2007

Prepared in conjunction with the Region of York Transportation Master Plan. This document will examine existing and proposed transportation needs within the municipality and will recommend a series of transportation policies designed to meet the needs of the central growth area.

*Water & Sanitary Servicing Master Plan 2007*

Prepared By: MacViro Consultants Inc.  
Prepared For: Town of East Gwillimbury  
Date of Completion: late Spring 2007

This plan will examine existing and proposed infrastructure within the Municipality and will recommend a series of policies designed to meet the future infrastructure needs of the central growth area.

*EA Addendum for Sanitary Servicing 2006*

Prepared By: Marshall Macklin Monaghan  
Prepared For: Regional Municipality of York  
Date of Completion: ESR and Notice of study Completion - March 2007

The study revisits an earlier version of an environmental assessment completed for the Region of York regarding future sanitary services for East Gwillimbury and will recommend a preferred option for meeting the long-term needs of the central growth area.

*Civic Square Design Options*

Prepared By: Brook McIlroy Inc.  
Prepared For: Town of East Gwillimbury  
Date of Completion: June 2006

This study involved the preparation of four urban design concepts for the creation of a new Town Square adjacent to the Municipal Offices and the Sharon Temple.

*Future Employment Land Economic Review*

Prepared by: Watson & Associates Economists Ltd.  
Prepared For: Town of East Gwillimbury  
Date of Completion: October 2006

The study provides direction on the supply and demand of all forms of employment, institutional, and commercial lands within the Town relative to planned residential growth over the long-term. The study focuses on several key strategic economic corridors and areas of opportunity identified by the Town.

*Economic Corridor Land Use Options Study*

Prepared By: Malone Given Parsons Ltd.  
Prepared For: Town of East Gwillimbury  
Date of Completion: late Spring 2007

This study provides land use options for the Urban Buffer area in the Green Lane/Yonge Street corridor and the Highway 404 corridor

*CMHC-Fused Grid Case Study*

Prepared by: CMHC & Town of East Gwillimbury  
Prepared For: Town of East Gwillimbury  
Date of Completion: Fall 2007

The development and analysis of a Fused Grid case study within the municipality. The purpose of the case study is to test the merits of the Fused Grid design as an alternative to traditional Greenfield development in East Gwillimbury. The goal of the fused grid model of development is to provide a balance between vehicular and pedestrian movement, and to create safe, sociable street and easy connectivity to community facilities.

**5.0 STUDIES TO BE COMPLETED BY THE OFFICIAL PLAN CONSULTANT(S)**

The following is a list of studies to be completed by the consultant(s) selected for the Official Plan review.

*Environmental/Sustainable Master Plan*

The environmental/sustainable development master plan will develop a series of environmental and sustainable goals, policies and indicators for the short, medium and long terms. The plan will focus on several key strategic areas of opportunity identified by the Town including, but not limited to, energy generation (e.g. renewable and non-renewable), conservation and efficiency; water conservation and efficiency; environmental technologies and infrastructure (e.g. green roofs, green walls, geothermal heating); green building & neighbourhood design (e.g. Energy Star, LEED); waste reduction including recycling and management; environmental protection and stewardship; protection and use of natural resources; site rehabilitation; Brownfield redevelopment; and sustainable development & design. The focus of the plan is to prepare a series of municipal goals, strategies, policies and indicators to guide the municipality over the next twenty years.

The study should make recommendations to East Gwillimbury Council in areas as:

- The recommended total amount of lands within the Town to be protected and secured including forests, greenlands, buffers and wildlife corridors to provide long-term environmental stewardship within the Town
- Optimum targets and time horizons with respect to sustainable and environmental goals (short, medium and long term)
- The use of indicators to monitor the Town's progress in achieving the environmental policies and objectives
- Reference to provincial, regional and conservation authority policies and documents
- Policies and strategies relating to energy generation (renewable and non-renewable), conservation and efficiency within the municipality
- Policies and strategies relating to water conservation and the protection of ground water resources
- An exploration of waste reduction, management and diversion methods and options for the Town including an exploration of the 3R's hierarchy
- An exploration of green technologies and initiatives including green roofs, green walls, geothermal heating etc. and the development of policies relating to the promotion and use of these technologies within the Town
- Strategies and policies for sustainable development, green building & neighbourhood design, live-work relationships, the rehabilitation of contaminated sites and Brownfield redevelopment
- Recommendations with respect to the feasibility and the comparative and relative benefits of each environmental policy and initiative for East Gwillimbury including energy generation, conservation measures, green technology, waste reduction, green design, etc.
- The timing for the implementation of each policy and initiative and the expected date of achievement
- The range of policy options available to the Town to ensure the goals outlined in provincial, regional and municipal legislation and plans are achieved; and
- Conclusions and findings in terms of the overall benefits that the policies will have on the community.

The preparation of the environmental/sustainable development master plan is of up-most importance to the Town of East Gwillimbury. The preparation of the master plan shall occur by consultant(s) with proven expertise and past experience with the areas concerned and can demonstrate leading edge knowledge in the environmental/sustainable development field and experience developing environmental first policies and initiatives.

#### Urban Design Guidelines

Urban Design Guidelines, taking into account the cultural, rural and urban aspects of the municipality, will be incorporated into the Official Plan Review. The design guidelines should take into account recent provincial, regional and municipal initiatives (e.g. green building policies), and contain a series of general urban design policies that can be

applied across the municipality. Existing urban design guidelines contained within select community plans shall be taken into account during the preparation of new guidelines.

*Revised Growth Forecasts (Places to Grow Allocation to Local Municipalities 2007)*

As part of the Official Plan review the Town of East Gwillimbury requires a set of new policies that will implement the population projections and targets contained within “Places to Grow” document, both as it pertains to revised employment and residential growth and forecasts. This work shall occur in association with the Region of York.

## **6.0 REGION OF YORK PLANNING FOR TOMORROW**

Over the next twenty five years the Region of York is expected to grow by an additional 580,000 persons. To tackle the issues associated with growth, the Regional Municipality of York has embarked upon a planning strategy, titled “Planning for Tomorrow” which aims to address a series of Regional and Provincial initiatives. The issues addressed by this document include:

- Growth management
- The Environment
- The Economy
- Intensification
- Human Services
- Infrastructure
- Transportation (moving people and goods); and;
- Quality of Place

The adoption of an Official Plan Amendment to implement the strategy is to occur in 2007. The East Gwillimbury Official Plan Review will occur in conjunction with the Region’s “Planning for Tomorrow” exercise.

## **8.0 CONSULTATION & PUBLIC MEETINGS**

The Town of East Gwillimbury recognizes the importance and value of public consultation in the planning process. The Official Plan review and update will require statutory and non-statutory public consultation sessions to inform interested groups about the Plan and obtain the opinions of the public and landowners, as well as to respond to any issues raised. It is important to ensure that Council, the public and landowners have the opportunity to be involved throughout this process. All consultants are expected to submit a public consultation program outlining the approach to be taken including number of meetings to be held, proposed dates of meetings, the type(s) of consultation to occur and how public comments and concerns will be addressed.

In addition to the public consultation process, the Official Plan review and update will also require regular scheduled workshops with Council on the policy review matters as well as the re various mater plan work. The Town will conduct similar regular consultation with the development community and other key stakeholders.

### **Executive Steering Committee and Technical Working Group**

The work program will incorporate regular meetings of an Executive Steering Committee which will be composed of key Town staff, representatives of the Region of York, Lake Simcoe Region Conservation Authority, Ministry of Public Infrastructure & Renewal, Ministry of Municipal Affairs & Housing, Ministry of Environment and Ministry of Transportation.

In addition, the process will also require regular meeting of a Technical Working Group which will be composed of key stakeholder groups representing development interests, the agricultural community and other NGO's regulatory and commenting agencies, as well as a staff group to be assembled to represent the Municipality's interests.

## **9.0 MAPPING REQUIREMENTS**

All mapping for this project shall be undertaken using a format that is completely compatible within the mapping specifications of the Region of York Geomatics Department. All mapping products and documents produced as part of this project shall become the property of the Town of East Gwillimbury. Consultants will be required to complete a data sharing agreement with the Region of York and the Town of East Gwillimbury.

## **10.0 AVAILABLE DATA AND INFORMATION**

- Provincial Policy Statement (2005)
- Places To Grow-Growth Plan for the Greater Golden Horseshoe (June 2006)
- Greenbelt Plan (2005)
- Oak Ridges Moraine Conservation Plan (2002)
- Bill 43-Clean Water Act
- Bill 51-Planning and Conservation Land Statute Law Amendment Act (2006)
- Region of York Official Plan
- Region of York applicable reports and policies
- Town of East Gwillimbury Official Plan (OPA 95) including all community and secondary plans
- All applicable Official Plan background studies including:
  - Employment Lands Review
  - Civic Square Design Options
  - Community Facilities Master Plan
  - Natural Heritage System Update
  - Business Retention and Expansion Program
  - EA Addendum for Sanitary Servicing

- Transportation Master Plan
- Water and Sanitary Servicing Master Plan
- Natural Heritage System Update
- Recreation Master Plan
- Town of East Gwillimbury Strategic Plan
- All Town of East Gwillimbury applicable reports and policies; and
- Any other documents as required