

# Planning Review Report

## Keswick Secondary Plan Review

December 2019

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# 1.0 Introduction

## 1.1 What is the purpose of the Keswick Secondary Plan Review?

The Keswick Secondary Plan (KSP) forms an integral part of the Official Plan, and provides a more detailed vision and land use policies for the Keswick community. The original KSP was approved in 2004 and, since its approval, has been amended nine times. However, over the course of the KSP's timeframe, the Keswick community has significantly evolved with new development. There have also been numerous changes to the Provincial planning policy framework, including the Provincial Policy Statement (2014), the Growth Plan for the Greater Golden Horseshoe (2019), the Greenbelt Plan (2017), the South Georgian Bay Lake Simcoe Source Protection Plan (2015) and the Lake Simcoe Protection Plan (2009), necessitating a comprehensive update. The purpose of the KSP review is to:

1. Conduct a comprehensive review, assessment and update to the vision, goals and objectives, policies, schedules and appendices of the KSP; and,
2. To modernize the KSP so that it is as easily legible and user friendly as possible while still remaining consistent with the structure and format of the Town of Georgina Official Plan, 2016.

The Keswick Secondary Plan sets out the vision for the future of the Keswick community, and includes specific land use designations directing what type of development may occur, a natural heritage system, municipal servicing and transportation policies and other policies to manage change in the community. The Secondary Plan's primary purpose is to manage growth and development, ensuring a high quality of life for present and future residents, and the provision of a range of housing opportunities, parkland and recreational space, access to goods and services, enhanced natural features, and expanded employment opportunities.

The Keswick Secondary Plan Review will further be undertaken concurrently with the York Region Municipal Comprehensive Review and the preparation of the new Regional Official Plan, and therefore play a role in informing the growth projections to the 2041 planning horizon, while also implementing the updated Regional policy framework.

## 1.2 Study Process

The Keswick Secondary Plan Review is proceeding in three phases:

- Phase 1: Technical Background
- Phase 2: Concept Development
- Phase 3: Final Secondary Plan

## 1.3 Planning Review Report Outline

This Planning Review Report has been prepared as part of Phase 1 and outlines the key issues and opportunities identified in the planning policy background review. The report is organized around seven topic areas and includes the existing policy context and discussion points for how any identified issues can be addressed through this Secondary Plan Review. These discussion points will lead into Phase 2: Concept Development and ultimately guide the update of the Secondary Plan Review.

The seven topic areas are as follows:

- Growth Management
- Housing
- Transportation/Infrastructure
- Cultural Heritage
- Economic Development
- Climate Change/Sustainability
- Natural Heritage

#### 1.4 York Region Municipal Comprehensive Review

York Region is currently undertaking a Municipal Comprehensive Review, which will result in a new, updated Official Plan. Over the course of this Keswick Secondary Plan Review project, the Town and its consulting team will work closely and coordinate with the Region to ensure that the two projects are based on consistent and realistic assumptions and to share relevant information.

In this report, the existing York Region Official Plan 2010 policies were used, as this is the current in force document. At this time, there are no available draft policies for the new Regional Official Plan which is anticipated to come out of the Municipal Comprehensive Review. As a result, the Regional policies outlined in this report are subject to change prior to the finalization of the new Keswick Secondary Plan; any new information which comes out of the Municipal Comprehensive Review will be fed directly into the KSPR process as it is obtained.

## 2.0 Growth Management

A balanced approach to growth management is an important component of a Secondary Plan Review process. Ensuring that a logical urban structure is recognized will result in more efficient, cost effective development which emphasizes a complete and liveable community, supports alternative modes of transportation and which protects valuable natural features.

York Region has projected that the Town of Georgina will grow to 70,300 residents and 21,200 jobs by 2031, and the Town Official Plan further specifies that Keswick will grow to 40,700 residents and 7,300 jobs by 2031, in accordance with its Secondary Plan. The new Growth Plan for the Greater Golden Horseshoe (2019) outlines population and employment projections to 2041 for upper and single tier municipalities. However, as the Regional Municipal Comprehensive Review (MCR) to address conformity with the 2019 Growth Plan is ongoing, the specific population and employment allocations for the Town of Georgina to 2041 are not yet available. Notwithstanding this limitation, it is the intent of the Secondary Plan Review to occur concurrently with the Regional MCR, feeding into this work, while also implementing the updated Regional policies as they become available.

Key principles for growth management within the Town of Georgina should encourage opportunities for intensification and plan for new greenfield development which is well connected, provides a range of housing options and includes densities which create compact, efficient and liveable communities. These principles will also play an important role in making efficient and cost effective infrastructure investments and in laying the groundwork for success of future transit connections.

This section will review and summarize the relevant policies in Provincial planning, the 2010 York Region Official Plan, the Town Official Plan and the existing Keswick Secondary Plan.

### 2.1 Policy Background

#### Provincial Policy Statement 2019 (DRAFT)

Section 1.1 Management and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

The Provincial Policy Statement (PPS), under Section 1.1.1, requires municipalities to plan for “efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term”

Further, under the PPS, settlement areas shall be the focus of growth and development, occurring as:

- Intensification and redevelopment within previously developed areas; and,
- New development in designated growth areas, which have not yet been fully developed.

The PPS also requires planning authorities to:

- Identify targets for intensification and redevelopment, with any provincial targets being the minimum targets; and,
- Ensure the orderly progression of development within designated growth areas.

## A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019

Section 2.2.1 Managing Growth; Section 2.2.2 Delineated Built-up Areas; Section 2.2.7 Designated Greenfield Areas

The Growth Plan directs that the vast majority of growth be directed to settlement areas that have delineated built boundaries, municipal services and can support the achievement of complete communities. Further, within settlement areas, growth will be focused in

- Delineated built-up areas;
- Strategic growth areas;
- Locations with existing or planned transit; and,
- Areas with existing or planned public service facilities;

The Growth Plan supports the achievement of complete communities that:

- Feature a diverse mix of land uses;
- Improve social equity and overall quality of life;
- Provide a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
- Expand convenient access to:
  - A range of transportation options;
  - Public service facilities, co-located and integrated in community hubs;
  - An appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and,
  - Healthy, local, and affordable food options, including through urban agriculture;
- Provide for a more compact built form and a vibrant public realm, including public open spaces;
- Mitigate and adapt to climate change impacts, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; and,
- Integrate green infrastructure and appropriate low impact development.

By the time the next municipal comprehensive review is approved and in effect, and for each year thereafter, a minimum of 50 per cent of all residential development occurring annually within York Region will be within the delineated built-up area. Until the next municipal comprehensive review is approved and in effect, the annual minimum intensification target contained in the applicable upper- or single-tier official plan that is approved and in effect as of July 1, 2017 will continue to apply.

The Growth Plan requires that all municipalities develop and implement a strategy to achieve the minimum intensification target, including identifying strategic growth areas as a key focus for development, determining the appropriate built form for strategic growth areas and transitions to adjacent areas, encouraging intensification throughout the delineated built-up area, supporting the achievement of complete communities and prioritizing infrastructure and public service facility investments that support intensification.

The minimum density target for the designated greenfield area of each upper- and single-tier municipality to achieve within the horizon of this Plan is not less than 50 residents and jobs per hectare. New

development taking place in designated greenfield areas will further be planned, designated, zoned and designed in a manner that:

- Supports the achievement of complete communities;
- Supports active transportation; and
- Encourages the integration and sustained viability of transit services.

### Greenbelt Plan 2017

#### 3.1.5. Agri-food Network; Section 3.4.2 General Settlement Area Policies

Section 3.1.5 states that integrated planning for growth management, including goods movement and transportation planning, shall consider opportunities to support and enhance the Agricultural System.

Municipalities are encouraged to implement regional agri-food strategies and other approaches to sustain and enhance the Agricultural System and the long-term economic prosperity and viability of the agri-food sector by:

- Providing opportunities to support access to healthy, local, and affordable food, urban and near-urban agriculture, food system planning and promoting the sustainability of agricultural, agri-food and agri-product businesses while protecting agricultural resources and minimizing land use conflicts;
- Protecting, enhancing or supporting opportunities for infrastructure, services and assets. Where negative impacts on the agri-food network are unavoidable, they shall be assessed, minimized and mitigated to the extent feasible; and,
- Establishing or consulting with agricultural advisory committees or liaison officers.

Section 3.4.2 states that municipalities shall incorporate policies in their official plans to facilitate the development of community hubs that:

- Enable the co-location of public services to promote cost-effectiveness and service integration;
- Facilitate access through locations served by a range of transportation options, including active transportation and, where available, transit;
- Give priority to existing public service facilities within settlement areas as the preferred location, where appropriate; and,
- Enable the adaptive reuse of existing facilities and spaces in settlement areas, where appropriate.

Municipalities shall collaborate and consult with service planning, funding and delivery sectors to facilitate the co-ordination and planning of community hubs and other public service facilities.

### York Region Official Plan 2010

#### 5.1 Forecasting and Phasing Growth; 5.2 Sustainable Cities, Sustainable Communities; 5.3 Intensification; 5.5 Local Centre and Corridors; 5.6 Building Complete, Vibrant Communities

Section 5.1 of the York Regional Official Plan states that the land use planning horizon for York Region is the year 2031 and that the Town of Georgina is forecasted to growth from a 2016 population of 52,800 to 70,300 in 2031, and from 11,000 jobs in 2016 to 21,200 jobs in 2031.

Local municipalities are required to develop a phasing plan for new community areas that is co-ordinated with Regional plans and policies and secondary plans must be consistent with this phasing plan. Further,

within each local municipality, the development of a phase for a new community area must be substantially complete (i.e., generally 75 per cent of the residential land area which is available for development be built) before a subsequent phase may be registered. Local municipalities must prepare detailed sequencing plans within each secondary plan that provide for an orderly and efficient progression of development to the next sequence, and are supported by water, wastewater, and transportation infrastructure, and the provision of human services.

Policy 5.3.1 requires that by the year 2015 and for each year thereafter, a minimum of 40 per cent of all residential development will occur within the built-up area as defined by the Province's Built Boundary in Places to Grow: Growth Plan for the Greater Golden Horseshoe.

Local municipalities shall complete and adopt intensification strategies based on the York Region 2031 Intensification Strategy and on the Region's Intensification Guide, with specific components listed in the Regional Official Plan. Policy 5.3.3 identifies 2,690 as the intensification target for the Town of Georgina.

The Regional Official Plan directs that the Urban Area be designed to ensure proximity to public transit for most residents and human services and that intensification areas be planned and designed to be transit-oriented with an appropriate transition of built form to adjacent areas.

The Regional Official Plan states that retail, commercial, office, and institutional structures shall be well designed, street-oriented and pedestrian scaled, and shall include, wherever appropriate as determined by the local municipality, mixed-use, multi-storey buildings, and public meeting spaces in order to support the planned urban structure and density targets of this Plan.

Floodplain special policy areas should not be planned for intensification beyond the level of development that is currently provided for in the local municipal official plan, unless it has been demonstrated that no other alternatives exist outside the floodplain. Any change in the level of development within the special policy area must be comprehensively assessed by the municipality in accordance with the Regional Official Plan.

Policy 5.5.1 states that local centres and corridors serve as important neighbourhood focal points and mainstreets that provide a range of working, shopping, recreation, human services and housing opportunities with appropriate forms and scale that complement the surrounding community. Local Official Plans are required to identify and designate the location of local centres and corridors within the Urban Area and the planning of these local centre and corridors must be consistent with the Region's intensification policies.

Local municipalities are required to address the following criteria for Local Centres within secondary plans:

- The specific location and boundaries of the Local Centres;
- Provision of a wide range of residential, commercial and institutional uses;
- High standard of urban design consistent with the ROP;
- Local Centres connect efficiently with and contribute to the vitality of the surrounding area;
- Creation of focal points for community activity and civic pride;
- Pedestrian and cycling systems and local green spaces are integrated;
- The size and context of development is appropriate for the area;
- Identification of specific employment targets that contribute to live/work opportunities;

- Land use and transit is co-ordinated to ensure that Local Centres are focal points for current and/or future public transit services and infrastructure and that they prioritize pedestrian movement, transit use and access; and,
- Revitalization and preservation of cultural heritage resources within core historic areas.

Policy 5.5.4 states that development, secondary plans, or other appropriate studies in the Local Corridors address the following criteria:

- Identify the function of each section of the corridors;
- Establish a range of residential and commercial land uses;
- New employment uses should be generally located within 200 metres of transit stops;
- Establish consistent setback and frontage provisions;
- Ensure a high standard of urban design consistent with the ROP;
- Encourage pedestrian activity through the arrangement and design of land development sites and related streetscaping treatments; and,
- Be consistent with Regional streetscaping policies.

The Regional Official Plan requires that the designated greenfield area achieve an average minimum density that is not less than 50 residents and jobs per hectare combined in the developable area and that approved secondary plans within the designated greenfield area that are not completely built should be re-examined to determine if 50 residents and jobs per hectare in the developable area can be achieved.

Policy 5.2.16 encourages secondary and subdivision plans within the designated greenfield area that are not approved, to be developed in accordance with policies 5.6.4 through 5.6.16 (policies for New Community Areas). The policies for New Community Areas generally direct that development supports complete communities, with a full range and mix of housing types, mixed use community core areas with good access to transit and active transportation, live-work opportunities and high quality urban, streetscape and building design. New Community Areas are also intended to be planned to consider human service needs, maximize passive solar gains, reduce the urban heat island effects and include a Community Energy Plan.

In New Community Areas, comprehensive master environmental servicing plans must be prepared and implemented. These plans will examine all water systems in a comprehensive and integrated manner to:

- Understand the integration of all water systems to increase efficiencies;
- Maximize water conservation in buildings and municipal infrastructure, including water-efficient landscaping and rainwater collection for reuse; and,
- Minimize stormwater volume and contaminant loads, and maximize infiltration through an integrated treatment approach.

Further, New Community Areas are to implement the York Region Pedestrian and Cycling Master Plan and mobility plans shall be completed to ensure that:

- Communities are designed to have interconnected and accessible mobility systems, with a priority on pedestrian movement, and on transit use and access;
- Communities are designed to include a system of pedestrian and bicycle paths linking the community internally and externally to other areas, and providing access to the transit system;

- A transit plan is completed in consultation with York Region Transit, which identifies transit routes and corridors, co-ordinates transit with land use patterns and ensures the early integration of transit into the community;
- The distance to a transit stop in the Urban Area is within 500 metres of 90 per cent of residents, and within 200 metres of 50 per cent of residents;
- All schools and community centres shall be integrated into the community mobility system and provide the ability to walk, cycle, transit and carpool to these locations;
- The street network includes continuous collector streets that run both north-south and east-west and/or a grid system of streets linked to the Regional Street network;
- New community areas are designed to meet the York Region Transit-Oriented Development Guidelines;
- Planned rapid transit corridors, and/or transit terminals that connect to a rapid transit corridor, are included in the community;
- Parking standards, consistent with policy 5.2.10, encourage and support transit use and include reduced minimum and maximum parking standards; and,
- Trip-reduction strategies consistent with the policies of Section 7.1 are promoted.

A Greenlands System Plan shall be prepared for New Community Areas that identifies how the Greenlands System will be managed in an urban environment and new community areas are to include an integrated open space network that includes a range of amenities generally within 500 metres of all residents.

### Georgina Official Plan 2016

Section 3 Growth Management

Policy 3.1.1 states that the focus of population and employment growth will continue to be the communities of Keswick and Sutton/Jackson's Point.

The Town, in consultation with York Region, will complete and adopt a residential intensification strategy based on the York Region 2031 Intensification Strategy, to help ensure a minimum of 40 percent of all residential development in York Region occurs within the built-up area. Generally, the Town will direct intensification efforts to appropriate locations within the Keswick and Sutton/Jackson's Point Secondary Plan Areas.

Within the Keswick and Sutton/Jackson's Point Secondary Plan Areas, the Designated Greenfield Areas will be delineated and include the appropriate density targets.

The tables included as policies 3.1.7 and 3.1.8 identify that Keswick is projected to grow from a 2016 population of 29,100 to a 2031 population of 40,700, and from 5,250 jobs in 2016 to 7,300 jobs in 2031. However, it is noted that the full build out of Keswick will require a further expansion of the Keswick Wastewater Treatment Plant.

### Keswick Secondary Plan 2004

13.1.1.3 Growth Management; 13.1.1.4 Community Structure

The Keswick Secondary Plan states that by the year 2021, it is projected that Keswick will grow to approximately 38,700 residents and 13,700 jobs and further emphasizes the need to continue to monitor available sewage treatment and water supply capacity.

The Secondary Plan states that planned Provincial highway infrastructure, including the construction of Highway 404 adjacent and to the east of Keswick, and the Bradford By-pass to the south, have the potential to enhance the area's accessibility and attractiveness as both a place to live and as a place to locate a business. With this potential in mind, subsequent reviews of this Secondary Plan will consider the Regional allocation of employment projections – both in terms of the amount and the type of employment - to Georgina, as well as the supply of land to accommodate additional employment opportunities.

Section 13.1.1.4 states that the long-term community structure of Keswick is expected to evolve based on well-designed residential neighbourhoods, focused on The Queensway as the connecting spine and Woodbine Avenue as the primary commercial/employment district. The community structure is therefore based on these elements, complemented by urban and neighbourhood centres, a linked greenlands system and an interconnected street pattern.

## 2.2 Opportunities for Discussion

1. The Growth Plan for the Greater Golden Horseshoe introduced a number of significant requirements with respect to growth, including intensification and density targets for all upper and single tier municipalities and the need to identify strategic growth areas. While York Region currently includes the 2006 Growth Plan intensification target of 40 percent in its Official Plan, the Keswick Secondary Plan Review is planned to occur concurrently with its MCR and the preparation of a new Regional Official Plan, which is anticipated to include the updated Region-wide intensification target of 50 percent. This intensification target may be assigned to the lower tier municipalities, or the Region may choose to assigned individual targets. The existing York Region Official Plan designated greenfield area density target, at 50 persons and jobs per hectare, already conforms to the 2019 Growth Plan. It will remain to be seen if the Region elects to identify a different, potentially higher density target and/or tailored targets for each lower tier municipality. The Town will need to confer with the Region, through their MCR, the suitability of the intensification and density targets for Georgina. Further, as Keswick is the largest urban settlement in Georgina and the Town's Official Plan policies identify Keswick as a prime location for new growth and intensification, the Town may also consider selecting Secondary Plan-specific targets which are higher than those required by the Region, to offset lower density/intensification potential elsewhere in the Town.
2. As a result of the timing of this Secondary Plan Review, which is being undertaken concurrently with the Region's MCR process, this Review will provide the Town with the opportunity to contribute to and feed into the Region's own growth management exercise, particularly with respect to the projected number of new residents and jobs which can be accommodated within the current Keswick settlement area boundary. To this end, a growth management exercise was conducted (see full Memorandum in the Appendix), with the following conclusions:
  - a. There is no need for additional lands to be designated for residential development within the Keswick Community to the year 2041, and beyond. There is more than sufficient greenfield residential land supply. As a result, additional long-term population growth can be accommodated.
  - b. There is no need for additional lands to be designated for population related (PRE) jobs within the Keswick Community to the year 2041, and beyond. However, the actual need for retail and service commercial facilities within the Keswick Community may be substantially enhanced based on the success of the Keswick Business Park in attracting significant employment land employment (ELE)

- jobs, which will drive the demand for additional PRE opportunities. As a result, additional long-term PRE growth can be accommodated.
- c. The land supply within the Keswick Business Park may not be sufficient to accommodate all of the 8,500 ELE jobs projected by the Development Charges Background Study by 2041. As a result, some of the oversupply of commercially designated lands within the Keswick Community may need to be protected for the accommodation of ELE jobs.
  - d. It is important to note that this exercise does not represent the conclusions of York Region's MCR. It is simply a series of estimates based on historic growth shares allocated to the Town.
  - e. It is also important to note that this work has not made any assumptions about the Keswick Community's ability to service new development with key elements of municipal infrastructure - the transportation system as well as sewer and water infrastructure.
3. To illustrate how to achieve the intensification and designated greenfield area density targets, the delineated built boundary must be identified on a Secondary Plan Schedule. Further, in accordance with the current York Region Official Plan, a phasing plan should be considered for those areas which remain undeveloped in the Keswick Secondary Plan Area.
  4. While the Keswick Secondary Plan Area does not currently identify strategic growth areas in conformity with the 2019 Growth Plan, it is likely that the existing Urban Centres and Corridors, which are already designated for higher density mixed uses, could fulfill this role, with the potential addition of portions of the Woodbine corridor, should any of those lands be deemed appropriate for residential uses through the Commercial and Employment Lands Analysis. The Urban Centres and Corridors may also fulfill the role of "Local Centres and Corridors" in accordance with the current Regional Official Plan.
  5. Considering the focus on intensification within Provincial and Regional Plans, this Secondary Plan Review will explore opportunities for residential intensification throughout the Keswick community, as well as strategies for attracting and facilitating intensification to maximize those opportunities.
  6. Opportunities for residential intensification can be broadly defined as all areas which are not low rise residential neighbourhoods, employment areas or green spaces. These areas generally include higher density residential areas, areas in transition, main street commercial and large-format commercial areas. The priority for intensification is to make use of properties which are vacant, underutilized, include significant surface parking or which can be considered 'underdeveloped' considering their location along important transportation corridors. Attracting residential intensification to these areas accomplishes several goals, including:
    - Accommodating residential growth without needing to expand the settlement areas;
    - Ensuring that new development does not negatively impact the character of existing neighbourhoods;
    - Increasing the population in proximity to businesses to better support them;
    - Encouraging reinvestment in buildings and the public realm; and,
    - Achieving mixed-use development where residents are closer to jobs and commercial areas and are more able to use alternative modes of transportation.
  7. Intensification can mean different things in different contexts. The Secondary Plan Review does not intend to encourage radically dense development that is not compatible with the existing character and built form of the community. While high density development in the GTA could mean considering 20 to

50 storey buildings, not only is this not appropriate for Keswick's built form, but the necessary services and infrastructure, especially transit, are not in place to support such density. Intensification within the context of Keswick is more likely to include built forms such as townhouses, stacked townhouses, low rise apartment or condominium buildings and mid-rise, mixed-use buildings, where appropriate.

8. While identifying opportunities for residential intensification is an important step in encouraging this form of development, there remain challenges and barriers to achieving this objective. Therefore, it will be important for the Town through this Secondary Plan Review process to identify strategies for facilitating intensification. There are three principal areas that should be considered:

- **Establish the environment for change:** This Secondary Plan Review process provides the foundation for establishing the right environment for change, by developing a strong vision and supportive policies which prioritize and support residential intensification projects. This will announce the Town's position and interest in working with developers to realize these new forms of development as well as provide a guiding framework for how intensification can fit within the Town's context. Once this policy framework is in place, it is important that the Town follow up with its policy intentions by ensuring that the appropriate infrastructure is in place to support the desired form of development, in cooperation with the Region. While an important component of this is the availability of sufficient municipal servicing capacity, the provision of transit service is also a fundamental requirement for facilitating intensified forms of development, and the Town will have to continue to promote increased transit investment both within and connected to the Town.
- **Reduce the cost of development:** Intensification is generally considered to be a more expensive and complex form of development, and therefore the Town should consider the introduction of financial incentives to make it more attractive for developers. Incentives could include tax relief measures, the reduction of development charges and reduced parking and parkland requirements. In particular, the Town has identified a particular need for more purpose built rental housing and affordable housing, and may wish to focus any incentives on intensification that achieves those types of housing.
- **Reduce the risks of the development approval process:** Due to the complexity that is often involved with intensification, there are numerous elements of a project's planning approval process that can pose a risk to the project's ultimate success. Reducing the risks of intensification projects may include pre-zoning certain lands to permit the desired form of intensification and building support among Town staff and Council members to ensure a smoother approval process.

## 3.0 Housing

Ensuring the availability of a full range of housing options is critical in meeting the needs of current and future residents of all incomes, ages, lifestyles and abilities. This diversity of housing types will help the Town, and Keswick in particular, to welcome new residents and make it possible for residents to stay within their community throughout their lifecycle, as their needs and preferences change. Providing for a sufficient supply of affordable housing is also an important goal, and recognized by York Region, with the 2010 Regional Official Plan stating that a minimum of 25 percent of new housing units across the Region must be affordable.

As a settlement area, Keswick has multiple areas that may accommodate some intensification and higher density forms of housing, and is identified in the Official Plan to accommodate the majority of new growth and intensification. Intensification will play an important role in providing a full range of housing forms, while also contributing to more dynamic centres, support for local businesses and more efficient use of infrastructure. With the introduction of new housing development and intensified housing forms, it will be increasingly important to support measures which ensure that new development builds on and supports the existing community character, provides public benefits and contributes to a higher quality public realm.

The availability and access to community services and amenities for residents of all incomes, ages and abilities is also important for maintaining a high quality of life and the sense of community and belonging which is so valued in the Town. The ease of access to these services and amenities is based on both their design and location. The Secondary Plan should direct new services and amenities to Keswick's centres and hubs, where they are easily accessible to a large percentage of residents and by a range of transportation modes and where they support the vitality of the community and the efficient use of infrastructure.

This section will focus on housing and neighbourhood design issues, including but not limited to housing mix, affordable housing targets, residential intensification opportunities, second units, changing demographic trends, built form compatibility and community services and facilities. This paper will also review and summarize the relevant policies in Provincial planning documents, the 2010 York Region Official Plan, the Town Official Plan and the existing Keswick Secondary Plan.

### 3.1 Policy Background

#### Provincial Policy Statement 2019 (DRAFT)

Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns; Section 1.4 Housing

The PPS states that healthy, liveable and safe communities are sustained by accommodating an appropriate market-based range and mix of residential types, including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons (1.1.1).

The PPS calls on municipalities to provide an appropriate range and mix of housing options and densities to meet projected requirements of current and future residents of the regional market area. To do so, planning authorities are required to:

- Maintain at all times the ability to accommodate residential growth for a minimum of 12 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development;
- Maintain at all times land with servicing capacity to support at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans;
- Establish and implement a minimum affordable housing target;
- Permit and facilitate the development of special needs housing, and housing responding to demographic changes and employment opportunities;
- Permit and facilitate all types of residential intensification and redevelopment;
- Permit additional residential units;
- Direct new housing to locations served by existing or planned infrastructure and public service facilities;
- Promote residential densities that use land, resources, infrastructure and public service facilities efficiently, and support the use of active transportation and transit in areas where it exists or is to be developed;
- Require transit-supportive development and prioritize intensification in proximity to transit; and,
- Establish development standards for residential intensification, redevelopment and new residential development that minimize housing costs and facilitate compact form (Sections 1.4.1 & 1.4.3).

### A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019

Section 2.2.6 Housing; 3.2.8 Public Service Facilities

The Growth Plan requires that upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, align land use planning with applicable housing and homelessness plans and support housing choice through the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by:

- Identifying a diverse range and mix of housing options and densities, including second units and affordable housing to meet projected needs of current and future residents;
- Establishing targets for affordable ownership housing and rental housing;
- Identifying mechanisms, including the use of land use planning and financial tools, to support the implementation; and,
- Implementation through appropriate policies and regulations.

Municipalities will support the achievement of complete communities by:

- Planning to accommodate forecasted growth to the horizon of this Plan;
- Planning to achieve the minimum intensification and density targets in this Plan;
- Considering the range and mix of housing options and densities of the existing housing stock; and,
- Planning to diversify their overall housing stock across the municipality.

To support the achievement of complete communities, policy 2.2.6.3 directs municipalities to consider the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes.

Municipalities will maintain at all times where development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units. This supply will include, and may exclusively consist of, lands suitably zoned for intensification and redevelopment.

Section 3.2.8 of the Growth Plan outlines the policy framework for public service facilities, which includes:

- Planning for and investing in public service facilities will be coordinated with land use planning;
- Public service facilities and public services should be co-located in community hubs and integrated to promote cost-effectiveness;
- Priority should be given to maintaining and adapting existing public service facilities and spaces as community hubs to meet the needs of the community and optimize the long-term viability of public investments;
- Existing public service facilities that are located in or near strategic growth areas and are easily accessible by active transportation and transit, where that service is available, should be the preferred location for community hubs;
- Municipalities will collaborate and consult with service planning, funding, and delivery sectors to facilitate the co-ordination and planning of community hubs and other public service facilities; and,
- New public service facilities, including hospitals and schools, should be located in settlement areas and preference should be given to sites that are easily accessible by active transportation and transit, where that service is available.

## York Region Official Plan 2010

### 3.5 Housing Our Residents

It is a policy of the York Region Official Plan to ensure an adequate region-wide supply of housing by:

- Maintaining a minimum 10-year supply of land designated for housing through intensification and redevelopment and in designated greenfield areas; and,
- Maintaining a 3 to 7 year supply of registered and draft approved plans of subdivision, condominium plans and/or site plans.

Local municipal official plans and zoning by-laws are required to permit a mix and range of housing types, lot sizes, unit sizes, functions, tenures and levels of affordability within each community, consistent with Regional forecasts, and intensification and density requirements. Further, policy 3.5.6 states that a minimum of 25 per cent of new housing units distributed across the Region must be affordable, coordinated across applicable local planning areas including secondary plan and block plan areas, and include diverse housing options and barrier free units.

Policy 3.5.5 requires that all new secondary plans include a strategy to implement the affordable housing policies found in this Plan. The strategy shall include:

- Specifications on how the affordable housing targets in this Plan will be met;
- Policies to achieve a mix and range of housing types within each level of affordability;
- Policies to ensure affordable larger sized family units; and,
- Consideration of locations for social housing developments.

The Region will work with local municipalities, the private sector and other stakeholders to consider innovative financial arrangements to encourage and support the development and maintenance of non-profit and affordable housing, including giving affordable housing initiatives priority on publicly owned lands.

Policy 3.5.15 encourages local municipalities to adopt policies for an equitable distribution of social housing types, and the Regional Official Plan further encourages accessibility features in all new housing and that special needs housing, emergency, affordable, and seniors' housing be located in proximity to rapid transit and other human services.

The Regional Official Plan requires local municipalities to adopt official plan policies and zoning by-law provisions that authorize secondary suites as follows:

- The use of two residential units in a house if no ancillary building or structure contains a residential unit; and,
- The use of a residential unit in a building or structure ancillary to a house if the house contains a single residential unit.

*\*The rules regarding secondary suites have since been amended by Bill 108, now requiring permission for secondary suites in both the main building of single-detached, semi-detached and townhouses and an accessory building, for a total of three units.*

## Georgina Official Plan 2016

### 8.1 Housing

Policy 8.1.1 states that the Town will work with York Region, the private sector and other stakeholders to provide a full range of housing types and densities to meet the projected demographic and market requirements of current and future residents, recognizing that these requirements shall primarily be satisfied through residential development in Keswick and Sutton/Jackson's Point in accordance with the policies of the relevant Secondary Plans.

The Town will ensure an adequate housing supply by:

- Maintaining a ten year supply of lands that are designated for residential purposes, including through intensification and redevelopment, in the Keswick and Sutton/Jackson's Point Secondary Plans;
- Maintaining in the Keswick, Sutton/Jackson's Point and Pefferlaw Secondary Plan Areas, a minimum three to seven year supply of lots within plans of subdivision, condominium plans and/or site plans that have been draft approved or registered;
- Encouraging the provision of affordable housing opportunities within the Town;
- Providing for an adequate supply of serviced lands for residential purposes in a variety of locations within the Town;
- Encouraging infilling and intensification through development of vacant or under-utilized lands or redevelopment of existing buildings where appropriate; and,
- Providing a diverse and innovative housing stock in terms of design, types, tenure, density and cost.

Policy 8.1.3 identifies a minimum target of 25 percent of all new housing to be affordable to households of low and moderate income, distributed across the Town, including a diverse mix of types and options which

are barrier free. Affordable housing policies will primarily be implemented in the Sutton/Jackson's Point and Keswick Secondary Plans.

The Town will encourage and support the construction of new rental units with a full mix and range of unit sizes, protect rental housing from demolition and may create a rental housing licensing by-law.

The Official Plan further provides policies addressing special needs housing, long-term care homes, accessory apartments and garden suites.

### Keswick Secondary Plan 2004

13.1.1.4.3 Neighbourhoods and Neighbourhood Centres; 13.1.2.6/7/8/9/10/11 Housing; 13.1.3.1 Neighbourhood Residential

Neighbourhoods are to be predominantly low density residential areas built around common focal points or Neighbourhood Centres. The Neighbourhood Centres should be within a walking distance of 5 to 10 minutes for most of the residents of the neighbourhood. In the Neighbourhood Centres, residents will be provided with day-to-day services such as a convenience store, elementary school, and/or a public park. It is expected that Neighbourhood Centres will also provide locations for medium density forms of housing.

The Town shall encourage the provision of a full range of housing types and densities to meet the projected demographic and market requirements of current and future residents, recognizing that these requirements shall primarily be satisfied through residential development in Keswick, in accordance with the policies of this Secondary Plan.

The Town will ensure an adequate housing supply in Keswick by:

- Maintaining a ten year supply of lands that are designated for residential purposes;
- Maintaining at least a three year supply of undeveloped lots within plans of subdivision that have been draft approved or registered;
- Encouraging the provision of affordable housing opportunities;
- Providing for an adequate supply of serviced lands for residential purposes in a variety of locations;
- Encouraging infilling and intensification through development of vacant or under-utilized lands or redevelopment of existing buildings;
- Providing for a diverse and innovative housing stock in terms of design, types, tenure, density and cost; and,
- Adopting monitoring procedures to ensure that the housing supply objectives of this Secondary Plan are being met.

The Secondary Plan provides detailed policies guiding different forms of development, including low, medium and high density development, which address both built form and density, location and site characteristics/design, as well for accessory apartments and special needs housing.

- Low density residential uses generally include detached, semi-detached and duplex dwellings, as well as accessory apartments, with a maximum density of 11.0 units per gross residential hectare.
- Medium density residential uses include residential buildings with three or more dwelling units (i.e. triplex, fourplex, townhouses and low-rise apartment buildings), with a maximum density of 60 units per net residential hectare, generally less than four storeys.

- High density residential uses including all forms of multiple residential dwelling unit buildings with a density of between 60 and 100 units per net residential hectare, generally no more than 6 storeys.

Section 3.1.3.1.1 states that the intent for the Neighbourhood Residential designation is to promote well-designed and attractive residential neighbourhoods throughout Keswick which include an appropriate range and mix of low density housing types, parks and open space features and an array of community facilities. The Neighbourhood Residential designation will include provisions for the establishment of Neighbourhood Centres. Neighbourhood Centres are to accommodate medium density forms of housing as well as convenience retail, institutional, community and open space facilities. High density residential uses are permitted only in the Urban Centre designation.

## 3.2 Opportunities for Discussion

1. Consider the addition of new policies that facilitate the production of affordable housing and special needs housing, including the establishment of a minimum affordable housing target of 25% of all new builds (as articulated in the Town and York Region Official Plans) and the introduction of various incentives for affordable and/or special needs housing. The current Regional Official Plan further requires the development of a strategy for affordable housing implementation.
2. The Secondary Plan should continue and strengthen the support for including residential uses in the upper storeys of commercial buildings.
3. Update the policies for accessory apartments, including introduction of accessory apartments in accessory buildings, to be consistent with Provincial requirements. These policies should also consider the new changes introduced through Bill 108 which require Official Plans to permit second units in both the main dwelling and an accessory building, for a total of 3 units. Require the Zoning By-Law to be updated to reflect any changes to the Official Plan, which is anticipated to occur in 2022.
4. Require new developments to provide for a wide range of housing options, including multi-unit residential buildings with a range of unit sizes, to make efficient use of land and infrastructure, meet the needs of residents of all income levels and provide opportunities for individuals to live in close proximity to where they work.
5. Explore additional strategies for promoting and facilitating the development of higher density housing within Keswick's Urban Centres and Corridors.
6. Direct new public service facilities to the Urban Centres and Corridors, or in other locations which can be easily accessed by transit and/or active transportation by a significant number of residents to create accessible community hubs.
7. Consider simplifying the Secondary Plan approach to housing categories, by referencing height (i.e. low, mid and high rise) rather than density and floor area ratio, which provides a more understandable and predictable built form within each category. It is important to create a more consistent strategy for identifying the type and scale of built form that is permitted throughout Keswick, and opportunities could also be considered for using images to illustrate the differences between built forms. Further, the Town should consider broadening the range of housing types permitted in the Neighbourhood Residential designation, such as for live-work units, triplexes and townhouses. Consideration for further permissions for non-residential neighbourhood supporting uses throughout this designation should also be considered, such as for institutional uses and small scale retail or personal service establishments.

8. Provide policy guidance for the concept of “compatible” development, with a focus on encouraging redevelopment within the Urban Centres and Corridors, along other major corridors and in community hubs.

## 4.0 Transportation/Infrastructure

Recent trends in land use and transportation planning, as well as public health research, emphasize the importance of ensuring the provision of a well-connected, attractive and functional multi-modal system to provide more balanced access to alternative transportation modes. Alternative transportation modes, including walking, cycling and transit, will become increasingly important within the Keswick community as more intensified development occurs and as a means to increase the accessibility of all residents. Provincial and Regional policies require that the Town meet the transportation needs of all users, irrespective of mode, including the implementation of a 'complete streets' approach. Further, a priority of the Town is to enhance the multi-modal connectivity for residents throughout the Town's settlement areas and to the wider region, which will better facilitate access to jobs, services, recreation and housing.

Additionally, the appropriate supply and quality of servicing is integral to the management of growth, conservation of resources and quality of life. In particular, the integration of servicing/infrastructure policies with land use planning is necessary to ensure logical and efficient development. Provincial and Regional policies are also placing an increasing emphasis on promoting and encouraging green infrastructure, innovative stormwater management strategies, energy conservation and low impact development to support infrastructure systems. The need to mitigate the impacts of climate change is at the forefront of recent policies and plans and the Town will have to consider how to address these policy implications.

### 4.1 Policy Background

#### Provincial Policy Statement 2019 (DRAFT)

Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns; Section 1.6 Infrastructure and Public Service Facilities; and Section 1.8 Energy Conservation, Air Quality and Climate Change

Healthy, liveable and safe communities are achieved by:

- Promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
- Ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs; and,
- Preparing for the regional and local impacts of a changing climate (Section 1.1.1).

The PPS states under Section 1.6.1 that "Infrastructure, and public service facilities shall be provided in an efficient manner that prepares for the impacts of a changing climate while accommodating projected needs" and that they be coordinated and integrated with land use planning and growth management.

The PPS states further under Section 1.6.2 that "Planning authorities should promote green infrastructure to complement infrastructure."

Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas and individual on-site sewage and water services may be used for infilling and minor rounding out of existing development within settlement areas (Sections 1.6.6.2 & 1.6.6.4).

Planning for stormwater management shall be integrated with planning for sewage and water services, minimize or prevent increases in contaminant loads, minimize erosion and changes in water balance, prepare for the impacts of a changing climate, mitigate risks and promote stormwater management best practices. (Section 1.6.6.7)

The PPS states that “healthy, active communities should be promoted by planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity” (Section 1.5.1 a)).

The PPS calls for the provision of safe, efficient, interconnected and multi-modal transportation systems that meet projected needs. Efficient use shall be made of existing and planned infrastructure, such as through the use of transportation demand management.

The PPS recognizes the connection between land use patterns and transportation choices, and calls for integrated planning that minimizes the length and number of vehicle trips, and supports transit and active transportation (Section 1.6.7.4).

The PPS also requires planning authorities to plan for and protect corridors and rights-of-way for infrastructure, including transportation and transit (1.6.8.1). Major goods movement facilities and corridors, in particular, are required to be protected for the long term (Section 1.6.8.2).

To reduce greenhouse gas emissions from transportation, the PPS calls on planning authorities to:

- Promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas;
- Focus major employment, commercial and other travel-intensive land uses on sites which are well served by transit where this exists or is to be developed, or designing these to facilitate the establishment of transit in the future; and,
- Encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion (1.8.1).

## A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019

### 3.2 Policies for Infrastructure to Support Growth

#### General

The Growth Plan emphasizes that infrastructure planning, land use planning, and infrastructure investment must be co-ordinated to implement this Plan. To this end, planning for new or expanded infrastructure will occur in an integrated manner, including evaluations of long-range scenario-based land use planning, environmental planning and financial planning, will be supported by relevant studies and should involve:

- Leveraging infrastructure investment to direct growth and development in accordance with the policies of this Plan, including the achievement of the intensification and density targets;
- Providing sufficient infrastructure capacity in strategic growth areas;
- Identifying the full life cycle costs of infrastructure and developing options to pay for these costs over the long-term; and,
- Considering the impacts of a changing climate.

Infrastructure investment and other implementation tools and mechanisms will be used to facilitate intensification and higher density development in strategic growth areas. Municipalities will also assess infrastructure risks and vulnerabilities, including those caused by the impacts of a changing climate, and identify actions and investments to address these challenges.

### Transportation

The Growth Plan emphasizes that transportation system planning, land use planning, and transportation investment will be co-ordinated to implement this Plan. Policy 3.2.2.2 requires that the transportation system be planned and managed to:

- Provide connectivity among transportation modes for moving people and for moving goods;
- Offer a balance of transportation choices that reduces reliance upon the automobile and promotes transit and active transportation;
- Be sustainable and reduce greenhouse gas emissions by encouraging the most financially and environmentally appropriate mode for trip-making and supporting the use of zero- and low-emission vehicles;
- Offer multimodal access to jobs, housing, schools, cultural, and recreational opportunities, and goods and services;
- Accommodate agricultural vehicles and equipment, as appropriate; and,
- Provide for the safety of system users.

Policy 3.2.2.3 requires that in the design, refurbishment, or reconstruction of the existing and planned street network, a complete streets approach be adopted that ensures the needs and safety of all road users are considered and appropriately accommodated.

Municipalities will develop and implement transportation demand management policies in official plans or other planning documents or programs to:

- Reduce trip distance and time;
- Increase the modal share of alternatives to the automobile, including setting targets;
- Prioritize active transportation, transit, and goods movement over single-occupant automobiles;
- Expand infrastructure to support active transportation; and,
- Consider the needs of major trip generators.

The Growth Plan identifies public transit as the first priority for transportation infrastructure planning and major transportation investments. Municipalities will work with transit operators, the Province, Metrolinx where applicable, and each other to support transit service integration within and across municipal boundaries.

Municipalities will ensure that active transportation networks are comprehensive and integrated into transportation planning to provide:

- Safe, comfortable travel for users of active transportation; and,
- Continuous linkages between strategic growth areas, adjacent neighbourhoods, major trip generators, and transit stations, including dedicated lane space for bicyclists on the major street network, or other safe and convenient alternatives.

The Province and municipalities will work with agencies and transportation service providers to co-ordinate, optimize, and ensure the long-term viability of major goods movement facilities and corridors and accommodate agricultural vehicles and equipment, as appropriate. Municipalities will further provide for the establishment of priority routes for goods movement, where feasible, to facilitate the movement of goods into and out of employment areas and other areas of significant commercial activity and to provide alternate routes connecting to the provincial network.

### **Municipal Servicing**

Policy 3.2.6.1 states that municipalities should generate sufficient revenue to recover the full cost of providing and maintaining municipal water and wastewater systems.

According to policy 3.2.6.2, municipal water and wastewater systems and private communal water and wastewater systems will be planned, designed, constructed, or expanded in accordance with the following:

- Opportunities for optimization and improved efficiency within existing systems will be prioritized and supported by strategies for energy and water conservation and water demand management;
- The system will serve growth in a manner that supports achievement of the minimum intensification and density targets in this Plan;
- A comprehensive water or wastewater master plan or equivalent, informed by watershed planning or equivalent has been prepared;
- In the case of large subsurface sewage disposal systems, the proponent has demonstrated attenuation capacity; and,
- Plans have been considered in the context of applicable inter-provincial, national, bi-national, or state-provincial Great Lakes Basin agreements or provincial legislation or strategies.

Further, policy 3.2.7.1 states that municipalities will develop stormwater master plans or equivalent for serviced settlement areas that:

- Are informed by watershed planning or equivalent;
- Protect the quality and quantity of water by assessing existing stormwater facilities and systems;
- Characterize existing environmental conditions;
- Examine the cumulative environmental impacts of stormwater from existing and planned development, including an assessment of how extreme weather events will exacerbate these impacts and the identification of appropriate adaptation strategies;
- Incorporate appropriate low impact development and green infrastructure;
- Identify the need for stormwater retrofits, where appropriate;
- Identify the full life cycle costs of the stormwater infrastructure, including maintenance costs, and develop options to pay for these costs over the long-term; and,
- Include an implementation and maintenance plan.

### **York Region Official Plan 2010**

2.3 Water Systems; 5.2 Sustainable Cities, Sustainable Communities; Chapter 7 Servicing Our Population

### **Transportation**

Policy 5.2.10 requires that secondary plans and zoning by-laws, in consultation with the Region and related agencies, incorporate parking management policies and standards that include:

- Reduced minimum and maximum parking requirements that reflect the walking distance to transit and complementary uses;
- Shared parking requirements, where possible;
- On-street parking;
- Site design that orients the main building entrance(s) to face the public street(s), provides a pedestrian friendly urban form, and where appropriate, as determined by the local municipality, does not permit the placement of surface parking spaces between the main building entrance and the major street;
- The design of surface parking to support redevelopment and retrofitting; and,
- Preferential locations for carpooling and car-sharing spaces and bicycle storage requirements.

The Regional Official Plan requires new development applications to demonstrate transit-oriented development principles and that non-residential development include a Transportation Demand Management Strategy.

Local municipalities are required to adopt land use and site design policies that promote sustainable modes of transportation, including walking, cycling, transit, and carpooling, and to design street systems which accommodate supportive facilities. Local municipalities will further coordinate with the Region to provide sidewalks and street lighting on all streets within the Urban Area and to coordinate infrastructure within the Regional rights-of-way to support walking and cycling.

Communities shall be designed to ensure walkability through interconnected and accessible mobility systems. These systems will give priority to pedestrian movement and transit use, provide pedestrian and cycling facilities, and implement the York Region Pedestrian and Cycling Master Plan.

Policy 7.2.13 directs the co-ordination of Regional and local pedestrian and cycling networks with trail connections to the Regional Greenlands System trails network, where appropriate.

It is a policy to restrict vehicle access from developments adjacent to Regional streets to maximize the efficiency of the Regional street system through techniques such as suitable local street access, shared driveways and interconnected properties.

Local municipalities are required to plan and implement continuous collector streets in both east-west and north-south directions in each concession block, in all new urban developments, including new community areas.

### **Municipal Servicing**

The Region will work with local municipalities on water conservation/efficiency initiatives, such as water reuse systems, rainwater harvesting and innovative stormwater management, as well as initiatives to reduce wastewater inflow/infiltration levels.

The provision of water and wastewater servicing within communities shall be coordinated with land use planning approvals to:

- Achieve complete communities;
- Achieve balanced communities with residential and employment opportunities;
- Assist in the sequencing of growth within communities;

- Achieve intensification targets;
- Promote energy efficient green buildings; and,
- Capitalize on intensification and more compact development opportunities as they arise.

Local official plans are required to identify Regional wastewater treatment plants and appropriate buffer areas, Regional wells, wellhead protection areas, intake protection zones, significant groundwater recharge areas and highly vulnerable aquifers, in addition to associated policies to protect drinking water quality and quantity.

Local official plans are required to identify and protect infrastructure corridors for long term servicing needs, including and in compliance with corridors identified in Provincial Plans.

Policy 2.3.41 requires the preparation of comprehensive master environmental servicing plans, or appropriate technical studies, as a component of secondary plans and major development or re-development to minimize stormwater volume and contaminant loads, and maximize infiltration through an integrated treatment approach, which may include techniques such as rainwater harvesting, phosphorus reduction, constructed wetlands, bioretention swales, green roofs, permeable surfaces, clean water collection systems, and the preservation and enhancement of native vegetation cover

The Region will encourage local municipalities to adopt sustainable building policies, as well as work with the Region towards energy conservation, demand management, renewable energy systems and local generation.

The Region will develop incentive programs complementary to the sustainable building policies in this Plan together with local municipalities.

## Georgina Official Plan 2016

### Section 9 Servicing and Infrastructure

#### Transportation

Section 9.2 states that a safe and integrated transportation system is essential for the efficient movement of people, goods and services in Georgina and that the Official Plan policies are intended to reduce reliance on the private automobile and encourage active transportation. Transportation and land use considerations will be integrated to ensure the appropriate accommodation of new growth.

The Official Plan includes detailed policies addressing roads, transit and active transportation. The following summarizes those which are most relevant:

- Need for land dedications for road widenings;
- Specific guidance of the design and hierarchy of the road network;
- Road and infrastructure works must minimize impacts on the Greenlands System and its associated key natural heritage features and key hydrologic features, as well as on cultural heritage resources;
- The Town shall work to develop an integrated multi-modal transportation system;
- The Town shall plan and design new local and collector roads as an interconnected grid network aimed at maximizing connectivity for all travel modes and minimizing travel distance to surrounding streets, uses and open spaces;

- Cul-de-sacs are discouraged;
- The Town shall encourage the use of programs and strategies, such as carpooling, site design and facilities that support transportation demand management;
- The Town will work with the Province, Region and property owners on the provision of transit and active transportation infrastructure and amenities;
- The Town shall work with GO Transit, Metrolinx and York Region to maintain and enhance transit service in the Town, and connections to other destinations;
- Where appropriate, the Town will require new development applications to demonstrate how the proposed development is transit-oriented, supports trip reduction and incorporates transportation demand management objectives;
- Road design should ensure appropriate accommodation of existing or planned transit needs;
- Appropriate parking must be provided;
- Sidewalks and cycle trails are the primary system for pedestrian and cyclist movement within the Secondary Plan Areas. Where physically and financially feasible, these systems are to be integrated with each other. Where this system cannot be accommodated on public lands, the Town will attempt to secure a right-of-way sufficient to accommodate the system;
- The Town shall work to implement a comprehensive trails and active transportation network in accordance with the Town of Georgina Trails and Active Transportation Master Plan, 2014;
- Recreational trails that can accommodate various users year-round such as pedestrians, cyclists and snowmobilers will be encouraged; and,
- Bicycle movement shall generally be accommodated in the street right-of-way or on defined cycle routes or trails. Consideration shall be given to the inclusion of bicycle lanes in rights-of-way for new arterial and collector roads. On existing arterial and collector roads, the addition of facilities for bicycles shall be considered when such roads are reconstructed, or where it is physically and financially feasible to do so.

### **Municipal Servicing**

The Town will provide a staged program for the improvement and extension of Town sanitary sewage and water supply services, in accordance with the provisions of the relevant Secondary Plans and other relevant municipal, regional and provincial policies and regulations, and within the financial capabilities of the Town and/or York Region and on the basis of a long-term capital budget program.

The design and construction of service facilities is to be sensitive to cultural heritage resources and the Greenlands System, as well as the features and functions of its component parts, and may be subject to source water protection policies.

The Keswick and Sutton/Jacksons Point Secondary Plans have established an urban service area boundary and include detailed municipal sanitary sewer and water supply servicing and allocation policies.

Policy 9.5.2 states that stormwater management ponds are prohibited in key natural heritage features or key hydrologic features or their vegetation protected zones.

Applications for development and site alteration shall be accompanied by a Stormwater Management Plan, erosion and sediment control study and drainage plan, in accordance with the associated detailed requirements.

The quality of groundwater and surface water and quantity of groundwater through surface water recharge shall be protected and/or enhanced through stormwater management best practices.

Policy 9.5.8 states that stormwater management works that are established to serve new major development in the Lake Simcoe watershed shall not be permitted unless the works have been designed to satisfy the enhanced protection level specified in the Ministry of Environment and Climate Change's "Stormwater Management Planning and Design Manual 2003", as amended from time to time.

Developments requiring the construction of new or expanded stormwater management facilities may be subject to the vulnerable area source water protection policies.

The preparation of comprehensive Master Environmental Servicing Plans, or appropriate technical studies, shall be required as a component of Secondary Plans and major development or redevelopment. Such studies are encouraged to include low impact development techniques.

An application for major development within the Town shall be accompanied by a Low Impact Development Evaluation as part of an overall Stormwater Management Report, in accordance with the associated detailed requirements.

Development within the built boundary shall be encouraged to accommodate the capability to implement leading-edge communication technologies to attract and maintain investment, facilitate research and development and knowledge-based initiatives, and support health services.

### Keswick Secondary Plan 2004

13.1.4 Transportation Policies; 13.1.5 Sanitary Sewage and Water Supply Services; 13.1.6 Storm Water Management Facilities

#### Transportation

It is the intent of the Town to encourage the development of a safe and integrated multi-modal transportation system for the efficient movement of people, goods and services in Keswick. The objectives of the Town related to transportation are to:

- Develop an effective road system that accommodates traffic demand and does not contribute to traffic congestion;
- Create a road network that promotes walking and cycling trips by providing a modified grid pattern of streets that is sensitive to natural features, land use designations and trip demand;
- Ensure that the road system is designed to be safe for all users; and,
- Encourage a road system and land use pattern that supports public transit.

The Secondary Plan states that a network of continuous and inter-connected streets shall be developed in order to help distribute traffic, minimize travel times and offer pedestrians, cyclists and drivers a choice of routes, including a modified grid network of arterial and major collector roads at a maximum spacing of one kilometre.

The Town, as a condition of development, may require lands for the purposes of road widening or extensions to be dedicated to the appropriate authority having jurisdiction.

Construction of new roads and bridges and the reconstruction of existing facilities will be undertaken in a manner to minimize the impact on significant natural and cultural features.

Any new road access must be designed to accommodate public transit vehicles, ensure no traffic hazard is created and access points should be limited, especially on major roads. Detailed policies are provided to guide the design and function of arterial roads, collector roads, local roads and private roads.

The Town shall work with the Province and York Region Transit to maintain and enhance existing GO Bus transit services within Keswick, provide internal service, and continue to link the communities in the Town with other communities in the Region.

The Town shall support transit supportive community design measures, and in particular shall ensure that:

- Arterial and collector roads are designed to accommodate transit facilities;
- Key transit routes, such as The Queensway and Woodbine Avenue, can accommodate intensified and transit supportive forms and densities of development;
- Subdivisions are designed to permit effective pedestrian access to transit routes;
- Building siting and design and the provision of on-street parking considers, where possible, the provision of a standard 200 metre transit stop separation;
- Residences, places of employment, secondary and elementary schools, shopping centres and public facilities in an urban area are generally located within a walking distance of no more than 500 metres of a public transit stop;
- Sidewalks are generally located on both sides of the streets that support transit services. Transit facilities (passenger standing areas and shelter pads) will be incorporated into public sidewalks and walkway connections to buildings; and,
- Any new traffic calming measures proposed for existing or planned transit routes be designed and constructed in such a way that properly considers the negotiation of transit vehicles including, but not necessarily limited to, consideration of vehicle height, length and turning radii.

The Secondary Plan identifies the development of a multi-use pathway system that would connect the shoreline areas with other areas within the Greenlands System and to other pathways or trails in the Region as a priority.

Schedule F3 of the Secondary Plan identifies the major components of the existing and proposed off-road pathway system that shall be implemented over time.

Multi-use pathway facilities will be encouraged both as a means of travel and for recreational purposes, and may require separation of users for safety. The provision of pathways shall be required as a condition of new development where appropriate.

Walking for both utilitarian and recreational purposes shall be encouraged through the provision of suitable pedestrian facilities. Pathways shall be provided through parks, public open spaces and other public areas. The sidewalks and off-road pathways shall be integrated into a continuous pedestrian system. Specific criteria are established to guide the design and location of sidewalks.

Bicycle movement shall generally be accommodated in the street right-of-way. Consideration shall be given to the inclusion of bicycle lanes in rights-of-way for new arterial and collector roads, and on existing arterial and collector roads when such roads are reconstructed, or where it is physically and financially feasible to do so. Specific criteria are established to guide the design and location of bicycle routes.

The Town shall require that adequate off-street parking and loading facilities be provided and the Secondary Plan provides detailed policy guidance with respect where on-street parking may occur, and what associated time limits that may be imposed.

In the interest of efficiency, consideration may be given to reductions in the parking requirements for mixed use developments, where the individual uses exhibit different peaking characteristics and where the opportunity exists to share parking facilities. However, the residential component of the parking requirement for a mixed use development shall be set aside exclusively for the residents' use and shall not be shared with other uses.

### **Municipal Servicing**

The following objectives for water and sewer service infrastructure are identified in the Secondary Plan:

- Phase development in Keswick in a manner that ensures that upgrades to the sewage and water Treatment plants are completed in an efficient, timely, and cost effective manner;
- Ensure that water and sewer services are in place to serve the anticipated growth; and,
- Ensure the optimal use of existing servicing systems.

Development shall be phased in accordance with a Functional Servicing Plan or Plans dealing with water, sewage and storm water management, prepared on a watershed or subwatershed basis, to provide for the continuous, orderly extension of services and to ensure the most efficient use of existing and proposed infrastructure.

All new development will be serviced with water and sanitary sewer facilities and only those lands within the Urban Service Area Boundary shall be serviced with municipal water and sewage services.

The Secondary Plan further outlines detailed policies with respect to the allocation of municipal water and sewer servicing capacity to development. The Town shall only approve developments that can be allocated municipal servicing capacity, in conformity with all applicable Town and York Region policies.

It is the intent of the Town that storm water management facilities be integrated with the overall Greenlands System and that they are both functional and aesthetic components of community design.

Storm water management shall be carried out to the satisfaction of the Town, the Conservation Authority, and York Region on a watershed and/or subwatershed basis. Sub-watershed boundaries are identified on Schedule F4 to the Secondary Plan. Storm water management systems are to control runoff to pre-development levels and maintain a natural hydrologic regime, incorporating Best Management Practices to meet required standards.

Prior to any major development, a storm water management and erosion and sediment control study will be required as part of the Functional Servicing Plan. This study will examine the suitability of the site, the water table conditions and surface drainage. In addition, development proposals must be accompanied by a drainage plan that indicates contours, elevations, and the proposed final grade. This drainage plan must be prepared to the specifications of, and be subject to, the approval of the Town.

### **Trails and Active Transportation Master Plan 2014**

The Town of Georgina's Trails and Active Transportation Master Plan was approved by Council in May 2014. This Master Plan aims to develop an integrated, connected and continuous trails and active

transportation system that supports improved community health, safety, economy, transportation and tourism. The following outlines the recommendations most relevant to the Keswick Secondary Plan Review:

**Recommendation 5.1:** When next updated, the Town's Official Plan should be reviewed to ensure that policies are included which address trails and active transportation and that they are consistent with the policies and recommendations found in the Trails and Active Transportation Master Plan. The Town should consider making specific reference to the network mapping as a schedule.

**Recommendation 5.2:** Continue to explore and implement land-use planning initiatives and policies which support active transportation, a mixed-use, high density community development approach and continues to promote active transportation-friendly streetscapes, as well as off-road connections through public and private spaces.

**Recommendation 5.3:** Continue to improve connections to off-road trail facilities on both public and private lands and to use trails as a way to promote active transportation and recreation throughout the Town.

**Recommendation 5.5:** The Town should integrate and link public transit stops or future major commuter transit connections to the on and off-road system of trails and active transportation facilities.

**Recommendation 5.9:** The Town should examine the potential to use unopened road allowances and abandoned roads as potential routes prior to disposing of them.

**Recommendation 5.10:** Consider developing a municipal policy to consider utilizing utility corridors in the urban and rural areas to establish off-road trails and active transportation routes where practical and feasible.

**Recommendation 5.15:** Develop a wayfinding strategy for on and off-road routes in the Town of Georgina. The strategy would help users navigate the network and inform them about key destinations Town-wide. The Town would also partner with the Region to develop a Regional strategy to ensure continuity and connectivity between the municipalities.

**Recommendation 5.20:** Work with the Trails and Active Transportation Advisory Committee, local employers, businesses and representatives from key community destinations to develop a bike parking strategy to help promote trails and active transportation Town-wide. The strategy will be based on a range of design alternatives identified in Appendix C as well as guidelines included in OTM Book 18.

**Recommendation 6.1:** The 20+ year implementation plan included in the master plan should be adopted in principle and used to guide the implementation of the network over time.

**Recommendation 6.16:** The Trails & AT Master Plan should be reviewed and given consideration when town or regional roads (identified in the Town's trails and active transportation master plan and the Region's pedestrian and cycling master plan) and other capital infrastructure projects are identified and scheduled.

## April 30<sup>th</sup> 2019 Workshop Feedback Respecting Existing Broadband Strategies and Proposed NEW Strategies

This Workshop event resulted in two initiatives of relevance to the Keswick Secondary Plan Review:

- Update planning policies and development approval processes to include support for improved connectivity and including fibre conduit in developments; and,
- Implement a policy for installing fibre conduit as part of road reconstructions processes.

### 4.2 Opportunities for Discussion

1. The Keswick Secondary Plan should provide policy language that requires the coordination of growth management and infrastructure planning, and which supports the efficient use of infrastructure through higher density forms of development and the expansion of municipal servicing capacity in intensification areas, as necessary, to achieve the objectives of the Secondary Plan.
2. Consider policies that apply best management practices in stormwater management, including the use of green infrastructure, as well as measures to improve water efficiency. The Town should consider referencing the requirement for a stormwater master plan, or equivalent, for the Keswick settlement area.
3. New development in Keswick must be held to the high standards of conservation, water efficiency, stormwater management and transportation demand management, and must be required to prepare and submit all required studies to support these objectives, as identified in Georgina's Official Plan.
4. The Secondary Plan should be amended to recognize walking and cycling as viable modes of transportation for a variety of trips that are in the range of five kilometres or less and to require that a complete streets approach be applied in the design, refurbishment, or reconstruction of the existing and planned street network. Strengthen the policy language around promoting viable transportation options and reducing reliance on the automobile.
5. Consider strengthening the policy language around the provision of active transportation infrastructure and policies for requiring sidewalks. Sidewalks should be required on both sides of the street, regardless of the street type.
6. Introduce policies to support the provision of pedestrian and cycling amenities along streets (e.g. street trees, benches, lighting, bicycle racks, etc.), with special attention to within and adjacent to the Urban Centres and Corridors and other major destinations. Public streets should be designed to be safe, meet the needs of all users and foster social interaction and community connectivity.
7. Require new local roads to have shorter block lengths that are generally less than 250 metres in length to encourage walking and cycling.
8. Direct that bicycle parking standards be established within the Zoning By-law (including for all non-residential and multi-unit residential development).
9. Introduce policies which address transportation demand management, transit oriented development and parking management policies.
10. The Secondary Plan should acknowledge and plan for the impacts of a changing climate on the Town's servicing and transportation infrastructure.
11. The Secondary Plan should implement the recommendations of the Trails and Active Transportation Master Plan where appropriate.

## 5.0 Cultural Heritage

Cultural heritage resources play a valuable role in providing communities with a sense of identity and rooting and reconnecting a community with its past. It is further critical to coordinate and work with Indigenous communities to ensure that they are appropriately involved in matters in which they have an interest and that all cultural heritage resources, sites and traditions are properly protected for future generations. The preservation of these resources can make important contributions to placemaking and establishing a unique architectural character in communities, which helps foster a sense of pride and supports a pleasant and interesting public realm.

### 5.1 Policy Background

#### Provincial Policy Statement 2019 (DRAFT)

Section 2.6 Cultural Heritage and Archaeology

Under Section 2.6, the PPS states that significant built heritage resources and significant cultural heritage landscapes shall be conserved and that development and site alteration shall not be permitted on lands containing or potentially containing archaeological resources or on lands adjacent to protected heritage property unless the heritage resources have been conserved.

Further, planning authorities should consider and promote archaeological management plans and cultural plans and shall engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.

#### A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019

4.2.7 Cultural Heritage Resources

Cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas.

Municipalities will work with stakeholders, as well as First Nations and Métis communities, in developing and implementing official plan policies and strategies for the identification, wise use and management of cultural heritage resources.

Municipalities are encouraged to prepare archaeological management plans and municipal cultural plans and consider them in their decision-making.

#### York Region Official Plan 2010

3.4 Cultural Heritage

The Regional Official Plan encourages local municipalities to compile and maintain a register of significant cultural heritage resources, and other significant heritage resources, in consultation with heritage experts, local heritage committees, and other levels of government.

Local municipalities are required to adopt official plan policies to conserve significant cultural heritage resources and ensure that development and site alteration on adjacent lands to protected heritage properties will conserve the heritage attributes of the protected heritage property. Municipalities are further

required to include policies dealing with archaeological resources that require their identification, appropriate documentation and/or protection.

Policy 3.4.6 requires that cultural heritage resources within secondary plan study areas be identified, and any significant resources be conserved.

The Regional Official Plan encourages local municipalities to consider urban design standards in core historic areas that reflect the areas' heritage, character and streetscape and to use community improvement plans and programs to conserve cultural heritage resources. Local municipalities should further encourage the communication of appropriate archaeological discoveries and/or cultural narratives to residents in development proposals through innovative architectural and/or landscape architectural design, public art, or other public realm projects.

Policy 3.4.14 encourages local municipalities, with the advice of a provincially licensed archaeologist and the Province, to develop a contingency plan for the protection of archaeological resources in urgent situations. This may include a funding resource to be accessed in emergency situations to protect archaeological resources that are discovered by chance or are under imminent threat.

## Georgina Official Plan 2016

### 8.8 Cultural Heritage and Archaeological Resources

The Official Plan indicates that the Town will be guided by the Region's Archaeological Management Plan, 2014 and the Town's Municipal Cultural Plan in protecting cultural heritage, and particularly seeks:

- The conservation of the Town's cultural heritage resources by identifying, recognizing, preserving, protecting, improving and managing those resources, including the potential for their adaptive reuse;
- The integration of the conservation of cultural heritage resources into the Town's general planning approach;
- The promotion of an understanding and appreciation of the cultural heritage resources of the Town to both residents and visitors; and,
- The protection and conservation of Métis and First Nation significant archaeological resources.

The Town will protect cultural heritage resources by requiring the identification, restoration, protection and maintenance of such resources as part of the development approvals process. Archaeological resource conservation will be integrated into the development approval process by requiring the preparation of an archaeological assessment when a development proposal affects known archaeological resources or areas of archaeological potential. Archaeological assessments shall be completed by qualified licensed archaeologists in areas considered to have archaeological potential prior to development approval in accordance with the Ministry of Tourism, Culture and Sport technical conservation guidelines and the Ontario Heritage Act regulations.

Cultural heritage resources shall be, wherever possible, incorporated into new development plans and the design of development and/or redevelopment shall consider and reflect the character and streetscape/ landscape of the area.

Policy 8.8.9 states that the Town will maintain a register of all property designated under Part IV of the Ontario Heritage Act and property that Council endorses as being of cultural heritage value or interest.

A Heritage Impact Statement is required in support of development proposals on a property that is listed on the Town's Heritage Registry or adjacent to such a property.

Policies 8.8.11 to 8.8.17 provide detailed policies regarding establishing a Heritage Conversation District.

The Town shall give consideration to the effects of municipal public works or similar municipal undertaking affecting buildings of cultural heritage value or interest. Consideration shall also be given to conserving cultural heritage resources or other such resources that are under municipal ownership and/or stewardship.

Policies 8.8.19 to 8.8.30 provide detailed policies regarding how to address discovered archaeological resources, or for development on land with the potential for archaeological resources, including working with the Chippewas of Georgina Island First Nation and Métis, or other First Nation with the closest cultural affiliation, and the community.

### Keswick Secondary Plan 2004

#### 13.1.2.3 Heritage Conservation and Archaeological Preservation

The policies addressing cultural heritage resources in the Secondary Plan largely fed into the policies for Georgina's Official Plan, with some updated language. To avoid duplication, only two additional policies are listed here.

The Secondary Plan states that incentives may be provided to land developers in exchange for the preservation of significant cultural heritage resources. This can be accomplished by permitting increased densities, density transfers and by providing assistance through a trust fund or other means considered appropriate, in exchange for heritage resource conservation.

The Town will work with the Georgina Island First Nation and the community to identify significant cultural heritage resources that should be protected and conserved.

## 5.2 Opportunities for Discussion

1. Update the cultural heritage policy language in accordance with the Town's Official Plan, and particularly with respect to the identification of the interest and involvement of Indigenous groups, and consider minimizing duplication, where appropriate.
2. Update the cultural heritage policies to ensure conformity with the Ontario Heritage Act, including a with consideration of the changes introduced by Bill 108, and to ensure the appropriate level of protection for cultural heritage resources in Keswick.
3. Explore options for the Town to provide incentives and/or facilitating access to incentives of other bodies for the restoration of identified culturally significant properties.

## 6.0 Economic Development

Attracting commercial and employment development to Keswick is necessary to support economic development, a diversified tax base, and complete communities where residents have access to jobs, goods, and services. In particular, new policies will address Keswick's Urban Centres and the Woodbine corridor and focus on how to strengthen them as focuses for new growth and development. New policies will consider how the Urban Centres should grow and mutually support one another and how to ensure a balance with the large format commercial development along Woodbine that does not erode the role of the Urban Centres in serving the needs of residents and acting as community hubs.

The ability of the Town to attract new investment in Keswick is influenced by the changing nature of retail and affordability of housing throughout the GTA, as well as the future development of the adjacent Keswick Business Park. Further discussion can be found in the separate Commercial and Employment Land Analysis Report.

This section will address how to accommodate and manage new employment and commercial uses, and strengthen the role of urban centres and corridors. It will review and summarize the relevant policies in Provincial planning, the 2010 York Region Official Plan, the Town Official Plan and the Keswick Secondary Plan.

### 6.1 Policy Background

#### Provincial Policy Statement 2019 (DRAFT)

##### Section 1.3 Employment

Under the PPS, the Province requires planning authorities to promote economic development and competitiveness by:

- Providing an appropriate mix and range of employment, institutional, and mixed uses to meet long-term needs;
- Maintaining a range and choice of suitable sites for employment uses and take into account the needs of existing and future businesses;
- Identifying strategic sites for investment, monitoring the availability and suitability of employment sites and addressing barriers to investment;
- Encouraging compact, mixed use development that incorporates compatible employment uses to support liveable and resilient communities; and,
- Ensuring the necessary infrastructure is provided to support current and projected needs (Section 1.3.1).

Moreover, the Province requires municipalities to plan for, protect, and preserve Employment Areas, ensure the provision of necessary infrastructure, and protect Employment Areas in proximity to major goods movement facilities and corridors for employment uses that require those locations (Section 1.3.2.1 & 1.3.2.6).

During an official plan review, municipalities should assess Employment Areas to ensure the designation is appropriate for their planned function, and sensitive land uses shall be prohibited from employment areas

planned for industrial and manufacturing uses. Further, under Section 1.3.2.4, the conversion of Employment Areas to non-employment uses is only permitted through a municipal comprehensive review, and only where it is demonstrated that:

- The land is not required for employment purposes over the long-term; and,
- There is a need for the conversion.

Employment Area conversions may take place prior to an official plan review, in accordance with the criteria outlined in policy 1.3.2.5.

## A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019

### 2.2.5 Employment

Under policy 2.2.5.1, the Growth Plan states that economic development and competitiveness will be promoted by:

- Making more efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities;
- Ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan;
- Planning to better connect areas with high employment densities to transit; and,
- Integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.

Retail and office uses will be directed to locations that support active transportation and have existing or planned transit. Surface parking will be minimized and the development of active transportation networks and transit-supportive built form will be facilitated when planning for employment.

Policy 2.2.5.5 states that municipalities should designate and preserve lands within settlement areas located adjacent to or near major goods movement facilities and corridors as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities.

Upper- and single-tier municipalities, in consultation with lower-tier municipalities, will designate all employment areas in official plans and protect them for appropriate employment uses over the long-term. For greater certainty, employment area designations may be incorporated into upper- and single-tier official plans by amendment at any time in advance of the next municipal comprehensive review.

Further, municipalities will plan for all employment areas within settlement areas by:

- Prohibiting residential uses and prohibiting or limiting other sensitive land uses that are not ancillary to the primary employment use;
- Prohibiting major retail uses or establishing a size or scale threshold for any major retail uses that are permitted and prohibiting any major retail uses that would exceed that threshold; and,
- Providing an appropriate interface between employment areas and adjacent non-employment areas to maintain land use compatibility.

The development of sensitive land uses, major retail uses or major office uses will, in accordance with provincial guidelines, avoid, or where avoidance is not possible, minimize and mitigate adverse impacts on industrial, manufacturing or other uses that are particularly vulnerable to encroachment.

The conversion of lands within employment areas to non-employment uses may be permitted only through a municipal comprehensive review, undertaken by an upper or single tier municipality, unless the conversion to a designation that permits non-employment uses satisfies the Growth Plan criteria.

Upper- and single-tier municipalities, in consultation with lower-tier municipalities, will establish minimum density targets for all employment areas within settlement areas that:

- Are measured in jobs per hectare;
- Reflect the current and anticipated type and scale of employment that characterizes the employment area to which the target applies;
- Reflects opportunities for the intensification of employment areas on sites that support active transportation and are served by existing or planned transit; and,
- Will be implemented through official plan policies and designations and zoning by-laws.

Outside of employment areas, development criteria should be established to ensure that the redevelopment of any employment lands will retain space for a similar number of jobs to remain accommodated on site.

The retail sector will be supported by promoting compact built form and intensification of retail and service uses and areas and encouraging the integration of those uses with other land uses to support the achievement of complete communities.

### York Region Official Plan 2010

4.3 Planning for Employment Lands; 4.4 Planning for Retail

The Region will work with local municipalities to create a business friendly environment that includes:

- A diverse range, size and mix of available employment lands;
- State-of-the-art communications facilities and networks, including broadband technology;
- Advanced infrastructure;
- A range of quality human services facilities and programs;
- A protected and enhanced natural environment; and,
- Employment areas that are well designed and include business support services.

The Region will work with local municipalities to promote work-at-home through the adoption of enabling zoning provisions that allow for live-work units where appropriate.

Local municipalities are required to designate, protect, maintain and enhance the long term viability of employment lands in local municipal official plans, with ancillary uses collectively permitted to take up not more than 15 per cent of an employment area as defined in the local official plan.

Policies 4.3.8 and 4.3.9 state that the conversion of employment lands to non-employment land uses is not permitted, except at the time of a municipal comprehensive review in accordance with the applicable policies and population/employment forecasts of the Region. For the purposes of this policy:

- Employment lands are lands that are designated for employment uses including land designated as industrial and business park in local official plans; and,
- Uses not permitted on employment lands include residential, major retail and other retail and commercial non ancillary uses.

Local municipalities are required to include employment land conversion policies within local official plans and secondary plans that are consistent with the employment land conversion policies of the Province and the Region.

Local municipalities must include official plan and secondary plan policies and zoning provisions to allow only employment and ancillary uses on Local Corridors and other major streets within employment lands.

Policy 4.3.16 states that development on fully serviced employment lands shall be compact and achieve a region-wide average minimum density of 40 jobs per hectare in the developable area. This target is expected to be higher for lands adjacent to centres and corridors and the Region will work with local municipalities to review and monitor opportunities for intensification.

Policy 4.3.18 requires flexible and adaptable employment lands that include street patterns and building design and siting that allow for redevelopment and intensification. Employment land development should provide a mix of lot sizes and must be designed to be walkable and transit accessible where possible.

Retail development must be designed to be walkable, transit-supportive, and integrated into communities and pedestrian and cycling networks, with high-quality urban design. The Region will work with local municipalities to improve urban design in new retail developments and to identify opportunities for the intensification and revitalization of existing retail.

The Region will work with local municipalities to plan comprehensively for all retail uses, including major retail uses, that are integrated and provided for within the community. Planning should include the identification and designation of lands to accommodate these uses. In this regard, a mixed use designation, or designations, that provides for major retail will serve to meet the intent of the policy.

## Georgina Official Plan 2016

### 7.1 Secondary Plan Area

Policy 7.1.3 states that Secondary Plans shall prohibit the conversion of employment areas except as part of a municipal comprehensive review. A conversion will only be supported where it has been demonstrated that the lands are not required for employment purposes over the long term, based on revised employment targets approved by York Region, and that there is a need for the conversion. Further Secondary Plans are required to include policies that ensure that ancillary uses on employment lands do not exceed 15% of an employment area.

The Official Plan requires that major retail uses be designed to be walkable, transit-supportive, and integrated into communities and pedestrian and cycling networks, with high-quality urban design, and that major retail sites be designed to support redevelopment and/or retrofitting.

## Keswick Secondary Plan 2004

13.1.1.4.1 The Queensway Corridor; 13.1.1.4.2 The Woodbine Avenue Commercial/Employment District; 13.1.3.2 Urban Centres; 13.1.3.3 Urban Corridors; 13.1.3.4 Tourist Commercial; 13.1.3.5 Commercial/Employment

The Queensway Corridor includes three distinct centres designated on Schedule F1 as the Glenwoods Urban Centre, the Maskinonge Urban Centre and the Uptown Keswick Urban Centre, connected by two Urban Corridors. Each Urban Centre is intended to develop as mixed use areas and to fulfill an important role, consisting of two retail and service commercial centres, with the Maskinonge Urban Centre as a tourist oriented commercial area focused on the marina. Generally, the Urban Centres will contain retail, service commercial, institutional/community and multiunit residential uses, while the Urban Corridors accommodate higher density forms of housing.

The Woodbine Avenue Commercial/Employment District is expected to continue to accommodate larger scale retail and other employment generating land uses, and that ongoing development is compatible with adjacent development, serves much of the commercial needs of Keswick and the broader community and provides sufficient opportunities for the location of office and prestige industrial development.

With the Urban Centres, retail and service commercial uses shall be the primary activity on the ground floor of mixed use buildings with residential or other commercial/office uses occupying upper storeys.

The Maskinonge and Uptown Keswick Urban Centres shall be identified as priority Community Improvement Areas.

It is the intent of the Town that transit supportive and higher density forms of development will be concentrated in the interstitial areas that link the three Urban Centres located along The Queensway Corridor. All new development within the Urban Corridors shall be of high design quality, supporting transit and enhancing the image of Keswick.

It is an objective of the Town to develop the lands designated Commercial / Employment as an attractive place to shop and establish a business, providing an array of employment and retail shopping opportunities to support the community.

## 6.2 Opportunities for Discussion

1. The Town should differentiate between those lands intended for commercial uses and those that should be considered as Employment Areas, and limit retail uses in Employment Areas to those which are ancillary to the employment function and which take up no more than 15 percent of the land area. Employment Areas must be protected from sensitive land uses and major retail uses. Further, the employment designation must ensure conformity with the Employment Area conversion policies of the Growth Plan and support the Regional target of 40 jobs per hectare for serviced land (or as revised). The redevelopment of any employment lands should continue to maximize the number of jobs it can accommodate. It will be an important component of this Secondary Plan Review to determine if and how much land must be protected as Employment Areas, to ensure the ability of the Town to accommodate projected employment.
2. The Secondary Plan should provide stronger direction with respect to encouraging intensification and/or higher densities on commercial and employment lands and minimizing the extent of surface parking. Strategies for minimizing surface parking could include above ground structured parking, shared parking

and transportation demand management strategies. Further, there should be greater attention to integrating commercial and employment lands with adjacent land uses, where appropriate, to contribute to a more permeable transportation network and cohesive community. Retail and office uses are to be directed to locations which support active transportation and transit.

3. Commercial/mixed use areas must be able to continue to support the needs of all residents and provide opportunities for community-based employment.
4. The policy framework should clearly define appropriate uses for various commercial/mixed use areas and ensure there are strong links between residents and the commercial corridors.
5. The policy framework should promote The Queensway as the focal point for much of the Keswick's commerce, tourism and pedestrian-scale activity.
6. The Town should place a stronger emphasis on intensification, alternative modes of transportation, urban design, a high quality public realm and linkages to adjacent lands in the planning of commercial, mixed use and employment lands, where appropriate.
7. There may exist the opportunity to utilize incentives and promotions to support existing businesses, attract investment and identify niche economic development opportunities that are unique to the area. The following are incentives and promotions to be considered:
  - Build on existing Community Improvement Plan tools to reinvest in Keswick's existing commercial areas;
  - Actively promote/incentivize development along The Queensway or other target areas by investing in their public realm; and,
  - Promote the Town's brand through strategic marketing efforts.
8. Plan for enhanced infrastructure for alternative transportation modes within the Urban Centres and to key destinations, including stronger and more visible connections along the Urban Corridors.

## 7.0 Climate Change/Sustainability

It is becoming increasingly apparent that new policies and processes are needed to prepare Keswick residents and the Town's infrastructure for the mitigation and adaptation that will be required in future years to deal with climate change. Important considerations include:

- The impacts of climate change are already being felt in Ontario. They include more frequent and severe weather events that can challenge the Town's stormwater management (SWM) capacity.
- Major storm events are increasingly creating risks to public safety and damage to public infrastructure and private property.
- Emerging SWM strategies include reducing the amount of paved surface to reduce run-off flows, and using green infrastructure/natural corridors and Low Impact Development (LID) methods to increase infiltration in vegetated areas and SWM ponds before run-off reaches the Town's sewer pipes.

York Region is currently undertaking a Community Energy and Emissions Plan and a Climate Change Adaptation Plan as part of its municipal comprehensive review, which will provide further policy direction for the Keswick Secondary Plan Review.

### 7.1 Policy Background

#### Provincial Policy Statement 2019 (DRAFT)

Section 1.0 Building Strong Healthy Communities; Section 1.6 Infrastructure and Public Service Facilities; Section 1.8 Energy Conservation, Air Quality and Climate Change; Section 3.1 Natural Hazards

Under the PPS, the Province requires that impacts of climate change be considered in different areas including land use, air quality and natural hazards. Healthy, liveable and safe communities are achieved by "promoting development and land use patterns that conserve biodiversity" and "preparing for the regional and local impacts of a changing climate" (Section 1.1.1h&i).

The PPS states under Section 1.6.1 that "Infrastructure and public service facilities shall be provided in an efficient manner that prepares for the impacts of a changing climate while accommodating projected needs".

The PPS states further under Section 1.6.2 that "Planning authorities should promote green infrastructure to complement infrastructure."

Under the PPS "Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and climate change adaptation through land use and development patterns" (Section 1.8).

Further, "Planning authorities shall prepare for the impacts of a changing climate that may increase the risk associated with natural hazards" (Section 3.1.3).

## A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019

### 4.2.9 A Culture of Conservation; 4.2.10 (Climate Change

Municipalities will develop and implement official plan policies and other strategies in support of the following conservation objectives:

- Water conservation;
- Energy conservation, including through efficiency and demand management, district energy, renewable/alternative energy systems and distribution, as well as supportive land use patterns and urban design standards;
- Air quality improvement and protection, including through reduction in emissions from municipal, commercial, industrial, and residential sources; and,
- Integrated waste management, including through reduction, diversion, conservation and adaptive reuse of buildings.

Policy 4.2.9.2 states that municipalities should develop excess soil reuse strategies as part of planning for growth and development. Further municipal planning policies and relevant development proposals will incorporate best practices for the management of excess soil generated and fill received during development or site alteration, including infrastructure development.

In planning to reduce greenhouse gas emissions and address the impacts of climate change, the Growth Plan encourages municipalities to:

- Develop strategies to reduce greenhouse gas emissions and improve resilience through the identification of vulnerabilities to climate change, land use planning, planning for infrastructure, including transit and energy, green infrastructure, and low impact development;
- Develop greenhouse gas inventories for transportation, buildings, waste management and municipal operations; and,
- Establish municipal interim and long-term greenhouse gas emission reduction targets that support provincial targets and reflect consideration of the goal of low-carbon communities and monitor and report on progress made towards the achievement of these targets.

## Greenbelt Plan 2017

### 3.4.2 General Settlement Area Policies

Municipalities should collaborate, where possible, to support components of the Agricultural System (infrastructure, services and assets) and access to local, healthy food.

Municipalities shall integrate climate change considerations into planning and managing growth in settlement areas in accordance with the policies in subsection 4.2.10 of the Growth Plan.

Municipalities should develop excess soil reuse strategies as part of planning for growth and development.

Municipal planning policies and relevant development proposals shall incorporate best practices for the management of excess soil generated and fill received during development or site alteration, including infrastructure development, to ensure that:

- Any excess soil is reused on-site or locally to the maximum extent possible and, where feasible, excess soil reuse planning is undertaken concurrently with development planning and design;
- Appropriate sites for excess soil storage and processing are permitted close to areas where proposed development is concentrated or areas of potential soil reuse; and,
- Fill quality received and fill placement at a site will not cause an adverse effect with regard to the current or proposed use of the property or the natural environment, and is compatible with adjacent land uses.

## York Region Official Plan 2010

### 3.2 Air Quality and Climate Change; 5.2 Sustainable Cities, Sustainable Communities

Policy 3.2.3 requires the Region to reduce vehicle emissions by ensuring that communities are designed to prioritize pedestrians and cyclists, reduce single occupancy automobile use, and support public transit and Transportation Demand Management initiatives. Further, the Region will establish greenhouse gas reduction targets for York Region in partnership with community stakeholders and local municipalities.

The Region will work with local municipalities, agencies and stakeholders on the development and implementation of clean air initiatives and to identify the links between climate change, community planning and public health. The Region will also work with other levels of government, agencies and stakeholders to develop climate change adaptation measures that address such issues as urban heat island effect, infrastructure resiliency, emergency preparedness, vector-borne diseases, and extreme weather event responses.

The Region will work with local municipalities and the development community to achieve energy efficiency levels that exceed the Ontario Building Code for residential buildings, and the Model National Energy Code for non-residential buildings, as well as to achieve 10 per cent greater water conservation than the Ontario Building Code (as amended to O. Reg. 315/11, January 1, 2012) for all new buildings.

The Region will encourage new buildings to achieve 20 per cent greater water conservation than the Ontario Building Code (as amended to O. Reg. 315/11, January 1, 2012), and be designed and certified to LEED® Silver, Gold or Platinum standards.

The Regional Official Plan states that development shall include a solar design strategy which identifies approaches that maximize solar gains and facilitate future solar installations (i.e. solar ready).

The Region encourages the retrofitting of existing buildings within the Urban Area for increased water/energy conservation and the inclusion in new buildings of on-site renewable or alternative energy systems which produce 25 per cent of building energy use. Where on-site renewable or alternative energy systems are not feasible, consideration of purchasing grid-source renewable energy is encouraged.

It is the intent of the Regional Official Plan to restrict the use of potable water for outdoor watering, require the installation of rainwater harvesting systems on all new residential buildings for outdoor irrigation and outdoor water use and encourage the use of water conserving, drought resistant landscaping.

Policy 5.2.34 encourages the mitigation of local heat island effects in all development including:

- Green and/or white roofs;

- Locating trees or other plantings to provide shading for at least 50 per cent of sidewalks, patios, and driveways, and within 15 metres of buildings; and,
- Installing light-coloured paving materials including white concrete, grey concrete, open pavers and any material with a solar reflectance index of at least 29.

The Regional Official Plan encourages the use of locally/regionally sourced building materials seeks to ensure that all new development reduces construction waste and diverts construction waste from landfills.

### Georgina Official Plan 2016

4.8 Renewable Energy Systems; 8.9 Sustainability

Section 4.8 Renewable Energy Systems generally addresses the requirements for large scale energy generation operations. However, policy 4.8.6 states that the Town shall work with York Region on design requirements for on-site renewable energy systems for residential, commercial, institutional and industrial buildings.

Policy 8.9.1 states that the Town may consider developing an Integrated Community Sustainability Plan to provide direction for the community to achieve environmental, cultural, social and economic sustainability goals.

The Official Plan identifies a number of energy efficiency and conservation targets for new buildings:

- Grade-related (3 storeys or less) residential buildings achieve a performance level that is equal to a rating of 83 or more when evaluated in accordance with Natural Resources Canada's EnerGuide for New Houses: Administrative and Technical Procedures;
- Mid and high-rise residential (4 storeys and greater) and non-residential buildings be designed to achieve 40 percent greater efficiency than the Model Energy Code for Buildings, 1997; and,
- Industrial buildings (not including industrial processes) be designed to achieve 25 percent greater energy efficiency than the Model National Energy Code for Buildings, 1997.

The Town will work to integrate climate change adaption and mitigation strategies through creating land use and development patterns that are sustainable, including:

- Maximizing vegetation in settlement areas to support improved air quality;
- Community livability;
- Reduced greenhouse gas emissions;
- Maximizing opportunities for the use of renewable energy systems; and,
- Promoting the use of active transportation and reduced vehicle trips.

The Town will further undertake initiatives to reduce electricity consumption, such as installing LED lights to illuminate streets, and work with York Region, GO Transit, Metrolinx and adjacent municipalities to improve transit services, carpooling and other traffic demand management measures to reduce greenhouse gas emissions from transportation.

The Town will consider supporting and promoting renewable energy systems that are compatible with surrounding land uses as well as the natural and cultural environment.

## 7.2 Opportunities for Discussion

1. Introduce Low Impact Development (LID) policies that promote and incorporate appropriate strategies and best practices.
2. Promote innovative private and public building designs, and landscape design, that contribute to energy, water and natural resource conservation, green roofs, synergies between buildings and site management practices, being solar ready or considering other renewable energy sources and reducing the urban heat island effect, and which prepare for the impacts of a changing climate.
3. Consider adopting/referencing the sustainable building targets included in the Georgina Official Plan.
4. The Secondary Plan should include policies which require land use patterns and new development to contribute to reducing greenhouse gas emissions, and consider developing greenhouse gas inventories and emission reduction targets.

## 8.0 Natural Heritage

The natural heritage system is an important component of Keswick’s landscape and ecology, and includes the key natural features and linkages. This Secondary Plan Review will include the review of natural heritage features and functions within the Keswick community, in accordance with the requirements of the Provincial Policy Statement and Endangered Species Act. Mapping will be supported by policy options for protecting, enhancing, and restoring key features and functions. Key to the natural heritage system discussion is the separate Natural Heritage Memorandum and the preliminary natural heritage system mapping prepared by Plan B Natural Heritage for this Official Plan Review process.

This section will focus on the policy direction and guidance for the protection of natural heritage features and functions. This paper will also review and summarize the relevant policies in Provincial planning, the 2010 York Region Official Plan, the Town Official Plan and the existing Keswick Secondary Plan.

### 8.1 Policy Background

#### Provincial Policy Statement 2019 (DRAFT)

##### Section 2.1 Natural Heritage

The Province requires that “Natural features and areas shall be protected for the long term” (Section 2.1.1).

The PPS further states that “The diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features” (Section 2.1.2).

The PPS requires identification of natural heritage systems in southern Ontario (Section 2.1.3).

Development and site alteration are also not permitted in significant natural heritage features unless it has been demonstrated that there will be no negative impacts, and in the habitat of endangered species and threatened species, except in accordance with provincial and federal requirements.” (Section 2.1.5 & 7).

#### A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019

##### 4.2.2 Natural heritage system

Beyond the Natural Heritage System for the Growth Plan, including within settlement areas, the municipality:

- Will continue to protect any other natural heritage features and areas in a manner that is consistent with the PPS; and,
- May continue to protect any other natural heritage system or identify new systems in a manner that is consistent with the PPS.

#### Greenbelt Plan 2017

##### 3.2.3 Water Resource System Policies; 3.3 Parkland, Open Space and Trails

All planning authorities shall provide for a comprehensive, integrated and long-term approach for the protection, improvement or restoration of the quality and quantity of water. Such an approach shall consider

all hydrologic features, areas and functions and include a systems approach to the inter-relationships between and/or among key hydrologic features and key hydrologic areas.

Watersheds are the most meaningful scale for hydrological planning. Municipalities, partnering with conservation authorities as appropriate, shall ensure that watershed planning is undertaken to support a comprehensive, integrated and long-term approach to the protection, enhancement or restoration of the quality and quantity of water within a watershed.

Water Resource Systems shall be identified, informed by watershed planning and other available information, and the appropriate designations and policies shall be applied in official plans to provide for the long-term protection of key hydrologic features, key hydrologic areas and their functions.

Decisions on allocation of growth and planning for water, wastewater, and stormwater infrastructure shall be informed by applicable watershed planning in accordance with the Growth Plan.

Cross-jurisdictional and cross-watershed impacts need to be considered in the development of watershed plans. The development of watershed plans and watershed management approaches in the Protected Countryside shall be integrated with watershed planning and management in the NEP, the ORMCP and the Growth Plan.

Municipalities shall consider the Great Lakes Strategy, the targets and goals of the Great Lakes Protection Act, 2015 and any applicable Great Lakes agreements as part of watershed planning and coastal or waterfront planning initiatives.

For all lands falling within the Protected Countryside, municipalities should:

- Provide for a full range of publicly accessible, built and natural settings for recreation, including facilities, parklands, open space areas, trails and water-based activities; and,
- Develop and incorporate strategies (such as community-specific levels of provision) into official plans to guide the adequate provision of municipal recreation facilities, parklands, open space areas and trails.

### Lake Simcoe Protection Plan 2009

Policies 6.32 - 6.34 apply to existing settlement areas and areas of Lake Simcoe adjacent to these lands, including the littoral zone, and these areas are not subject to policies 6.1 – 6.3, 6.5, 6.11 and policies 6.20 - 6.29.

6.33-DP: An application for development or site alteration shall, where applicable:

- Increase or improve fish habitat in streams, lakes and wetlands, and any adjacent riparian areas;
- Include landscaping and habitat restoration that increase the ability of native plants and animals to use valleylands or riparian areas as wildlife habitat and movement corridors;
- Seek to avoid, minimize and/or mitigate impacts associated with the quality and quantity of urban run-off into receiving streams, lakes and wetlands; and,
- Establish or increase the extent and width of a vegetation protection zone adjacent to Lake Simcoe to a minimum of 30 metres where feasible.

6.34-DP: Where, through an application for development or site alteration, a buffer is required to be established as a result of the application of the PPS, the buffer shall be composed of and maintained as natural self-sustaining vegetation.

## York Region Official Plan 2010

### Chapter 2 A Sustainable Natural Environment

The York Regional Official Plan addresses natural heritage through Chapter 2: Sustainable Natural Environment.

Section 2.1 includes detailed policies regarding the identification, protection and enhancement of a linked Greenlands System throughout York Region. This system protects key natural heritage features and key hydrologic features and the adjacent lands necessary to maintain these features in a linked system. Generally, the policies of Section 2.1 ensure the protection of natural heritage features in a system of cores connected by corridors and linkages, while also providing opportunities for passive recreation in a Regional Trails System. Urban uses and infrastructure projects should contribute ecological gains to greenlands systems through enhancement and restoration, and the strategic creation of natural habitat. In particular:

- Local official plans shall include policies and mapping to establish and protect greenlands systems from development and site alteration. These systems shall incorporate, complement and build on the Regional Greenlands System, and include the identification of enhancement areas and linkages.
- Policy 2.1.5 states that in the Urban Area and Towns and Villages, the Regional Greenlands System shall be identified more specifically in local official plans and secondary plans, and integrated into community design. These plans shall contain policies and detail initiatives that encourage remedial works and enhancement opportunities within the Regional Greenlands System.
- Policy 2.1.11 requires a Greenlands System Plan as a component of secondary plans that is consistent with the following:
  - o Ensuring the protection and enhancement of all key natural heritage features and key hydrologic features of the System;
  - o Identifying areas and opportunities for enhancement and restoration within the system and management needs to maximize the quality of the entire system;
  - o Identifying opportunities for locating necessary infrastructure that minimizes impacts to the system;
  - o Identifying how infrastructure projects within the System, including: stormwater management systems/facilities, streets, water and wastewater systems; can contribute to an overall ecological gain by measures such as increasing natural cover, enhancing ecological function, providing recreational access or contributing to off-site enhancements;
  - o Developing a trail system, which is integrated as appropriate into the mobility systems of the community;
  - o Examining the feasibility of providing local community gardening plots where appropriate, outside of key natural heritage features and key hydrological features; and,

- Identifying hazardous lands and hazardous sites, incorporating them into the Greenlands System, directing development away from these areas and including an appropriate buffer or access allowance if required.

Section 2.2 addresses key natural heritage and hydrologic features in more detail, which can exist both within and outside of the Regional Greenlands System. These policies address the specific requirements for key natural heritage and hydrologic features throughout the Region, including those within the plan areas of the Oak Ridges Moraine, Greenbelt and Lake Simcoe watershed. Specific policy subsections address the policy framework with respect to species at risk, wetlands, woodlands, landform conservation, water systems (including Source Protection), natural hazards, watershed planning and stormwater management. In particular:

- Policy 2.2.9 requires local municipalities to identify key natural heritage features and key hydrologic features in local official plans and zoning by-laws; and to provide appropriate policies for their protection, including: requirements for environmental impact studies and vegetation protection zones, and the definition of permitted uses.
- Policy 2.2.27 articulates that in an Urban Area designated on February 28, 2005, where secondary plans, official plans, zoning by-laws, or Master Environmental Servicing or Functional Servicing Plans are approved based on environmental studies that have identified minimum vegetation protective zones that are different from those identified in the Greenbelt Plan, then the standards established within those plans shall prevail.

Local municipalities are required to establish policies and programs to protect, improve or restore surface and groundwater systems. Further the Regional Official Plan requires the preparation of comprehensive master environmental servicing plans as part of secondary plans to protect, improve or restore water quality and quantity including hydrologic function of water systems. Such plans will incorporate best management practices with a goal that water balance and hydrologic functions will be maintained as much as possible. These plans will emphasize water conservation and may include water reuse and innovative technologies.

Local official plans and zoning by-laws are required to contain policies and/or mapping to:

- Address floodplains, hazardous lands, hazardous sites and regulated lands;
- Identify permitted uses and the requirement for setbacks or buffers;
- Address land use within and adjacent to hazardous lands and hazardous sites; and,
- Identify approved Special Policy Areas and include their associated site-specific policies related to development and redevelopment.

Policy 2.3.32 directs the Region to work with the Province, local municipalities and conservation authorities to prepare for climate change impacts by ensuring public health and safety, infrastructure security, emergency services, and that evacuation routes are maintained during flood events.

### Georgina Official Plan 2016

#### Section 5 Sustainable Natural Environment

Section 5 addresses the lands included with the Greenlands System as indicated on schedule A2 of the Official Plan. The Greenlands System is largely composed of lands that contain key natural heritage features and key hydrologic features, as well as other lands that serve as linkages, corridors and adjacent

buffer lands. The majority of the Greenlands System consists of lands designated as Environmental Protection Area. These policies collectively manage proposed development on these lands, and the protection of key natural heritage features and key hydrologic features, including the need for further studies, buffers/vegetation protection zones, mitigative strategies and where development may not occur. However, these policies do not apply to the Keswick Secondary Plan Area, which is regulated by its own policies.

Section 5.4 provides a policy framework to manage new development or site alteration adjacent to Lake Simcoe, including the need for habitat restoration, placement of new buildings, and vegetation protection zones.

Section 5.5 Source Water Protection outlines policies pertaining to vulnerable areas, prohibited future land uses, and policies to protect, improve or restore significant groundwater recharge areas and highly vulnerable aquifers. This section provides detailed policies managing new development in areas which would result in a significant drinking water threat, including where the following potential requirements are applicable:

- Special notices from the Risk Management Official;
- Source Water Impact Assessment and Mitigation Plan or hydrogeological study;
- Implementation of best management practices such as low impact development;
- Infiltration Management Plan;
- Environmental Impact Study;
- Contaminant Management Plan; and,
- Strategic design elements.

New stormwater management facilities and new sewage system infrastructure will be directed outside of vulnerable areas where they would be a significant drinking water threat.

The Town will evaluate whether a master environmental servicing plan is required for Secondary Plan areas, to demonstrate how stormwater pond discharges and sanitary sewers and related pipes can be located outside of vulnerable areas.

Section 5.6, applicable to river valleys identified as external connections on Schedule B1, states that the Town will support external connections through:

- Promoting and undertaking appropriate planning and design to ensure that external connections are maintained and/or enhanced; and,
- Undertaking watershed based planning, which integrates supporting ecological systems with those systems contained in the Greenbelt Plan, 2005.

To ensure consistency with applicable subwatershed plans, the Town will, in general, ensure that:

- Land use planning contributes to the protection, maintenance, and enhancement of water and related resources and aquatic ecosystems, on an integrated watershed management basis;
- All land use decisions promote water conservation and support the efficient use of water resources on a watershed basis; and,

- All land use decisions conform to the purpose and recommendations of the applicable Subwatershed Plans.

An application for a development proposal having an impervious area of greater than 500 square metres shall be accompanied by a Subwatershed Plan Conformity Report. This report shall show how the recommendations of the Subwatershed Plan have been met.

Section 5.8 outlines policies for the implementation of ecological offsetting through the development process.

### Keswick Secondary Plan 2004

13.1.1.4.4 Greenlands System; 13.1.3.7 The Greenlands System

A fundamental element of the Keswick urban structure, the greenlands system policies are aimed at protecting and enhancing the natural features of Keswick. In a general sense, all planning decisions will consider environmental impacts on a sub-watershed basis.

The Greenlands System incorporates various forms of public and private parkland, the valley systems of the Maskinonge River and its tributaries, the Lake Simcoe shoreline and various other natural features, open spaces and storm water management facilities, and recognizes the primary lands in public and private ownership that provide opportunities for passive and active recreation and conservation activities. The Greenlands system is made up of Private and Public Open Spaces and Parks, Environmental Protection Areas and the Shoreline/Valley Land Overlay.

The Private Open Space component of the Greenlands system is primarily comprised of smaller waterfront properties which are owned and maintained by private beach associations.

The Public Open Space and Parks component of the Greenlands System shall provide for a wide range of recreational pursuits, suitable for the current and future residents of Keswick and the Secondary Plan outlines a specific hierarchy to guide parkland development. The location and configuration of proposed Public Open Space and Parks shall be determined at the time of specific development applications or through the preparation or review of Development Area Plans.

The Environmental Protection Areas include and protect from development significant environmental features. The policies of these areas are intended to conserve, enhance and encourage the restoration of the quality and integrity of the ecosystems and natural processes. Furthermore, the Town, through its Environmental Advisory Committee, shall consider the preparation of a natural heritage inventory and comprehensive environmental protection strategy for the Keswick community.

The intent of the Shoreline/Valley Land overlay designation is to recognize that much of the flood plain and Lake Simcoe shoreline areas within Keswick have already been developed with residential and commercial land uses. This overlay is intended to prevent new development that is susceptible to flood damage or flood risk or which will cause adverse effects to existing upstream or downstream land uses. Further, in the review of development applications within the area subject to the Shoreline/Valley Land overlay designation, the Town shall consider, in consultation with the appropriate agencies, the restoration of watercourses and shorelines to their natural state.

## 8.2 Opportunities for Discussion

1. Refinements will be needed to the Greenlands System to reflect an updated natural heritage system in accordance with the Provincial methodology and based on up to date information from the LSRCA, aerial photograph interpretation, Provincial mapping data, a review of current Town mapping, and a natural heritage policy analysis. Refinements will also need to be made based on the results of detailed on-site environmental work which has determined the limits of development areas and the areas to be protected as Greenlands System (i.e. existing developments). The Town should consider separating out the natural heritage system and the open spaces into separate designations on the Land Use Plan for clearer policy implementation.
2. The Secondary Plan will require updates to ensure the implementation of the new PPS and LSPP natural heritage policies and the new Endangered Species Act, ensuring a stronger level of protection for the natural heritage system, while also facilitating and encouraging planned urban development in appropriate areas within the Keswick Secondary Plan area.
3. New policies guiding the protection of water resources, key hydrologic features and river valleys/ external connections and the planning of new infrastructure should reflect a watershed approach. New development is required to avoid hazard lands.
4. The Secondary Plan must conform to the applicable source water protection policies of the Town's Official Plan, and any other applicable requirements of the Source Protection Plan.

## APPENDIX Growth Projections - Keswick

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The purpose of this memorandum is to begin to understand the potential growth in Keswick to the year 2041 - both in terms of population growth and employment growth.

It is important to note that the Region of York is currently carrying out a Municipal Comprehensive Review, a project that will identify population and employment growth allocations to the Town of Georgina to the year 2041. This memorandum does not represent the conclusions of the Region of York's MCR or the final figures that will be reflected in the new Keswick Secondary Plan. It is simply a series of estimates based on historic growth shares allocated to the Town.

### 1. Existing Population and Employment Projections

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#### The Growth Plan

York Region	Pop	Emp	AR
2036	1,700,000	840,000	0.49
2041	1,790,000	900,000	0.50

The Growth Plan (2019) extends the planning horizon to the year 2041 for York Region. Between 2031 and 2041, the Region is expected to accommodate 200,000 new residents and 110,000 new jobs. The Region-wide Activity Rate is expected to remain constant at about 1 job for every 2 residents (0.50). Currently, the Region of York is preparing a Municipal Comprehensive Review that will allocate that growth to its constituent municipalities, including the Town of Georgina.

#### The York Region Official Plan

York Region	Pop	Empl	AR	Georgina	Pop	Share	Empl	Share	AR
2021	1,313,800	711,200	0.54		57,900	4.41%	13,900	1.95%	0.24
2026	1,412,100	746,900	0.53		63,900	4.53%	17,400	2.33%	0.27
2031	1,500,000	780,000	0.52		70,300	4.69%	21,200	2.72%	0.30

The York Region Official Plan was reviewed to understand growth projections assigned to Georgina to the year 2031. The Tables indicate that, at least in the current YROP, Georgina's share of Region-wide population growth remains relatively consistent, with a modest share increase - from 4.4% to 4.7%. Similarly, on the employment side, the share of employment growth is relatively consistent, with a modest share increase - from 2.0% to 2.7%.



It is interesting to note that the share of population growth is greater than the share of employment growth. This continues the trend of Georgina having a much greater gap in population to employment (Activity Rate), although it generally improves to 2031 to 3.32 residents per job. The Growth Plan promotes a 2 residents per job ratio as a healthy and desirable Activity Rate.

### The Georgina Official Plan

Georgina	Pop	Empl	AR	Keswick	Pop	Share	Empl	Share	AR
2021	57,900	13,900	0.24		32,200	55.61%	6,100	43.88%	0.19
2026	63,900	17,400	0.27		36,500	57.12%	6,700	38.51%	0.18
2031	70,300	21,200	0.30		40,700	57.89%	7,300	34.43%	0.18

It is the role of the Georgina Official Plan to use the population and employment allocations within the YROP and to further sub-divide those projections to the various elements of the Town's urban structure, including the community of Keswick (it is important to note that the Keswick Business Park allocations are considered separate from the Keswick Community in terms of employment generation).

When reviewing the population allocation to Keswick, the share increases modestly over time ranging from 55.1% in 2016 to 57.9% in 2031. From an employment perspective, Keswick's share is decreasing over time, indicating slower employment growth than population growth from a Georgina-wide perspective - going from 43.9% to 34.4%. The reasons for this overall reduction of the employment share is likely explained by the separation of the Keswick Business Park from the Keswick Community, and the objective of focusing much of the business park/industrial growth (employment land employment, or ELE) to the Business Park, and not specifically within the Keswick Community. The focus of the employment growth within the Keswick Community will be the growth of the retail and service commercial and institutional sectors (population-related employment, or PRE).

### The Georgina Development Charge Background Report

Georgina	Pop	Empl	AR	Keswick	Pop	Share	Empl	Share	AR
2021	50,882	11,543	0.23		30,248	59.4%	6,686	57.9%	0.22
2026	54,352	13,265	0.24		32,562	59.9%	8,253	62.2%	0.25
2031	58,923	15,904	0.27		35,609	60.4%	10,655	67.0%	0.30

The Georgina Development Charge Background Report projects an increasing share of both population and employment to the Keswick Community to 2031. It is important to note, however, that a substantial part of the identified employment growth is, in fact, to be assigned to the Keswick Business Park, which also explains the relatively dramatic improvement to the Activity Rate for Keswick.



## 2. Growth Projections for Keswick

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The following includes 5 alternative population and employment projections to the year 2041. Each of the alternative projections are based on a number of key assumptions about growth in Georgina, and, ultimately within the Keswick Community. The 5 alternative projections include:

- > Slow Growth Projection;
- > Georgina Development Charge Background Report Projection;
- > Average Share Projection;
- > 2031 Extrapolation Projection; and,
- > Trend Projection.

### Slow Growth Projection

Keswick, over the past few years, has experienced somewhat slower growth than had been originally projected and, as such, it would be reasonable to prepare a "slow growth" projection that is based on a number of assumptions that reduce Georgina's share of Regional Growth, and reduces the share of growth assigned to the Keswick Community. This projection is based on the following assumptions:

- > By 2031 the Town of Georgina's share of the Region's population growth had increased to 4.69%. This projection will assume a reduction in that share to 4.40, and project to 2041 - resulting in a 2041 population of 78,760 for the Town of Georgina;
- > By 2031 the Keswick Community's share of the Georgina population growth had increased to 57.89%. This projection will assume a reduction in that share to 55.00% - resulting in a 2041 population for the Keswick Community of 43,318; and,
- > The 2031 Activity Rate for Keswick had reduced to 0.18 jobs per resident. This projection will assume a continuation of that Activity Rate, and project to 2041 - resulting in a 2041 employment projection of 7,797 jobs. It is assumed that all of these jobs are population related jobs (PRE).

	<b>Georgina Pop Share</b>	<b>Keswick Pop Share</b>	<b>Empl Share</b>
	<b>4.40% of Region</b>	<b>55.00% of Town</b>	<b>AR 0.18</b>
2036	74,800	41,140	7,405
2041	78,760	43,318	7,797



## The Georgina Development Charge Background Report Projection

The Development Charge Background Report is useful because it projects growth in both population and employment to the year 2041, based on a host of assumptions, including:

- > Ongoing residential growth in the Keswick Community at a relatively consistent share of the overall Georgina population growth (59.4% in 2021 to 60.4% in 2031 to 61.5% in 2041), with the share of Georgina growth allocated to Keswick growing about 2% over that 20 year timeframe - resulting in a 2041 population projection for the Keswick Community of 43,860 residents;
- > Employment growth in Georgina is expected to be accelerated to Keswick based on its available land supply, and location to markets to the south. Overall employment growth is expected to encompass some 17,721 jobs by 2041, including both ELE and PRE jobs; and,
- > Employment growth in Keswick is more complex because the Development Charges Background Study includes the Keswick Business Park in its employment projections. With this in mind, it is appropriate to consider that almost all of the ELE growth will be assigned to the Keswick Business Park, while almost all of the PRE growth will be allocated to the Keswick Community - with a total of 17,721 jobs projected to 2041, it is expected that a total of 8,491 ELE jobs will be assigned to the Keswick Business Park, and 9,230 PRE jobs will be assigned to the Keswick Community.

	<b>Georgina</b>	<b>Keswick</b>		
	<b>Pop</b>	<b>Pop Share</b>	<b>Empl (PRE)</b>	<b>Empl (ELE)*</b>
2036	66,082	40,382	8,138	5,943
2041	71,300	43,860	9,230	8,491

\*NOTE: ELE is assigned to the Keswick Business Park

### Average Share Projection

In the "Average Share" projections, the population is calculated by:

- > Establishing the average Georgina share of York Region's population projection from 2016 to 2031 and applying that to York Region's projected growth to 2041 (4.51%) - resulting in an estimated 2041 population in Georgina of 80,729;
- > Taking the overall 2041 population in Georgina, and then assigning Keswick's average share of that population from 2016 to 2031 (56.43%) - resulting in an estimated 2041 population assignment to Keswick of 45,555; and,



- > Assigning Keswick's average Activity Rate from 2016 to 2031 (0.18 job/residents) to the 2041 population assignment to establish employment growth in Keswick - resulting in an estimated 2041 employment assignment of 8,200 jobs.

	<b>Georgina Pop Share 4.51% of Region</b>	<b>Keswick Pop Share 56.43% of Town</b>	<b>Empl Share AR 0.18</b>
2036	76,670	43,265	7,788
2041	80,729	45,555	8,200

### 2031 Extrapolation Projection

The "2031 Extrapolation Projection" was carried out based on the following assumptions:

- > By 2031 the Town of Georgina's share of the Region's population growth had increased to 4.69%. This projection extrapolates that allocation to 2041 - resulting in a Georgina population of 83,951 residents by 2041;
- > By 2031 the Keswick Community's share of the Georgina population growth had increased to 57.89%. This projection extrapolates that allocation to 2041 - resulting in a 2041 population for the Keswick Community of 48,599 residents by 2041; and,
- > The 2031 Activity Rate for Keswick had reduced to 0.18 jobs per resident. This projection extrapolates that allocation to 2041 - resulting in 8,748 PRE jobs in the Keswick Community by 2041.

	<b>Georgina Pop Share 4.69% of Region</b>	<b>Keswick Pop Share 57.89% of Town</b>	<b>Empl Share AR 0.18</b>
2036	79,730	46,156	8,308
2041	83,951	48,599	8,748

### Trend Projection

A "Trend Projection" was carried out based on the following assumptions:

- > Between 2016 and 2031 the Town of Georgina's share of the Region's population grew by about .29%, or .10% per 5 year increment had increased to 4.69%. This projection extrapolates that allocation to 2036 (4.79%) and to 2041 (4.89%) - resulting in an overall Georgina population of 87,531 residents by 2041;
- > Between 2016 and 2031 Keswick's share of Georgina's population grew by about 2.78%, or .93% per 5 year increment had increased to 57.89%. This projection extrapolates that allocation to 2036 (58.82%)



and to 2041 (59.75%) - resulting in a population of 52,300 residents within the Keswick Community to 2041; and,

- > Between 2016 and 2031 Keswick's Activity Rate fluctuated, but generally stays at approximately 0.18 jobs per resident at 2031 and 2041 - resulting in a 2041 projection of 9,414 PRE jobs within the Keswick Community.

	<b>Georgina</b>	<b>Keswick</b>	
	<b>Pop</b>	<b>Pop</b>	<b>Empl - AR 0.18</b>
2036	81,430	47,897	8,621
2041	87,531	52,300	9,414

### **3. Summary Growth Projections - Keswick 2036/2041**

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These projections create ranges for consideration in the current Keswick Community Secondary Plan exercise. Further consideration is required to determine how much of the residential population will be accommodated on the inventory of 'greenfield' lands, and how much will be accommodated through 'intensification'. Further, on the employment side, it is expected that much of the employment will be 'population-related' (PRE) as the 'employment land employment' (ELE) land uses are expected to be accommodated in the Keswick Business Park, located on the east side of Woodbine Avenue, adjacent to the Keswick Community.

It is also important to note that development within the Keswick Community will also need to consider important elements of infrastructure capacity related to the transportation network, the sewer and water systems and storm water management systems.

Overall, it is expected that the Keswick Community may achieve a population in 2041 of between 43,315 and 52,000 residents, while employment growth may be expected to reach between 7,665 and 9,240 jobs, primarily in the retail and service commercial and institutional sectors.

	<b>Population</b>	<b>Growth</b>	<b>Employment</b>	<b>Growth</b>
<b>Current Estimate - 2019</b>	<b>28,900</b>		<b>6,420</b>	
<b>Slow Growth Projection</b>				
2041	43,318	14,418	7,797	1,377
<b>Development Charge Background Study Projection</b>				
2041	43,860	14,960	9,230	2,810
<b>Average Share Projection</b>				
2041	45,555	16,655	8,200	1,780
<b>Extrapolation Projection</b>				
2041	48,599	19,699	8,748	2,328
<b>Trend Projection</b>				
2041	52,300	23,400	9,414	2,994

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## 4. Supply and Demand Analysis

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### Residential

Residential growth in Keswick to 2041 will range from between approximately 14,420 and 23,400 new residents.

Further, it is estimated that there is approximately 300 to 350 gross hectares of vacant greenfield residential land available to accommodate some of that growth. That land base is expected to accommodate new residents as follows:

	2041 300 ha	2041 350 ha
50 persons/ha	15,000 persons	17,500 persons
60 persons/ha	18,000 persons	21,000 persons
70 persons/ha	21,000 persons	24,500 persons

Importantly, the above analysis indicates that, based on a number of density assumptions, Keswick has a supply of greenfield residential land that can accommodate ALL of the projected residential growth to 2041.

However, the objective of residential intensification requirements must also be factored into the residential accommodation equation. Residential intensification is expected to accommodate new residents as follows:

	2041 Intensification	2041 Greenfield
<b>Low Projection (14,420)</b>		
40% Intensification	5,770 residents	8,650 residents
45% Intensification	6,490 residents	7,930 residents
50% Intensification	7,210 residents	7,210 residents
<b>High Projection (23,400)</b>		
40% Intensification	9,360 residents	14,040 residents
45% Intensification	10,530 residents	13,870 residents
50% Intensification	11,700 residents	11,700 residents

It is expected that the Keswick Community will be required to accommodate between 5,770 and 11,700 new residents through intensification initiatives to 2041.

It appears that the Keswick Community encompasses enough residentially designated greenfield land area to accommodate growth projections to 2041 under any of the growth scenarios identified in this memorandum. The most modest scenario indicates a need to accommodate 5,770 new residents



through intensification and the need for approximately 175 gross hectares of designated residential greenfield land - based on the lowest growth projection for new residents (14,420), 40% intensification and residential greenfield opportunities at 50 persons per hectare.

### Population Related Employment

The Commercial and Employment Land Analysis carried out by urbanMetrics identifies that the Keswick Community currently supports approximately 2.88 square metres of retail and service commercial floor space per resident.

The Keswick Community is expected to grow by between approximately 14,420 and 23,400 new residents by 2041, and, continuing existing trends, that growth would generate the need for between 41,530 square metres and 67,390 square metres of new retail and service commercial floor space.

The urbanMetrics analysis also suggests that the relationship between population and retail and service commercial floor space could, in fact, increase over time, up to 3.81 square metres per person, generating a significant increase in the need for retail and service commercial floor space in the Keswick Community.

<b>New Retail and Service Commercial Floor Space</b>	<b>14,420 new residents</b>	<b>23,400 new residents</b>
2.88 m2/person	41,530 m2	67,390 m2
3.81 m2/person*	54,940 m2	89,150 m2

\*Note that this projection is applied to new residents only.

The urbanMetrics work identifies an inventory of approximately 95.0 gross hectares of vacant commercially designated lands within the Keswick Community. It is estimated that vacant land inventory could accommodate over 240,000 square metres of retail and service commercial development, which is far in excess of what is needed within the Keswick Community to 2041.

Assuming the assumptions that PRE jobs are accommodated at between 20 and 30 square metres per job, it is estimated that growth projections will drive the need for between 25,000 and 84,600 square metres of floor space, which translates to between 7.5 and 25.5 hectares of gross land area required to accommodate PRE jobs to 2041.

### Employment Land Employment

It is assumed that virtually all of the employment land employment (ELE) will be accommodated within the Keswick Business Park by the year 2041. It is estimated that Keswick in general will attract some 8,500 ELE jobs by 2041.



## 5. Key Conclusions

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1. There is no need for additional lands to be designated for residential development within the Keswick Community to the year 2041, and beyond. There is more than sufficient greenfield residential land supply. As a result, additional long-term population growth can be accommodated.
2. There is no need for additional lands to be designated for population related (PRE) jobs within the Keswick Community to the year 2041, and beyond. However, the actual need for retail and service commercial facilities within the Keswick Community may be substantially enhanced based on the success of the Keswick Business Park in attracting significant employment land employment (ELE) jobs, which will drive the demand for additional PRE opportunities. As a result, additional long-term PRE growth can be accommodated.
3. The land supply within the Keswick Business Park may not be sufficient to accommodate all of the 8,500 ELE jobs projected by the Development Charges Background Study by 2041. As a result, some of the oversupply of commercially designated lands within the Keswick Community may need to be protected for the accommodation of ELE jobs.
4. It is important to note that the Region of York is currently carrying out a Municipal Comprehensive Review, a project that will identify population and employment growth allocations to the Town of Georgina to the year 2041. This memorandum does not represent the conclusions of the Region of York's MCR. It is simply a series of estimates based on historic growth shares allocated to the Town.
5. It is also important to note that this work has not made any assumptions about the Keswick Community's ability to service new development with key elements of municipal infrastructure - the transportation system as well as sewer and water infrastructure.

