



## The Regional Municipality of Durham

### Planning & Economic Development Committee Agenda

Council Chambers  
Regional Headquarters Building  
605 Rossland Road East, Whitby

**Tuesday, December 1, 2020**

**9:30 AM**

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Please note: In an effort to help mitigate the spread of COVID-19, and to generally comply with the directions from the Government of Ontario, it is requested in the strongest terms that Members participate in the meeting electronically. Regional Headquarters is closed to the public, all members of the public may [view the Committee meeting](#) via live streaming, instead of attending the meeting in person. If you wish to register as a delegate regarding an agenda item, you may register in advance of the meeting by noon on the day prior to the meeting by emailing [delegations@durham.ca](mailto:delegations@durham.ca) and will be provided with the details to delegate electronically.

**1. Roll Call**

**2. Declarations of Interest**

**3. Adoption of Minutes**

- A) Planning & Economic Development Committee meeting  
– November 3, 2020

Pages 4 - 11

**4. Statutory Public Meetings**

There are no statutory public meetings

**5. Delegations**

There are no delegations

**6. Presentations**

- 6.1 Gary Muller, Director of Planning, and Colleen Goodchild, Manager, Policy Planning and Special Studies, re: Major Transit Station Areas – Proposed Policy Directions (2020-P-27) [Item 7.2 A]

**7. Planning**

- 7.1 Correspondence

- 7.2 Reports

- |   |         |
|---|---------|
| A) Major Transit Station Areas – Proposed Policy Directions<br>(2020-P-27)                          | 12 - 76 |
| B) Carruthers Creek Watershed Plan Update, Public Consultation<br>Process (2020-P-28)               | 77 - 85 |
| C) Re-Nomination to the Board of Directors of the Greater<br>Toronto Airports Authority (2020-P-29) | 86 - 92 |

**8. Economic Development**

- 8.1 Correspondence

- 8.2 Reports

There are no Economic Development Reports to be considered

**9. Advisory Committee Resolutions**

There are no advisory committee resolutions to be considered

**10. Confidential Matters**

There are no confidential matters to be considered

**11. Other Business**

**12. Date of Next Meeting**

Tuesday, January 5, 2021 at 9:30 AM

**13. Adjournment**

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## The Regional Municipality of Durham

### MINUTES

#### PLANNING & ECONOMIC DEVELOPMENT COMMITTEE

Tuesday, November 3, 2020

A regular meeting of the Planning & Economic Development Committee was held on Tuesday, November 3, 2020 in the Council Chambers, Regional Headquarters Building, 605 Rossland Road East, Whitby, Ontario at 9:30 AM. Electronic participation was offered for this meeting.

#### 1. Roll Call

Present: Councillor Ryan, Chair  
Councillor Joe Neal, Vice-Chair  
Councillor Highet  
Councillor Kerr  
Councillor Lee  
Councillor Yamada  
Regional Chair Henry

Also

Present: Councillor Crawford  
Councillor Foster left the meeting at 10:53 AM  
Councillor Wotten

Absent: Councillor Bath-Hadden

Staff

Present: E. Baxter-Trahair, Chief Administrative Officer  
B. Bridgeman, Commissioner of Planning and Economic Development  
S. Gill, Director, Economic Development and Tourism  
C. Goodchild, Manager, Policy Planning & Special Studies  
R. Inacio, Systems Support Specialist, Corporate Services – IT  
S. Jibb, Manager, Economic Development, Agriculture and Rural Affairs  
J. Kelly, Principal Planner  
A. Luqman, Project Planner  
G. Muller, Director of Planning  
G. Pereira, Manager, Transportation Planning  
B. Pickard, Manager, Tourism  
K. Ryan, Senior Solicitor, Corporate Services – Legal Services  
S. Salomone, Manager, Economic Development, Business Development and Investment  
J. Severs, Manager, Economic Development, Marketing and Cluster Development  
L. Trombino, Manager, Plan Implementation

T. Fraser, Committee Clerk, Corporate Services – Legislative Services

**2. Declarations of Interest**

There were no declarations of interest.

**3. Adoption of Minutes**

Moved by Councillor Lee, Seconded by Councillor Yamada,  
(58) That the minutes of the regular Planning & Economic Development  
Committee meeting held on Tuesday, October 6, 2020, be adopted.  
CARRIED

**4. Statutory Public Meetings**

There were no statutory public meetings.

**5. Delegations**

There were no delegations to be heard.

**6. Presentations**

6.1 Jacquie Severs, Manager of Economic Development, Marketing and Cluster  
Development, re: "Downtowns of Durham" Website – Shop Local (2020-EDT-10)

J. Severs, participating electronically, provided an overview of the Downtowns of Durham website (<https://downtownsofdurham.ca>). She advised that the key message is around the importance of shopping local and the importance of our vibrant downtown areas to the overall quality of life in Durham Region. She also advised that project partners include the Business Improvement Areas (BIAs) and area municipal economic development staff. She further advised that the website provides a single destination on the web to promote Durham Region's various downtown and main street areas and their businesses. She noted that there are currently 821 business and 13 main street areas reflected on the website.

J. Severs further advised that phase two of the project will include the addition of Pickering Nautical Village; additional content; technical improvements; enhancements for business listings; improved search engine optimization; and spaces available for lease.

J. Severs responded to questions with respect to whether the website is available from the Regional website main page; the number of visits to the website; the possibility of developing an app in the future; involvement of the Chambers of Commerce; the process for updating business information; oversight of future business updates; and the process in municipalities without a business improvement area.

With the consensus of the Committee, the order of the agenda was altered to consider Report #2020-EDT-10 at this time.

## 8.2 Reports

### A) “Downtowns of Durham” Website – Shop Local (2020-EDT-10)

Report #2020-EDT-10 from B. Bridgeman, Commissioner of Planning and Economic Development, was received.

Staff responded to questions with respect to the target audience outlined in section 5.1; whether there is a target for number of business listings; whether businesses outside the business improvement areas will be added; whether businesses in Courtice have been included; the change towards e-commerce; and the property taxes paid by small business.

Moved by Regional Chair Henry, Seconded by Councillor Kerr,  
(59) That Report #2020-EDT-10 of the Commissioner of Planning and Economic Development be received for information.

CARRIED

## 7. **Planning**

### 7.1 Correspondence

#### A) Correspondence from C. Anne Greentree, Municipal Clerk, Municipality of Clarington, re: Support of a Ministerial Zoning Order (MZO) Changing the Zoning of 2423 Rundle Road Bowmanville

Moved by Councillor Joe Neal, Seconded by Councillor Kerr,  
(60) That the correspondence from C. Anne Greentree, Municipal Clerk, Municipality of Clarington, be referred to consideration of Report #2020-P-25 of the Commissioner of Planning and Economic Development.

CARRIED

Report #2020-P-25 of the Commissioner of Planning and Economic Development was considered later in the meeting. Refer to pages 5 and 6 of these minutes.

#### B) Correspondence from Joan and Paul Jubb, Clarington Residents, re: Request for a Minister's Zoning Order (MZO) for 2423 Rundle Road in the Municipality of Clarington

Moved by Councillor Joe Neal, Seconded by Councillor Kerr,  
(61) That the correspondence from Joan and Paul Jubb, Clarington Residents, be referred to consideration of Report #2020-P-25 of the Commissioner of Planning and Economic Development.

CARRIED

Report #2020-P-25 of the Commissioner of Planning and Economic Development was considered later in the meeting. Refer to pages 5 and 6 of these minutes.

- C) Correspondence from Janice Donnelly, Clarington Resident, re: Request for a Minister's Zoning Order (MZO) for 2423 Rundle Road in the Municipality of Clarington
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Moved by Councillor Joe Neal, Seconded by Councillor Kerr,  
(62) That the correspondence from Janice Donnelly, Clarington Resident, be referred to consideration of Report #2020-P-25 of the Commissioner of Planning and Economic Development.

CARRIED

Report #2020-P-25 of the Commissioner of Planning and Economic Development was considered later in the meeting. Refer to pages 5 and 6 of these minutes.

## 7.2 Reports

- A) Durham Environmental Advisory Committee (DEAC) Membership Appointments (2020-P-23)
- 

Report #2020-P-23 from B. Bridgeman, Commissioner of Planning and Economic Development, was received.

Moved by Councillor Yamada, Seconded by Councillor Highet,  
(63) That we recommend to Council:

- A) That Christine Doody-Hamilton be appointed as an At-Large member to the Durham Environmental Advisory Committee and that she be so advised of her appointment; and
- B) That a copy of Report #2020-P-23 of the Commissioner of Planning and Economic Development be forwarded to the area municipalities and the Durham Environmental Advisory Committee.

CARRIED

- B) Envision Durham – Framework for a New Regional Official Plan (2020-P-24)

Report #2020-P-24 from B. Bridgeman, Commissioner of Planning and Economic Development, was received.

Staff responded to questions with respect to possible mapping changes in the Municipality of Clarington and when changes would need to be brought forward to the Region for consideration; the proposed focus on results and establishing performance indicators; whether there will be annual reporting on metrics; whether next steps include authorization to retain a consultant in 2021; the

process for the amendment related to Major Transit Station Areas; and whether the Region is on track for completion by July 2022.

Moved by Councillor Lee, Seconded by Councillor Highet,  
(64) That we recommend to Council:

- A) That Regional Council endorse the framework for the new Regional Official Plan as outlined in Report #2020-P-24 of the Commissioner of Planning and Economic Development; and
- B) That a copy of Report #2020-P-24 be forwarded to Durham's area municipalities, conservation authorities, the Envision Durham Interested Parties List and the Ministry of Municipal Affairs and Housing.

CARRIED

- C) Private Request for a Minister's Zoning Order to Permit a Home Hardware Building Centre in the Rural Area at the Southeast Corner of Rundle Road and Regional Highway 2 in the Municipality of Clarington (2020-P-25)

Report #2020-P-25 from B. Bridgeman, Commissioner of Planning and Economic Development, was received.

Staff responded to questions with respect to the Greenlands System in the Regional Official Plan; the current zoning of the property and permitted uses; and the possibility of an employment land conversion request to redevelop the existing Bowmanville site.

Councillor Foster asked the Committee to consider defeating the recommendation in Report #2020-P-25 and to endorse the position of the Municipality of Clarington. He outlined uses permitted under the current zoning and he noted that Clarington Council wants to ensure that the appropriate studies are completed. He also advised that there is an understanding if the Bowmanville site is redeveloped that the applicant commit that 25% of the units be developed as affordable housing units. There is also a request that the Province review the lands south of Highway 2 between Highway 418 and Maple Grove Road and consider inclusion in the Greenbelt based on their contributions to the systems of agriculture, natural heritage and water resources.

A question was raised with respect to the possibility of deferring the matter until the applicant completes the necessary studies. Chair Ryan suggested that this would defeat the intent of the Clarington Council request for a Minister's Zoning Order (MZO) and he suggested that the MZO would advance the process.

B. Bridgeman advised that the resolution from the Municipality of Clarington does not indicate if the studies are to be completed before or after the MZO is enacted. He also advised that it is his understanding that an MZO cannot include such conditions.

Moved by Councillor Lee, Seconded by Councillor Highet,  
(65) That we recommend to Council:

- A) That Regional Council advise the Minister of Municipal Affairs and Housing that it does not support the use of a Minister's Zoning Order to permit the establishment of a Home Hardware Building Centre in the rural area at the southeast corner of Rundle Road and Highway 2 in the Municipality of Clarington; and
- B) That a copy of Report #2020-P-25 of the Commissioner of Planning and Economic Development be forwarded to the Municipality of Clarington.

CARRIED ON THE FOLLOWING  
RECORDED VOTE:

Yes

Regional Chair Henry  
Councillor Highet  
Councillor Kerr  
Councillor Lee  
Councillor Yamada

No

Councillor Joe Neal  
Councillor Ryan, Chair

Members Absent: Councillor Bath-Hadden

Declarations of Interest: None

**8. Economic Development**

8.1 Correspondence

There were no communications to consider.

8.2 Reports

A) "Downtowns of Durham" Website – Shop Local (2020-EDT-10)

This item was considered earlier in the meeting. Refer to page 3 of these minutes.

**9. Advisory Committee Resolutions**

There were no advisory committee resolutions to be considered.

**10. Confidential Matters**

There were no confidential matters to be considered.

**11. Other Business**

**11.1 Minister's Zoning Orders**

Councillor Joe Neal inquired about the possibility of requesting the province to restrict the use of Minister's Zoning Orders (MZOs) and set out clear guidelines for when they will be considered, for example matters of significant provincial interest. He expressed his concerns with requests for MZOs and he expressed a concern that the Region will see a number of these requests in the future.

Chair Ryan suggested Councillor Joe Neal draft a motion for future consideration.

**11.2 Private Request for a Minister's Zoning Order to Permit a Home Hardware Building Centre in the Rural Area at the Southeast Corner of Rundle Road and Regional Highway 2 in the Municipality of Clarington (2020-P-25)**

Councillor Yamada advised that during the vote on Report #2020-P-25 earlier in the meeting he wished to support the motion passed by Clarington Council to support the use of a Minister's Zoning Order to permit the establishment of a Home Hardware Building Centre in the rural area in the Municipality of Clarington.

Chair Ryan advised that in order to support the motion passed by Clarington Council, members needed to vote against the motion presented. The Committee Clerk advised that a motion to reconsider would be required to reopen the motion on Report #2020-P-25.

**12. Date of Next Meeting**

The next regularly scheduled Planning & Economic Development Committee meeting will be held on Tuesday, December 1, 2020 at 9:30 AM in the Council Chambers, Regional Headquarters Building, 605 Rossland Road East, Whitby.

**13. Adjournment**

Moved by Councillor Kerr, Seconded by Councillor Lee,  
(66) That the meeting be adjourned.

CARRIED

The meeting adjourned at 10:54 AM

Respectfully submitted,

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D. Ryan, Chair

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T. Fraser, Committee Clerk



# The Regional Municipality of Durham Report

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To: Planning and Economic Development Committee  
From: Commissioner of Planning and Economic Development  
Report: #2020-P-27  
Date: December 1, 2020

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**Subject:**

Major Transit Station Areas – Proposed Policy Directions, File: D12-01

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**Recommendation:**

That the Planning and Economic Development Committee recommends:

That this report be received for information.

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**Report:**

**1. Purpose**

- 1.1 The purpose of this report is to advise Committee members that the Proposed Policy Directions for Major Transit Station Areas (MTSAs) are being released for public comment. The proposed policy directions are contained within the MTSA Policy Directions Report, (see Attachment #1). These MTSA policy directions are a key component of Envision Durham, the Municipal Comprehensive Review (MCR) of the Regional Official Plan (ROP).
- 1.2 Comments on the Proposed Policy Directions are being requested by March 1, 2021 (a 90-day commenting period).
- 1.3 Staff will provide an overview of the proposed MTSA delineations and policy directions at the December 1st Planning and Economic Development Committee meeting.

1.4 MTSAAs are defined in the Provincial Growth Plan as “*The area including and around any existing or planned higher order transit station or stop within a settlement area; or the area including and around a major bus depot in an urban core. Major transit station areas generally are defined as the area within an approximate 500 to 800 metre radius of a transit station, representing about a 10-minute walk.*” There are eight MTSAAs proposed within Durham, four of which will be established along the future GO East extension to Bowmanville at Thornton’s Corners, Central Oshawa, Courtice, and Bowmanville. The four existing MTSAAs are located around the Pickering, Ajax, Whitby and Oshawa GO train stations.

## **2. Previous Reports and Decisions**

2.1 In November 2019, Council directed Regional Planning staff to accelerate the development of MTSA policies, including delineations and density targets as part of the Envision Durham process (See Report [#2019-COW-26](#)).

## **3. Background**

3.1 In 2019, Metrolinx announced that it would be proceeding with further planning for the extension of all day GO Train service along Lakeshore East line with a connection to the CP Rail Line, including new stations at Thornton’s Corners, Central Oshawa, Courtice and Central Bowmanville.

3.2 In June 2019, draft delineations for MTSAAs were presented by Regional staff within the Urban System – Growth Management Discussion Paper. These draft delineations were based on extensive consultation with area municipal planning staff. When planned and executed properly, MTSAAs will provide significant opportunities to direct intensification and growth in a manner that maximizes the benefits of being within proximity of higher-order transit. This approach to development is generally referred to as “transit-oriented development”.

## **4. Overview of MTSA Proposed Policy Directions**

4.1 The MTSA Proposed Policy Directions Report provides an overview of the proposed MTSAAs, summarizes best practices, trends and guidelines, refines certain delineations, and presents a set of draft policies for review and comment.

4.2 While policies for commuter stations are provided in the current Regional Official Plan, the profile of MTSAAs as premier locations for mixed use, transit-oriented development have been amplified through provincial investment in rapid transit infrastructure and stronger Provincial policy direction.

4.3 The proposed policies for MTSAs would:

- Establish the vision, goals and objectives for MTSAs;
- Implement provincial policy as appropriate;
- Delineate the geographic extent of MTSAs;
- Update definitions (and associated policies) to reflect provincial plans;
- Identify housing types and built form that support intensification within MTSAs;
- Recognize best practices for Transit-Oriented Development (TOD);
- Enable a variety of transit-oriented land uses;
- Prioritize active transportation;
- Optimize parking;
- Promote an inviting and pedestrian oriented public realm, to enhance connectivity, generate employment and guide residential growth; and
- Provide clear policy guidance to local area municipalities for inclusion within their respective official plan updates.

4.4 The policy principles and recommendations for MTSAs will enable the development of transit supportive communities that meet the future needs of the Region.

## 5. Relationship to Strategic Plan

5.1 This report aligns with/addresses the following strategic goals and priorities in the Durham Region Strategic Plan:

- a. Under the goal of Community Vitality, 2.1, Revitalize existing neighbourhoods and build complete communities that are walkable, well-connected, and have a mix of attainable housing; and
- b. Under the goal of Economic Prosperity, 3.3, Enhance communication and transportation networks to better connect people and move goods more effectively.

## 6. Next Steps

6.1 Following a 90-day consultation period, Regional staff will prepare and release a draft Regional Official Plan Amendment. A statutory public open house and public meeting process is anticipated in the Spring of 2021.

- 6.2 Following Council’s consideration and adoption of the Regional Official Plan Amendment, it will be submitted to the Ministry of Municipal Affairs and Housing for approval.
- 6.3 A copy of this report and the MTSA Proposed Policy Directions will be forwarded to Durham’s area municipalities; the Ministry of Transportation, Ministry of Economic Development, Job Creation and Trade, Metrolinx, the Ministry of Municipal Affairs and Housing, and the Envision Durham Interested Parties contact list for review and comment.

**7. Attachments**

Attachment #1: Major Transit Station Areas - Proposed Policy Directions

Respectfully submitted,

Original signed by

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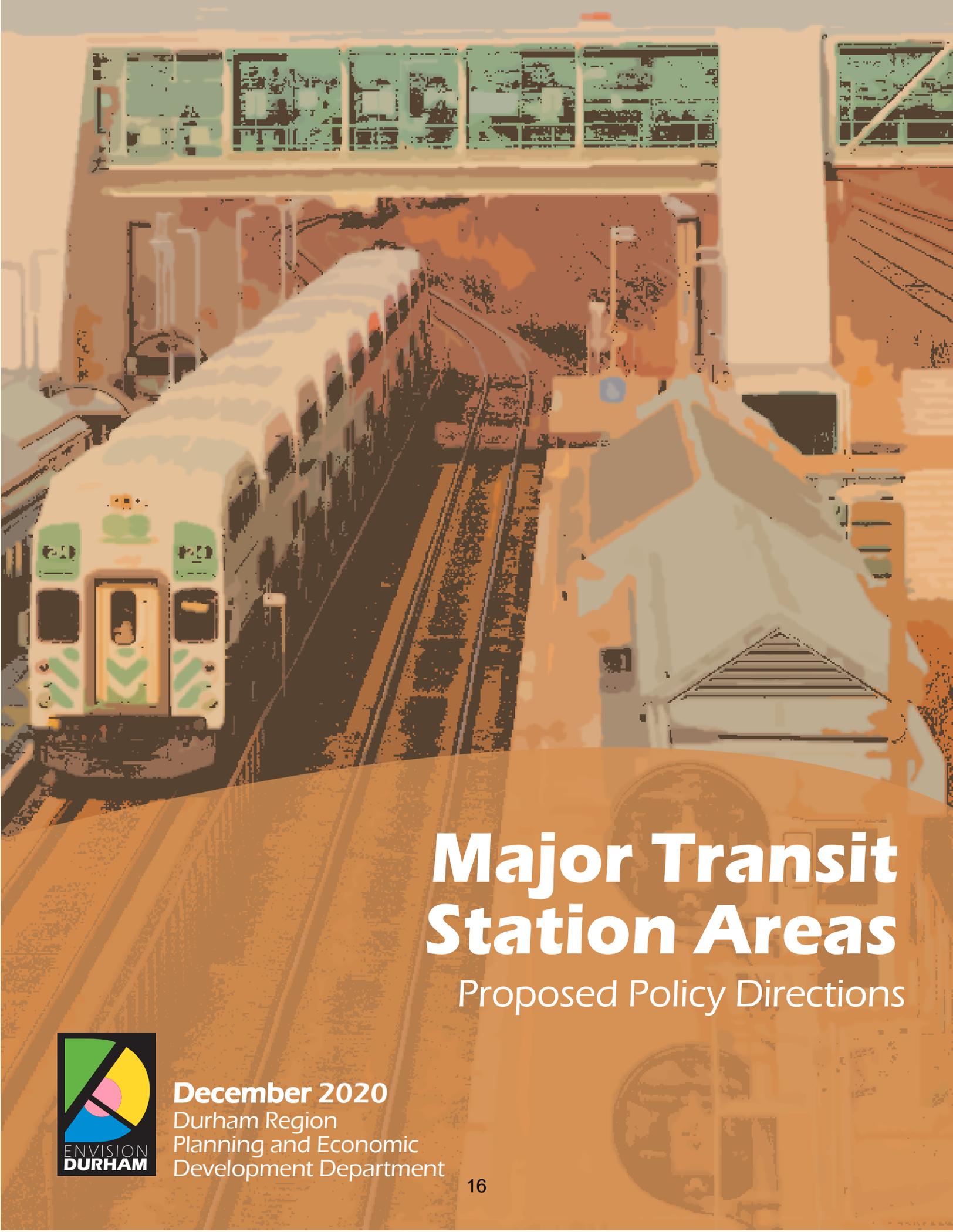
Brian Bridgeman, MCIP, RPP  
Commissioner of Planning and  
Economic Development

Recommended for Presentation to Committee

Original signed by

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Elaine C. Baxter-Trahair  
Chief Administrative Officer



# Major Transit Station Areas

Proposed Policy Directions



**December 2020**  
Durham Region  
Planning and Economic  
Development Department

# Major Transit Station Areas

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- Appendix A – Best Practices Review
- Appendix B – Overview of MTSAs and Proposed Delineations
- Appendix C – What We Heard

## Executive Summary

Regional Council has directed staff to accelerate the review and development of policies, for Major Transit Station Areas (MTSAs) through Envision Durham - The Municipal Comprehensive Review (MCR) of the Regional Official Plan (ROP).

This document builds on the Urban System-Growth Management Discussion Paper released in June, 2019 through Envision Durham, by providing an overview of the proposed MTSAs, summarizing best practices, trends and guidelines for MTSA development and by introducing a set of draft policies for review and comment.

Commuter Stations and permissions for higher density mixed-use development within proximity of stations are provided for in the current Regional Official Plan. However, the significance of MTSAs and related intensification and densities around transit stations has increased in recent years, not only due to improved service along the GO East Rail line in Durham but also through enhanced Provincial policy direction on MTSAs.

MTSAs represent significant opportunities to curb sprawl and direct intensification and growth in a manner that maximizes the benefits of being within proximity to higher-order transit. There are eight MTSAs identified within Durham.

There are four existing MTSAs in Durham, and include:

- Pickering GO Station;
- Ajax GO Station;

- Whitby GO Station; and
- Existing Oshawa GO Station.

Four of the proposed MTSAs are located along the committed GO Transit rail line extension to Bowmanville, and include:

- Thornton's Corners;
- Central Oshawa;
- Courtice; and
- Bowmanville.

Several factors affect planning for the MTSA areas, including, density, proximity to transit and ability to improve access to transit, mixed-use development, provincial direction and changes to policies and Provincial Plans.

The Region has proposed a new set of policies for MTSAs to:

- Establish the vision, goals and objectives for MTSA areas;
- Implement provincial policy as appropriate;
- Delineate the geographic extent of MTSAs;
- Update definitions in the ROP (and associated policies) to reflect provincial plans;
- Identify housing types and built form that support intensification within MTSA areas;
- Accelerate market-driven development of the stations;
- Encourage and promote best practices for Transit-Oriented Development (TOD);
- Enable a variety of transit-oriented land uses;
- Prioritize active transportation;
- Optimize parking;

# Major Transit Station Areas

- Promote an inviting and pedestrian oriented public realm, to encourage place-making, enhance connectivity and generate employment and residential growth; and,
- Provide clear policy guidance to local area municipalities for inclusion within their respective official plan updates.

A Best Practices review was undertaken to identify strategies that have been adopted by comparable municipalities. The results from this review helped to inform specific policy recommendations and principles for MTSAs in Durham.

Themes identified from the best practices review include:

## **Land Use**

The importance of developing an appropriate mix of higher density, transit-oriented land uses is a key principle to help foster transit demand and supporting transit-oriented development.

## **Connections and Accessibility**

Attractive transportation connections that are clear, direct and accessible by people of all ages, abilities and modes of travel must be provided.

## **Urban Design and Built Form**

It is vital that attractive and functional environments be developed based on compact built form to help encourage active transportation connectivity across the MTSAs.

## **Healthy Economy**

Providing economic development support in these areas will help to increase employment and housing options.

The policy principles and recommendations for MTSAs will enable the development of transit supportive communities that are tailored to the current and future needs of the Region.

## **1. Introduction**

The Region is currently undertaking “Envision Durham” - the Municipal Comprehensive Review of the Durham Regional Official Plan. Over the course of 2019, Regional staff prepared and released a series of theme-based Discussion Papers. Policy proposals will be developed in early 2021 following the receipt of public and stakeholder input.

One of the subject areas being addressed through Envision Durham is Growth Management, which deals with a broad suite of issues and requirements affecting growth that the Region must consider, including identifying and delineating and prescribing policies for Major Transit Station Areas (MTSAs).

The intent of MTSAs is to cluster a mix of high density, compact, pedestrian oriented development in proximity to rapid transit infrastructure. Major transit infrastructure such as the Lakeshore East GO Rail line attracts and supports high density urban development around station locations.

MTSAs are planned to have a mix of uses such as office, residential, institutional/ community uses, retail, services and other amenities. MTSAs leverage capital investment in transit infrastructure and strong ridership potential. To support transit ridership and place making, MTSAs will have good quality pedestrian-oriented streetscapes, public spaces and buildings.

- improve the quality of life for Durham’s residents and workforce

For the most part, MTSAs build upon the Region’s planned urban structure, and introduce focal points for high density mixed-use development. MTSAs are intended to:

- support viable transit;
- allow the Region to grow more sustainably;
- expand opportunities for the Region to be more economically competitive;
- help the Region provide a range of housing choice to adapt to Durham’s changing demographics; and

To proactively implement land use and fiscal planning with infrastructure planning and place-making, Regional Council directed Regional Planning staff to accelerate the review and development of policies, delineations and density targets for all eight MTSAs.

Since the adoption of the current Regional Official Plan (ROP), the significance of MTSAs and related intensification and densities around transit stations has increased, in part due to enhanced direction from Provincial planning policy. Provincial policy directs the identification of priority transit corridors (PTCs) and development of specific density requirements for MTSAs located along a PTC. The identification of PTCs and density requirements for MTSAs located along a PTC only apply to existing GO Transit Stations in Durham Region.

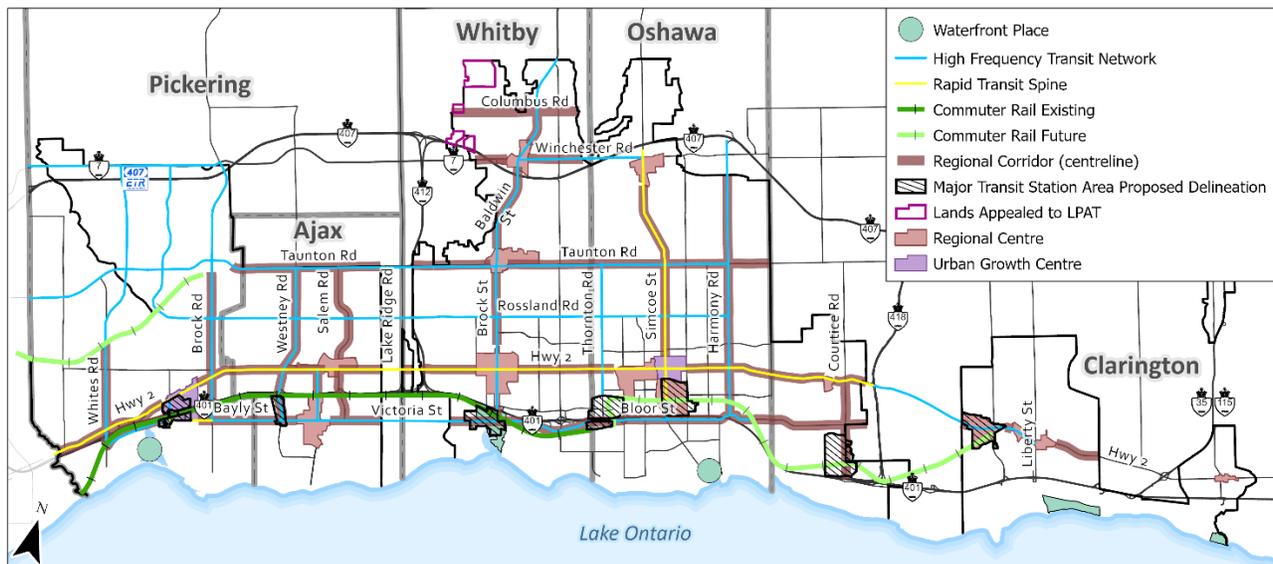


Figure 1 - Context Map of Major Transit Station Area

# Major Transit Station Areas

The Lakeshore East GO Rail line to the existing Oshawa Station is the only PTC located within Durham Region.

There are four existing MTSAs along the PTC in Durham. The four existing MTSAs include:

- Pickering GO Station;
- Ajax GO Station;
- Whitby GO Station; and
- Existing Oshawa GO Station.

Four proposed MTSA delineated boundaries, located along the committed GO Transit rail line extension to Bowmanville, as well as the four existing MTSAs represent significant opportunities to direct intensification and growth in a manner that maximizes the benefits of being within proximity to higher-order transit. The four future MTSAs identified include:

- Thornton's Corners;
- Central Oshawa;
- Courtice; and
- Bowmanville.

## 2. Provincial Planning Policy Context

The following provincial policy documents apply to MTSAs.

### 2.1 Growth Plan

The Provincial Growth Plan for the Greater Golden Horseshoe (Growth Plan) provides policies for MTSAs which are defined as “the area including and around any existing or planned high order transit station within a

settlement area...MTSAs generally are defined as the area within a 500 to 800 metre radius of a transit station, representing a 10-minute walk”.

Section 3.2.3 (“Moving People”) of the Provincial Growth Plan indicates that:

1. Public transit will be the first priority for transportation infrastructure planning and major transportation investments.
2. All decisions on transit planning and investment will be made according to the following criteria:
  - a. How they align with, and support, the priorities identified in Schedule 5 (Moving People – Transit) of the Plan.
  - b. Prioritizing areas with existing or planned higher residential or employment densities to optimize return on investment and the efficiency and viability of existing and planned transit service levels.
  - c. Increasing the capacity of existing transit systems to support strategic growth areas (SGA).
  - d. Expanding transit service to areas that have achieved, or will be planned to achieve, transit-supportive densities and provide a mix of residential, office, institutional, and commercial development, wherever possible.
  - e. Facilitating improved linkages between and within municipalities from nearby neighbourhoods to urban growth centres, MTSAs, and other strategic growth areas.
  - f. Increasing the modal share of transit.

- g. Contributing towards the provincial greenhouse gas emissions reduction targets.

The Growth Plan requires that MTSAs on priority transit corridors (Pickering, Ajax, Whitby, and Existing Oshawa) be planned for a minimum density target of 150 residents and jobs combined per hectare for those that are served by the GO Transit rail network. The Growth Plan indicates that within all MTSAs, development will be supported, where appropriate, by:

- a. Planning for a diverse mix of uses, including second units and affordable housing, to support existing and planned transit service levels.
- b. Fostering collaboration between public and private sectors, such as joint development projects.
- c. Providing alternative development standards, such as reduced parking standards.
- d. Prohibiting land uses and built form that would adversely affect the achievement of transit- supportive densities.

The Growth Plan also indicates that all MTSAs will be planned and designed to be transit-supportive and to achieve multimodal access to stations and connections to nearby major trip generators by providing, where appropriate:

- a. Connections to local and regional transit services to support transit service integration.
- b. Infrastructure to support active transportation, including sidewalks,

- bicycle lanes, and secure bicycle parking.
- c. Commuter pick-up/drop-off areas.

Subsection 16 (16) of the Planning Act indicates that the official plan of an upper-tier municipality may include policies that identify the area surrounding and including an existing or planned higher order transit station or stop as a protected MTSA and delineate the area’s boundaries, and if the official plan includes such policies it must also contain policies that:

- a. identify the minimum number of residents and jobs, collectively, per hectare that are planned to be accommodated within the area; and
- b. require official plans of the relevant lower-tier municipality or municipalities to include policies that,
  - (i) identify the authorized uses of land in the area and of buildings or structures on lands in the area; and
  - (ii) identify the minimum densities that are authorized with respect to buildings and structures on lands in the area.

## 2.2 Metrolinx Regional Transportation Plan, 2041

In March 2018, the Metrolinx Board adopted the 2041 Regional Transportation Plan (RTP) for the Greater Toronto and Hamilton Area (GTHA). The RTP is a strategy centred on creating an integrated, multimodal regional

# Major Transit Station Areas

transportation system that will serve the needs of residents, businesses and institutions. It sets out a broad vision for where and how the region will grow and identifies policies on transportation planning in the GTHA and supports the Provincial Growth Plan. The Goals of the RTP are to achieve strong connections, complete travel experiences, and sustainable and healthy communities.

The RTP contains actions to better integrate transportation planning and land use, especially around transit stations and Mobility Hubs. The RTP recognizes that sufficient land use density at stations is important to ensure significant two-way, all-day ridership on GO Regional Express Rail (RER).

The RTP recognizes that MTSAAs can be attractive locations for new employment, public institutions and regionally significant services, as well as prime opportunities for collaboration by public and private sectors to create transit-oriented developments that enhance transit service.

MTSAs are intended to create important transit network connections, integrate various modes of transportation and accommodate an intensive concentration of places to live, work, shop or play. They are particularly significant because of their combination of existing or planned frequent rapid transit service with an elevated development potential.

## 3. Regional Policy Context

The Region has a suite of policies and initiatives that support the establishment and development of MTSAAs.

### 3.1 Durham Region Strategic Plan

On June 24, 2020 Regional Council adopted the Durham Region Strategic Plan 2020-2024 and endorsed five broad strategic goals and twenty-three supporting priorities. Durham Region's Strategic Plan identifies five Strategic Goals to help guide and achieve its vision of a healthy, prosperous community for all. It is important that MTSA policies align with the strategic goals. The information below describes how MTSAAs and TOD policy research aligns with each Strategic Plan goal.

#### Goal #1: Environmental Sustainability

**Objective:** To protect the environment for the future by demonstrating leadership in sustainability and addressing climate change. This includes accelerating the transition to a clean energy economy through collaborations that optimize the economic, environmental, health and social benefits for our community.

**Applicability of MTSA policies:** Promoting sustainable transportation options within new and existing development areas around MTSAAs can help support and encourage more people to use active modes of transportation which helps to reduce pollution, energy consumption and costs. Emerging technologies should also be taken into consideration to support environmental sustainability in these areas.

### Goal #2: Community Vitality

**Objective:** To foster an exceptional quality of life with services that contribute to strong neighbourhoods, vibrant and diverse communities, and influence our safety and well-being. Focuses on building complete communities that are walkable, well-connected and have a mix of attainable housing.

**Applicability of MTSA policies:** Through the promotion and integration of mixed-use developments within MTSA, new community and cultural amenities, housing, and employment opportunities can be provided for people to live, work and play. Enhancement of existing cultural amenities in MTSA is also supported. MTSA that prioritize active modes of transportation over parking and car trips support the achievement of this goal.

### Goal #3: Economic Prosperity

**Objective:** To build a strong and resilient economy that maximizes opportunities for business and employment growth, innovation and partnership. This includes ensuring an adequate supply of serviced employment land is available in the right place, at the right time, to attract new investment and help existing businesses grow.

**Applicability of MTSA policies:** Encouraging mixed used development within MTSA can help attract new businesses and people to these areas to generate new employment. New development interest contributes to higher returns on investment.

### Goal #4: Social Investment

**Objective:** To ensure a range of programs, services and supports are available and accessible to those in need, so that no individual is left behind. This includes improving housing choice, affordability and sustainability.

**Applicability of MTSA policies:** By providing a range of housing choices near transit including a mix of residential housing types and tenures, new development can accommodate a diverse range of ages, incomes, household sizes and stages of life.

### Goal #5: Service Excellence

**Objective:** To provide exceptional value to Durham taxpayers through responsive, effective and fiscally sustainable service delivery. This includes efficient use of resources through coordinated service delivery and partnerships and the continuation of providing critical infrastructure services for current and future generations.

**Applicability of MTSA policies:** This goal is more indirectly supported than explicitly supported through MTSA and TOD guidelines and policies. Utilizing different tools and programs that can be leveraged to help implement the desired development around MTSA, such as public private partnerships, is one way that this goal is supported through MTSA and TOD.

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## 3.2 Current Durham Regional Official Plan

The current Durham Regional Official Plan provides high level policies which support the establishment of MTSAs. Policy 11.3.18 indicates that in support of existing and future transit services, development adjacent to Transportation Hubs, Commuter Stations and Transit Spines designated on Schedule 'C' – Map 'C3', Transit Priority Network, shall provide for:

- a) complementary higher density and mixed uses at an appropriate scale and context in accordance with Policy 8A.2.2 for Transportation Hubs and Commuter Stations and Policy 8A.2.9, where transit spines are within Regional Corridors;
- b) buildings oriented towards the street, to reduce walking distances to transit facilities;
- c) facilities which support non-auto modes including: drop off facilities, bus bays, bus loops, bus shelters, walkways, trails and other pedestrian and cycling facilities; and
- d) limited surface parking and the potential redevelopment of existing surface parking.

## 3.3 Transportation Master Plan

The Durham Transportation Master Plan (TMP) was endorsed by Regional Council in December 2017 and is a strategic planning document that defines the policies and programs needed to manage anticipated transportation demands. The TMP is a multi-modal plan focusing on walking, cycling,

public transit, autos and goods movement. The establishment and implementation of MTSA policies addresses, a number of key Directions in the TMP including:

- Strengthening the bond between land use and transportation;
- Elevating the role of integrated public transit including Rapid Transit;
- Making walking and cycling more practical and attractive;
- Promoting sustainable travel choices;
- Investing strategically in the transportation system.

It also supports key actions recommended in the TMP including:

- Working with area municipalities to adopt Transit Oriented Development (TOD) Guidelines and applying TOD principles in the planning and design of new developments in MTSAs;
- Promoting transit-supportive development in areas served by the Higher-Order Transit network;
- Supporting planning and design for walking and cycling through the development review process and the implementation of design and policy documents;
- Enhancing promotion to improve awareness and use of sustainable travel modes.
- Create a travel demand management (TDM)-supportive development strategy to help ensure that new developments are planned and designed to support transit, active transportation and carpooling.

### 3.4 Long Term Transit Strategy and Transit Oriented Development Study

In 2012, the Region of Durham endorsed a Long-Term Transit Strategy (LTTS) which looked at rapid transit as a component of sustainable transportation options, to help the Region address anticipated transportation demands and the role of rapid transit to 2031 and beyond. The LTTS indicated that investments in rapid transit can act as a catalyst for future land use development, can attract business and accommodate future employment growth in the Region. It noted that investments in transit can improve the quality of life by reducing automobile dependency and use which can lead to a reduction in harmful emissions and improve air quality.

As part of the LTTS, the Region developed a TOD Strategy to help inform an integrated approach to transit, land use planning and transit supportive urban form. Generally, the TOD Strategy identified the following components for successful TOD areas:

- pedestrian priority areas that surround stations, where people can move from transit vehicles to pedestrian infrastructure, and where the safe and comfortable movement of pedestrians and cyclists warrant special design treatment;
- pedestrian and cycling routes where essential connections to home, work, parks and other key destinations are provided;
- integrating transit-supportive land uses by establishing a critical mass of people and an intensive transit-

supportive mix of land uses including residential, commercial, institutional, civic, employment and community amenities;

- creating urban and inspiring built form, where attractive pedestrian-friendly street-oriented buildings exhibit transit-supportive urban design characteristics;
- managing and carefully designing parking facilities so that they do not undermine efforts to provide higher density, walkable urban places;
- ensuring that transit station design contributes to the place-making, as the transit station will be a strong focal point for the community, must promote positive transit user experience, be easily accessible, particularly by active modes of transportation (e.g. walking and cycling). The station should also be more than mobility infrastructure, but a place where people feel comfortable and safe, and want to be;
- recognizing the distinct character of each place in light of their location, surrounding context and potential future character.

While the Regional Official Plan already includes policies related to higher intensity development in the vicinity of commuter stations, an update to these policies is required to conform to the Growth Plan policies regarding MTSAs and advance the Region's direction for Transit Oriented Development TOD.

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## 4. The Importance of Transit Oriented Development

In December 2019, the firm of N. Barry Lyon Consulting (NBLC) presented its findings regarding how Higher Order Transit (such as heavy rail [GO Rail]) and Light Rail Transit (LRT) stations tend to generate greater interest for developing surrounding lands than typical surface transit stops, as they represent high capital investments, permanent commitments to service, stronger transit ridership potential, and can serve as focal points for other transit routes and modes of transportation.

NBLC found that TOD provides high density, compact development close to Higher Order Transit stations, and includes an integrated mix of uses such as office, residential, retail, community uses, and other uses that support transit ridership. The benefits of TOD include:

- Building on the significant place-making opportunities surrounding transit stations, where pedestrian-oriented streets, parks, squares and buildings become comfortable and desirable gathering places.
- Enhancing housing choice and affordability through higher density housing types, where seniors, students and lower-income earners can benefit from access to transit as a priority mode of travel.
- Providing focal points for density, where there is a reduced need to drive, and where parking requirements for new developments

can be lessened so they may develop more efficiently.

- Providing opportunities for strong connections to local transit service and supporting their evolution into major transit hubs.
- Providing opportunities for developing focal points for bicycle and active transportation, with facilities and amenities that support these non-automobile forms of travel.
- Optimizing the value of transit and infrastructure investment around transit nodes.

Several attributes are required for transit to have a positive impact:

- There must be frequent, reliable and affordable transit service.
- There must be strong market fundamentals, including strong population growth potential and a positive economic context, including a favourable debt and job environment.
- There must be a positive market context (i.e. the type and quality of community and the associated commercial and public amenities), such as employment opportunities, retail, parks, community centres and schools will affect the marketability of an area to different market segments.
- There must be positive development economics, such that the costs of development are in line with market pricing.
- There must be a supportive planning framework, such that official plan policies and supportive zoning requirements remove unnecessary

obstacles and provide greater certainty regarding acceptable built form and densities.

- Adequate infrastructure and development fees (parkland, development charges, etc.) that must not be prohibitive.
- There must be available vacant or underutilized development sites.

Transit can improve market demand and positively impact residential, office, and retail/service uses through:

- Increasing the value of existing land uses.
- Stimulating land use changes and capturing associated market demand.
- Creating market demand to support land uses that may otherwise not occur (i.e. office uses).

## 5. Best Practices Review

In support of the principles and policy recommendations that shape growth and development around Durham’s proposed MTSAs, a Best Practices review was undertaken. Five municipalities were examined:

1. **York Region** – Transit Oriented Development Guidelines
2. **City of Hamilton** – Transit Oriented Development Guidelines
3. **Region of Waterloo** – Regional Official Plan
4. **City of Coquitlam** – Transit-Oriented Development Strategy
5. **City of Winnipeg** – Transit Oriented Development Handbook

Three key themes emerged from the review. These include:

- Density Typologies;
- Tools and Programs; and
- Incentives and Regulations.

Appendix A includes a detailed summary of the Best Practices Review.

## 6. Delineation Approach

In June 2019, proposed delineations of MTSAs were presented within the Urban Systems Discussion Paper for Envision Durham, based on extensive consultation with area municipal planning staff. The following approach was taken:

- A 500- and 800-metre radius from the centre of the rail platform was applied, to identify a generalized walking distance of approximately 10 minutes.
- An actual walking distance was mapped, based on applying existing and planned pedestrian infrastructure to identify a true walking distance.
- Other planning boundaries (such as other SGAs and Secondary Plans) were identified. Wherever possible, MTSA boundaries were aligned with boundaries within area municipal planning documents (including Official Plans and Secondary Plans).
- Non-developable areas were avoided, where appropriate (such as natural areas, highways, utilities, rail corridors, etc.) to form the outer boundaries of the MTSA.

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- Existing and/or planned pedestrian connections across non-developable areas were identified. If a connection does not exist or is not planned, the area beyond the non-developable area was not included.
- Areas unsuitable and unplanned for significant intensification, such as stable neighbourhoods intended to remain as low density, were identified. Areas not intended to be redeveloped were excluded.
- Employment Areas were identified, and a determination was made as to (re)development potential.
  - If development potential exists, it was included in the MTSA.
  - If development potential does not exist, a determination of impact on the density target would inform whether an alternative target should be requested from the Province.
- Boundaries were adjusted, and in some cases extended beyond the 800-metre walkshed to include underutilized or vacant lands viewed as ideal for redevelopment and/or intensification.
- Logical planning boundaries were used (such as property lines, centrelines of roads, natural features, etc.) to delineate the MTSA boundary.

A subsequent delineation exercise was completed taking into account input received through the Urban Systems Discussion Paper, additional information and research undertaken by the projects' consultants,

discussions with area municipal staff and public and agency input.

In addition, due to the February 2020 Metrolinx announcement that "Option 2" was preferred (utilizing the existing CP Rail [CPR] spur over Highway 401) and that it would proceed to the Preliminary Design Business Case process, the station location and the associated MTSA delineation area for Thornton's Corners has been shifted eastward.

The proposed delineations and underlying land use assumptions for each proposed MTSA is included in Appendix B.

## 7. What we have Heard

Comments have been received from area municipal staff, local agencies, as well as members of the public pertaining to MTSA delineations and potential policies. Stakeholders are generally supportive of the proposed delineations and overall densities.

Specific requests were received for additions to the MTSA boundaries, some of which have been accommodated, as well as considerations for phasing of development within MTSA's.

Input was also received on how certain stakeholders believe MTSA conversions should be treated.

A summary of the stakeholder input is provided in Appendix C.

The input received from various stakeholders has informed and shaped the refinements to

the MTSA delineations first proposed in June 2019 through the Urban Systems Discussion Paper, and the proposed policies directions detailed below.

## 8. Proposed Policy Directions

The following policy directions are proposed for discussion to serve as a guide for the planning and development of MTSA in Durham Region.

### 8.1 Purpose

The purpose of a future Regional Official Plan Amendment for MTSA will be to establish the land use and policy framework to guide the development of identified lands within MTSA along the Lakeshore East GO Rail line, and the approved easterly extension within the Region of Durham. The amendment would:

- delineate MTSA;
- establish general land use, infrastructure and implementation policies;
- guide their development as Transit Oriented Communities (TOC).

The foundations of the Amendment include the Growth Plan, the Durham Transportation Master Plan Update 2017, the Durham Region Strategic Plan 2020-2024, area municipal official plans and studies, a review of best practices as well as public, agency, landowner and stakeholder submissions through Envision Durham. The amendment will establish a vision for MTSA based on the principles of TOD.

### 8.2 Vision

MTSA represent unparalleled opportunities to create TOCs anchored by a Rapid Transit Stations, each with its own identity, containing a wide range of housing opportunities, including affordable housing, office uses, street-oriented commercial uses, institutional uses, a wide range of recreational uses and public amenities so as to establish new destinations and introduce a sense of place. MTSA will be areas to support and foster innovation and entrepreneurship.

MTSA will be integrated mixed-use development offering convenient, direct, sheltered pedestrian access from high-density development sites to Station amenities and access points.

Development within MTSA will require new road improvements, pedestrian and cycling connections to Rapid Transit Stations, and other improvements to the surrounding Regional and/or local road infrastructure to support their development as TOCs.

Access from MTSA to their respective GO Stations will be planned and developed to prioritize pedestrians and cyclists. MTSA will accommodate a variety of transportation modes, developed with active streetscapes and built form that places priority on pedestrian comfort and connectivity, well connected cycling facilities and amenities, and the establishment of destinations for people to live, work, shop and play.

Policies are intended to ensure that densities are appropriately transitioned to

# Major Transit Station Areas

neighbouring lower density areas to ensure compatibility. Generally, the highest densities within MTSAs are intended to be concentrated on the station property and in close proximity to GO Stations to integrate the stations with development. Densities will transition to lower density areas in a manner appropriate to the context of each site.

Policies will ensure that required transportation, servicing and other infrastructure is in place prior to, or coincident with new development within MTSAs.

It is intended that area municipal official plans will provide detailed policies, land use designations and Urban Design Guidelines to guide the desired land use, density, built form and the pedestrian oriented public realm within MTSAs. New development will be substantially based on the provision of structured parking and encouragement of new technologies and approaches to shared parking.

Since each of the MTSAs have unique characteristics, policies account for their unique character, scope and context.

## 8.3 General Policy Directions

1. MTSAs will be delineated on the applicable Schedules of the Durham Regional Official Plan and area municipal official plans.
2. Each MTSA will be planned to achieve a minimum density of 150 people and jobs per hectare. This will be a minimum density requirement that will be measured within all of the

lands in each MTSA. The Region and the applicable area municipalities will monitor the achievement of required densities over time. However, the existing Oshawa GO Rail/VIA Rail station will require an alternative density target, due to the lack of opportunity for TOD and the built context of this station.

3. In cases where an MTSA and a designated Urban Growth Centre or Regional Centre overlap, the higher density requirements shall apply.
4. The Region will encourage area municipalities to establish minimum job requirements in MTSA's within their respective Official Plans.
5. The Region will encourage the provision of alternative development standards to support TOD, including reduced minimum parking requirements and the establishment maximum parking requirements for both privately-initiated development applications and area municipal zoning by-laws.
6. The Region will require area municipalities to complete secondary plans and/or block plans to included detailed land use designations and policies consistent with the policies of the Durham Regional Official Plan that help to achieve the objectives of Transit Oriented Development.
7. Boundaries to MTSAs may be refined by the area municipality, in consultation with the Region, without the need for an amendment to the Regional Official Plan, except where such boundaries coincide with roads, rail corridors or defined

environmental features. Minor refinements may include the addition of additional parcels adjacent to an MTSAs boundary, or to account for refinement of environmental features as a result of detailed study.

8. MTSAs will consist of both higher intensity employment uses and residential uses that support the use of transit and achieve the strategic growth objectives of the Regional Official Plan.
9. Development within MTSAs will be based on the principle of complete communities, informed by innovation, technology and entrepreneurship, where compact mixed-use development is provided, and active modes of transportation are developed, so people can live, work, shop and have access to a wide range of services.
10. The Region, in consultation with the Province and applicable area municipalities, may designate additional MTSAs coincident with planning for future rapid transit facilities or stations.

### 8.3.1 LAND USE POLICIES

MTSAs will support a broad mix of compatible uses at high densities, so that vibrant, active places are created and emerge as focal points within their respective communities. MTSAs will be planned on the basis of providing active places and streetscapes, allowing a wide range and mix of high-density transit-oriented uses, based on pedestrian oriented built form.

The following land uses will be permitted within MTSAs:

1. Higher density residential uses including mid-rise and high-rise apartments, stacked townhouses, and live-work units;
2. Compatible employment uses, institutional uses, educational facilities and post-secondary institutions;
3. Places of worship within mixed-use buildings rather than in freestanding buildings;
4. Commercial uses including retail, both convenience retail and small-scale retail uses, restaurants, personal and professional service shops, and day care uses;
5. Cultural, art and entertainment uses;
6. Mixed use buildings that integrate community and commercial uses with upper-storey apartment and/or office uses to ensure amenities are provided in close proximity population and employment growth within MTSAs;
7. Home occupations;
8. Public uses including infrastructure, parks, libraries, recreation/community centres, urban squares, trails and conservation uses.

Automobile-oriented uses, including drive-through establishments, service stations, land extensive vehicle-oriented uses, car washes, warehousing, public self-storage facilities, similar uses and lower density and land extensive uses are not permitted.

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## 8.3.2 URBAN DESIGN AND BUILT FORM

Within MTSAs, the following urban design and built form policies will apply:

1. Areas within, adjacent, and in close proximity to Commuter Stations and Transportation Hubs, will be reserved for the highest development densities that showcase building heights to create focal points within the MTSAs;
2. All development will be designed to be compact in form and pedestrian-oriented;
3. Buildings will frame streets, with frequent pedestrian entrances;
4. Vehicular access to private property will generally be along local roads;
5. Rear lanes will be encouraged in MTSAs to serve development loading, servicing and vehicular parking access rather than along streets, where appropriate;
6. Vehicular parking will be located below grade or located in a manner to minimize the visual impact on streets, parks, open spaces, pedestrian walkways and other land uses. With the exception of bus parking, surface parking will be minimized.
7. Higher density buildings will be designed in manner to be compatible with its local context. Design approaches will be applied to support appropriate transitions to surrounding areas and public spaces;
8. Developments within the MTSAs will conform to the land use designations and the Urban Design requirements specified within area municipal official plans and urban design guidelines.

9. Local road and private access spacing and access to Regional arterial roads will be addressed on a case-by-case basis.
10. Requiring the incorporation of design elements to assist with wayfinding within and defining gateways/ entrances into MTSAs.
11. Connections to the station area will be provided to enhance the customer experience, including weather protection and station way-finding.

## 8.3.3 PUBLIC REALM & OPEN SPACE

Within MTSAs, the Region will:

1. Encourage place-making that provides active gathering spaces and a destination within the MTSAs.
2. Encourage and support an integrated trail system and park system for various levels of use year-round;
3. Encourage area municipal policies to require high quality, compact streetscape design form with suitable pedestrian and cycling amenities that complement the establishment of TOCs, including sidewalks or multi-use paths on both sides of all roads, appropriate landscaping, the provision of cycling lanes where appropriate, pedestrian-scaled lighting, and consideration for pedestrian amenities.
4. Encourage streets and boulevards to be designed to allow for patios, sitting areas, adequate space for pedestrians and streetscape plantings for shade and beautification.
5. Encourage sustainable technologies, permeable pavers, low impact

development techniques, and designs which support the use of renewable energy in the design of new development, the public realm and streetscapes.

### 8.3.4 MOBILITY AND ACTIVE TRANSPORTATION

Future residents and workers will be provided with convenient, safe and comfortable pedestrian and cycling access to facilitate an approximate 10-minute walk from anywhere in an MTSA to the rapid transit station.

Within MTSA:

1. Road networks will be designed to support transit use, pedestrian travel, and cycling while accommodating automobile travel.
2. Planning and development will be based on the principle of establishing transit-oriented places, where active transportation is supported through safe, well-designed and direct connections between and amongst component uses and transit stations.
3. Trail networks will be planned and developed to facilitate direct connections while creating recreational opportunities.
4. Adequate and secure long-term and short-term bicycle parking and end-of-trip facilities will be provided;
5. A highly permeable road network with shorter blocks and frequent controlled crossings will be provided to optimize opportunities for safe and flexible pedestrian travel options.

6. The provision of appropriate pedestrian, cycling and vehicular connections will be included as a condition of development approval as appropriate.
7. The design of roadways will include measures to control traffic speeds while promoting safe, attractive environments for pedestrians and cyclists. Measures such as best practice geometric design standards, enhanced streetscaping, on-street parking, and other features are encouraged.
8. Pedestrian areas will be designed to ensure that wind and thermal comfort conditions are not adversely affected.

### 8.3.5 RAIL CORRIDORS

Rail Corridors provide passenger rail services, regional commuter rail services and freight rail services. New development must be compatible with rail services. In this respect, within MTSA:

1. By-laws may be passed to permit development, in accordance with the policies for the MTSA, involving decking over a Rail Corridor, provided that all appropriate technical studies have been undertaken and only in accordance with the policies for the MTSA, to the satisfaction of the applicable railway authority, provided:
  - a. existing and future capacity and safety of train operations in the Rail Corridor would not be compromised;
  - b. flexibility for future expansion to rail operations and modifications and improvements to the track and signal system will not be reduced;

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- c. all environmental, safety and mitigation concerns associated with such development, including noise, vibration, air quality, parking, snow and ice accumulation, servicing, pedestrian access and vehicle access, and the capacity of the transportation system serving such development have been satisfactorily addressed to the satisfaction of the rail authority, the Region and the applicable area municipality.

## 8.3.6 IMPLEMENTATION

The Region will ensure conformity to the policies of this Plan. Through the review of development applications, the Region will identify complete application requirements, and may require agreements and/or development approval conditions as appropriate and as authorized under the Planning Act.

The Region is considering the appropriateness and suitability of a Regional Community Improvement Plan to establish incentives or otherwise utilize the powers under Part IV of the Planning Act, to support the principles and policies of the ROP, including measures to support affordable housing, high-density mixed-use development, sustainability, and energy efficiency, as permissible under the *Planning Act*.

Within MTSAs:

1. Approval of development will be contingent on the availability of services and transportation facilities. The Region and the area

municipalities may require phasing of development on the basis of the capacity of the transportation system and/or servicing availability, and/or the timing of required infrastructure. The Region and the area municipalities may require the coordination of development applications through measures such as Master Development Agreements or other similar approaches, to ensure an orderly, coordinated and phased approach to the provision of transportation, servicing and other infrastructure requirements are provided prior to or coincident with development.

2. Prior to approval of development, the Region may require cost-sharing agreements, front-ending agreements or other measures as appropriate to ensure the timely delivery of infrastructure and the equitable distribution of development and infrastructure costs.
3. Area municipal official plans will include land use designations, minimum density requirements, built form and urban design policies, and implementation policies, consistent with this plan for implementation through zoning by-laws and/or conditions of development approval.

## 8.3.7 INCLUSIONARY ZONING

Inclusionary zoning is a land-use planning tool that enables municipalities to require through the passage of a zoning by-law, affordable housing units be included in new residential developments.

Ontario Regulation 232/18 enables municipalities to implement inclusionary zoning. Prior to the passage of an inclusionary zoning by-law, an assessment report is required as part of the development of Official Plan policies. The assessment report must include an analysis of demographics, income, housing supply, and housing need and demand; current average market prices and rents; and analysis of the potential impacts of inclusionary zoning on the housing market.

On September 3, 2019, the Province of Ontario made changes to the legislation for inclusionary zoning through Bill 108 (More Homes, More Choice Act). The changes limit where municipalities can implement inclusionary zoning to Protected Major Transit Station Areas (areas surrounding and including an existing or planned higher order transit station that have a detailed implementation framework in accordance with Section 16(15) of the Planning Act), a Development Permit System Area, or areas as ordered by the Minister of Municipal Affairs and Housing.

In Durham, the existing GO Stations would be considered Protected MTSA's. To extend inclusionary zoning to the four MTSA's along the GO East Extension to Bowmanville, an Order from the Minister of Municipal Affairs and Housing would be required.

There is an opportunity to develop an inclusionary zoning approach for MTSA's in Durham. Subject to the interest of the area municipalities on such an approach, the Region could prepare the required

assessment report and enabling policies for implementation by the local area municipalities, outside of the MTSA ROPA process.

### 8.3.8 MONITORING

The effect of new policies, implementing by-laws and projects within MTSA's will be monitored in consultation with the area municipalities, based on the following metrics:

- a. the amount, type and pace of development;
- b. the mix and diversity of land uses in the area;
- c. the re-use and demolition of existing buildings, including heritage buildings;
- d. the amount and type of employment;
- e. the overall population;
- f. the unit count and mix of unit types;
- g. the population to job ratio; and
- h. parking spaces, loading facilities, transit improvements and active transportation infrastructure.

## 9. Next Steps

This Paper provides policy proposals and delineations for proposed Major Transit Station Areas along the Lakeshore East GO Rail line in Durham, from Pickering to Bowmanville. Proposed MTSA delineations and policies within this Paper have been developed by Regional staff as a result of staff to staff discussions, public and agency input, best practices research, and detailed analysis undertaken by the Envision Durham project consultants.

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This paper will be circulated for public and agency comment and to the Ministry of Municipal Affairs and Housing for its review, for a 90-day period. Following this review period, a recommended Regional Official Plan Amendment will be presented for consideration by Regional Council.

This amendment will then require the approval of the Ministry of Municipal Affairs and Housing in accordance with the *Planning Act*.

## List of Acronyms

CPR – Canadian Pacific Rail

LRT – Light Rail Transit

LTTS – Long-Term Transit Strategy

MCR – Municipal Comprehensive Review

MTSA – Major Transit Station Areas

PTC – Priority Transit Corridors

RER – Regional Express Rail

ROP – Regional Official Plan

ROPA – Regional Official Plan Amendment

SGA – Strategic Growth Area

TDM – Travel Demand Management

TOC – Transit Oriented Communities

TOD – Transit-Oriented Development

TMP – Transportation Master Plan

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## Appendix A: Best Practices Review

In support of the principles and policy recommendations that shape growth and development around Durham’s proposed MTSAs, a Best Practices review was undertaken. Five municipalities were examined:

1. **York Region** – Transit Oriented Development Guidelines
2. **City of Hamilton** – Transit Oriented Development Guidelines
3. **Region of Waterloo** – Regional Official Plan
4. **City of Coquitlam** – Transit-Oriented Development Strategy
5. **City of Winnipeg** – Transit Oriented Development Handbook

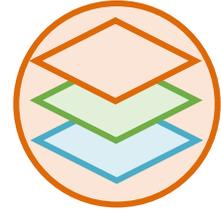
Three key themes emerged from the review. These include:

- Density Typologies;
- Tools and Programs; and
- Incentives and Regulations.

A description of these themes demonstrate how various TOD elements and characteristics are applied in these municipalities.

### DENSITY TYPOLOGIES

Different typologies that illustrate how TOD guidelines and principles can be applied in different contexts were examined through these municipalities. These typologies offer insights into context specific standards pertaining to each area in order to implement TOD.



The typologies include guidelines specific to different intensities and proximity to transit stations and stops. They offer a range of densities with highest densities and land use mix located in the urban centres and immediate proximity to MTSAs.

### TOOLS & PROGRAMS

Each document identifies different tools and programs that can be leveraged to help implement the desired development around MTSAs. These tools can include:



- Recommendations from Corridor Studies
- Station Area Plans
- Tax Increment Financing (TIF)
- Site Plan Guidelines
- The promotion of partnerships such as Public / Private Partnerships to help maximize the benefits of TOD in MTSAs.

Other tools such as TOD Assessment tools and checklists are also identified and can be implemented following the approval of the Regional Official Plan Amendment to help achieve desired development outcomes.

# Major Transit Station Areas

## INCENTIVES & REGULATIONS



Several documents recognize and identify existing regulations such as policies and zoning bylaws as well as incentives to encourage successful outcomes of TOD around MTSAs.

Some jurisdictions, including the City of Winnipeg, have developed specific TOD zoning while others have ensured that zoning applied to TOD areas is consistent with the principles and design features identified in the TOD guidelines and other related planning and policy documents.

Examples of incentives include waiving development charges on certain lands that include affordable housing or community benefits, incentives for reducing automobile parking on site and using zoning bylaws to help support the desired growth, development and character of MTSAs.

### Common Elements and Principles:

The documents identify TOD policies that contribute to successful implementation and outcomes.

## Land Use



It is important to encourage transit supportive land uses around transit station areas. All the documents reviewed identify land use as a key principle and provide different ranges and intensities of density and mixed use as land use characteristics to help generate the highest transit trip generation for these areas.

## Density

The scale and intensity of density varies between documents based on the proximity to transit stations and stops. The majority of the documents identify a range of residential, commercial and employment densities for lands around MTSAs based on proximity to each MTSA.

Generally, medium and higher density residential, retail and employment growth ranges are identified around areas immediately adjacent to transit stations and stops to support investment in transportation infrastructure and increase ridership in these areas.

Lower density ranges and mix of use are identified in areas farther away from station areas or areas such as suburban neighbourhoods.

## Mix of Uses

The documents emphasize the importance of providing a mix of land uses like residential, commercial services, employment and public uses around transit station areas to help support transit trip generation.

## Servicing

Development is to be adequately serviced with water, sanitary sewer, and stormwater management. Servicing strategies are helpful in identifying how servicing will be accommodated and potential impacts and capacity implications to the area of the development. Equitable financial contributions towards infrastructure improvements is also a key consideration for ensuring adequate servicing of developments in proximity to MTSAs.

# Major Transit Station Areas

## Connections and Accessibility



It is critical to provide attractive connections that offer clear, direct connections that are accessible by people of all ages, abilities and modes of travel when developing and designing areas around MTSAs.

## Sustainable Transportation

Providing safe, direct and convenient ways for all users to navigate around MTSAs is identified in majority of the documents reviewed. There is a strong emphasis on prominent connections to public transit and provision of pedestrian and cycling access around MTSAs.

## Parking

Reducing vehicular traffic and parking around MTSAs to help ensure an appropriate balance between automobiles and other modes of transportation.

## Pedestrian-friendly priority

Prioritizing pedestrian activity over other less sustainable options to encourage higher volumes of pedestrian foot traffic around MTSAs.

## Urban Design and Built Form



Developing attractive and functional environments that support compact built form and encourage easy pedestrian connectivity within and between developments is discussed in each document.

## Public Realm

The majority of the documents address the importance of designing the public realm to

establish direct and seamless connections to station entrances and areas and enhance building design and the connection between surrounding streets and stations.

## Open Spaces

Including additional public open spaces that provide access to community amenities around MTSAs. These guidelines and strategies emphasize the integration of open spaces and greenspaces can help achieve more equitable access to the public realm.

## Mix of Housing Type and Tenure:

Providing increased and more affordable housing choices near transit including a mix of residential housing types to support both rental and home ownership for a diverse range of ages, incomes, household sizes and stages of life.

## Healthy Economy



Providing economic development support in these areas will help increase employment and housing options.

. MTSA policies can help encourage revitalization of main streets and mature neighbourhoods through increased employment opportunities and housing options in these areas.

## Employment

Development around MTSAs can help attract new businesses and people to these areas to help generate population-serving employment.

# Major Transit Station Areas

## 5.3 Best Practices Summary

The table below summarizes elements in selected Best Practices documents, broken down into five broad categories as a way of identifying common approaches the Region could adopt.

**Table 1: Best Practices Summary**

Elements	BEST PRACTICES				
	York Region	City of Hamilton	Region of Waterloo	City of Coquitlam	City of Winnipeg
<b>LAND USE</b>					
<b>General</b>	<ul style="list-style-type: none"> <li>Concentrate new employment opportunities within 200 metres of transit stops</li> </ul>	<ul style="list-style-type: none"> <li>Locate within 400 metres of transit in TOD areas and urban areas</li> </ul>	<ul style="list-style-type: none"> <li>Creation of complete communities with development patterns, densities and an appropriate mix of land uses that encourage the use of transit.</li> </ul>	<ul style="list-style-type: none"> <li>Promote mixed-use high-residential and midrise development.</li> <li>Locate highest densities and uses adjacent to stations.</li> </ul>	<ul style="list-style-type: none"> <li>Concentrate land use mix in core areas with reduced mix further away from transit stations.</li> </ul>
<b>Mixed Use</b>	Mix of: <ul style="list-style-type: none"> <li>Residential</li> <li>Office</li> <li>Retail</li> </ul>	Mix of: <ul style="list-style-type: none"> <li>Residential</li> <li>Commercial</li> <li>Employment</li> <li>Retail</li> </ul>	Mix of: <ul style="list-style-type: none"> <li>Residential</li> <li>Non-residential</li> <li>Employment</li> <li>Institutional</li> <li>Recreational opportunities</li> </ul>	Mix of: <ul style="list-style-type: none"> <li>Residential</li> <li>Commercial</li> <li>Employment</li> </ul>	Mix of: <ul style="list-style-type: none"> <li>Residential</li> <li>Office</li> <li>Retail</li> <li>Entertainment</li> </ul>
<b>Affordable Housing</b>	Not specified	<ul style="list-style-type: none"> <li>Support increased supply and diversity in housing types/tenures around transit, specifically in urban areas and those with higher density targets.</li> </ul>	<ul style="list-style-type: none"> <li>Promotes the provision of a full and diverse range and mix of permanent housing that is safe, affordable, of adequate size and meets the accessibility requirements</li> <li>Recognizes that affordable housing plays a key role in</li> </ul>	<ul style="list-style-type: none"> <li>Promotes increase in affordable housing choices in close proximity to transit.</li> <li>Encourages density bonusing for development that provides affordable housing.</li> </ul>	<ul style="list-style-type: none"> <li>Supports greater affordable housing options and choice including type and tenure.</li> </ul>

# Major Transit Station Areas

Elements	BEST PRACTICES				
	York Region	City of Hamilton	Region of Waterloo	City of Coquitlam	City of Winnipeg
			attracting and supporting a diversified and stable business environment.		
DENSITY					
<b>General</b>	<ul style="list-style-type: none"> <li>Concentrates highest densities around transit stations</li> </ul>	<ul style="list-style-type: none"> <li>Clusters highest density within 400m of the transit station</li> </ul>	<ul style="list-style-type: none"> <li>Concentrates increased densities 600 to 800 m from rapid transit station to support and ensure the viability of existing and planned rapid transit service levels.</li> </ul>	<ul style="list-style-type: none"> <li>2.5x lot area in urban areas, decreases density as distance from transit station increases</li> </ul>	<ul style="list-style-type: none"> <li>Concentrates highest densities around transit stations in the core/urban areas</li> </ul>
<b>Residential</b>	Not specified	<b>Low:</b> < 60 units per hectare <b>Medium:</b> 60-100 units per hectare <b>High:</b> 100 -200 units per hectare	Not specified. <ul style="list-style-type: none"> <li>Area municipalities to develop station area plans.</li> </ul>	Not specified	<b>Low:</b> 24-49 units per hectare <b>Medium:</b> 62-247 units per hectare <b>High:</b> 99-371 units per hectare
<b>Commercial</b>	Long term goal of 2.5 Floor Space Index (FSI)	0.5-1.5 Floor Area Ratio (FAR)	Not specified.	Not specified	Not specified
<b>Employment</b>	<ul style="list-style-type: none"> <li>Concentrates new employment within 200 metres of transit hubs</li> </ul>	<ul style="list-style-type: none"> <li>120-150 people and jobs per hectare in Urban Areas</li> </ul>	<ul style="list-style-type: none"> <li>Compact urban form around transit stations with a greater mix of employment, housing and services in close proximity to each other.</li> </ul>	Not specified	Not specified

# Major Transit Station Areas

Elements	BEST PRACTICES				
	York Region	City of Hamilton	Region of Waterloo	City of Coquitlam	City of Winnipeg
<b>BUILT FORM</b>					
<b>Scale</b>	Not specified	<b>Suburban and Urban Corridors:</b> 2-6 storeys <b>Urban:</b> 6-12 storeys	Not specified.	Not specified	<b>Low to medium density areas:</b> 2-5 storeys <b>Urban neighbourhoods:</b> 3 to 12 storeys <b>Urban Centre:</b> 4 - 30 storeys
<b>CONNECTIVITY</b>					
<b>Walking distance to transit station or stop</b>	• 200 to 500 metres (about a 5 to 10-minute walk)	• 150-300 metres walking distance to access work and 400-800 metres for residential areas	600 to 800 m metres radius of a rapid transit station.	• 400 metres to 800 metres of transit area	• 400 metres of transit stations
<b>PARKING</b>					
<b>General</b>	<ul style="list-style-type: none"> <li>• Reduced parking standards, provide priority parking for carpooling, shared parking etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Discourages new auto related uses within 400m of a transit station area.</li> <li>• Discourage surface lots, preference for underground or structure parking, where feasible.</li> </ul>	<ul style="list-style-type: none"> <li>• Encourages the minimization of surface parking areas and reduced parking standards through completion of a parking management strategy.</li> </ul>	<ul style="list-style-type: none"> <li>• Surface parking is to be minimized.</li> <li>• On site parking stalls in the core areas shall be in the form of structured parking.</li> </ul>	<ul style="list-style-type: none"> <li>• Structured parking integrated into development. Parking ratio minimums based on proximity to station.</li> </ul>
<b>Parking Standards &amp; Strategies</b>	<p>✓</p> <p><b>Includes:</b></p> <ul style="list-style-type: none"> <li>• Locating parking areas in rear or side yards</li> <li>• Provision of carpool priority parking spaces</li> <li>• Discourages on-street parking adjacent to major transit station</li> </ul>	<p>✓</p> <p><b>Includes:</b></p> <ul style="list-style-type: none"> <li>• Controlling the amount and location of parking</li> <li>• Ensuring appropriate balance between automobiles and other modes of transportation.</li> <li>• Inclusion of</li> </ul>	<p>✓</p> <p><b>Includes:</b></p> <ul style="list-style-type: none"> <li>• Encouraging van and carpooling, preferential parking for car and van pools, shared parking</li> <li>• Encourages reduced parking standards where TDM Strategies</li> </ul>	<p>✓</p> <p><b>Includes:</b></p> <ul style="list-style-type: none"> <li>• Parking on site should be concealed or below grade.</li> <li>• Limit the provision of on street parking in Transit-Oriented Development study areas and</li> </ul>	<p>✓</p> <p><b>Includes:</b></p> <ul style="list-style-type: none"> <li>• Parking should be integrated into development and below grade or behind development.</li> <li>• Reduce on-street parking around urban areas and high</li> </ul>

# Major Transit Station Areas

Elements	BEST PRACTICES				
	York Region	City of Hamilton	Region of Waterloo	City of Coquitlam	City of Winnipeg
	<p>areas or corridors.</p> <ul style="list-style-type: none"> <li>• Site plan and building placement should discourage surface parking and allow for them to be phased out over time.</li> <li>• Parking facilities shared with adjoining properties.</li> <li>• Supports cash-in-lieu of parking.</li> </ul>	<p>use of shared parking area spaces, offer transit passes, allow for carpool parking, promote car-sharing programs, and restricted parking hours.</p> <ul style="list-style-type: none"> <li>• Provide park and ride areas to encourage</li> <li>• Does not permit on-street parking on TOD corridors and limit parking on streets adjacent to TOD stations.</li> <li>• Supports cash-in-lieu of parking</li> </ul> <p><b>Residential:</b>  <u>Urban Areas:</u>  <ul style="list-style-type: none"> <li>• 0.75-1.2 /300 m<sup>2</sup></li> </ul> <u>Suburban:</u>  <ul style="list-style-type: none"> <li>• 1-2 per unit</li> </ul> <b>Commercial/Retail:</b>  <u>Urban Areas:</u>  <ul style="list-style-type: none"> <li>• 1-2/300m<sup>2</sup></li> </ul> <u>Suburban Areas:</u>  <ul style="list-style-type: none"> <li>• 1-4/100m<sup>2</sup></li> </ul> </p>	<p>are incorporated into development application.</p> <ul style="list-style-type: none"> <li>• Area Municipal parking strategies encouraged to support existing and planned transit service levels and Transit Oriented Development.</li> </ul>	<p>core station areas.</p> <ul style="list-style-type: none"> <li>• Reductions to on-street parking requirements within core and shoulder station areas will be considered if a TDM plan and strategy is developed.</li> <li>• Supports cash-in-lieu of parking.</li> <li>• Encourages development to provide EV charging stations</li> <li>• Supports cash-in-lieu of parking</li> <li>• Encourages use of parking time limits, pricing and other management strategies to encourage parking turnover.</li> </ul>	<p>transit frequency areas.</p> <ul style="list-style-type: none"> <li>• Encourages shared parking within a TOD area instead of per building.</li> <li>• Encourages paid parking or time-limited to discourage automobile use.</li> </ul>



# Major Transit Station Areas

## Pickering GO Station MTSA

The Pickering GO Station MTSA is meant to provide a foundation for urbanization of the downtown area in Pickering to support a range of uses and enhances connectivity within the area. The Downtown Pickering UGC aims to decrease reliance on the automobile by making it easier for people to use more active and sustainable modes of transportation through compact street network and sustainable development patterns.



Figure 2 – Proposed Delineation – Pickering GO Station MTSA.

# Major Transit Station Areas

## Ajax GO Station MTSA

The Ajax GO Station MTSA aims to provide a mix of uses to take advantage of transit accessibility and to the surrounding employment lands. A portion of this area is identified in the Town’s Official Plan as an area that will facilitate high density mixed use that supports commuters while also providing places to live and work in proximity to transit while minimizing car use and promoting pedestrian connectivity.



Figure 3 – Proposed Delineation – Ajax GO Station MTSA

# Major Transit Station Areas

## Whitby GO Station MTSA

The Whitby GO Station area is located on Brock Street just south of the 401. This area is a key hub for transportation that supports medium to high density development and better transit, cycling and pedestrian connections to major transit stations and surrounding neighbourhoods and the waterfront. It seeks to maximize the potential of the GO Station lands for mixed use development to support a variety of amenities and activities.



Figure 4 – Proposed Delineation – Whitby GO Station MTSA.

# Major Transit Station Areas

## Existing Oshawa GO Station MTSA

The existing Oshawa GO station is located at the southwest corner of Thornton Road South and Bloor Street West within employment lands. This area supports and encourages the enhancement of connectivity within this area to support more sustainable modes of transportation. The existing Oshawa GO Station is currently not an area of focus for growth and TOD.

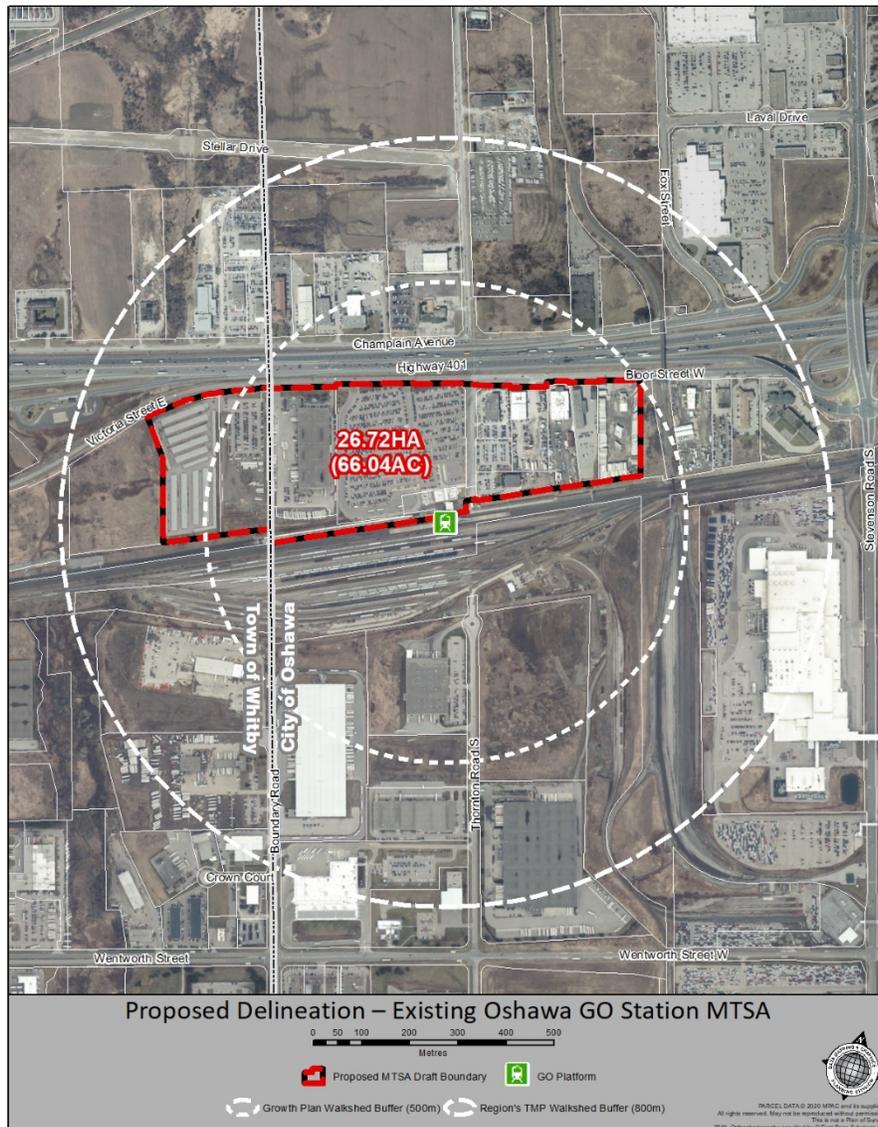


Figure 5 – Proposed Delineation – Existing Oshawa GO Station MTSA.

# Major Transit Station Areas

## Thornton's Corners GO Station MTSA

Thornton's Corners is located in an area that is currently designated for employment and commercial uses. The Thornton's Corners GO Station site location was shifted to its proposed location along the CP Rail spur through the February 2020 Bowmanville Rail Service Extension: Initial Business Case Update'. The MTSA includes lands in both Oshawa and Whitby, is in close proximity to Durham College and Trent University Durham, and presents the opportunity to bring mixed use to the area. The transit station has the potential to act as a catalyst for growth, investment, and future market demand.



Figure 6 – Proposed Delineation – Thornton's Corners GO Station MTSA.



# Major Transit Station Areas

## Courtice

The Courtice MTSA is currently designated as industrial / employment lands. The vision for the area is a mixed-use TOD community. The station area would support an array of residential uses, standalone and ground floor retail space, and major office development, in addition to parks and other community uses. There may also be opportunities to provide affordable housing around this station area by creating policy requirements early in the planning process. Further, the greenfield land provides a blank canvas to create a new mixed-use community with focus on TOD principles. The Courtice MTSA has the potential to be a unique, intensified centre.

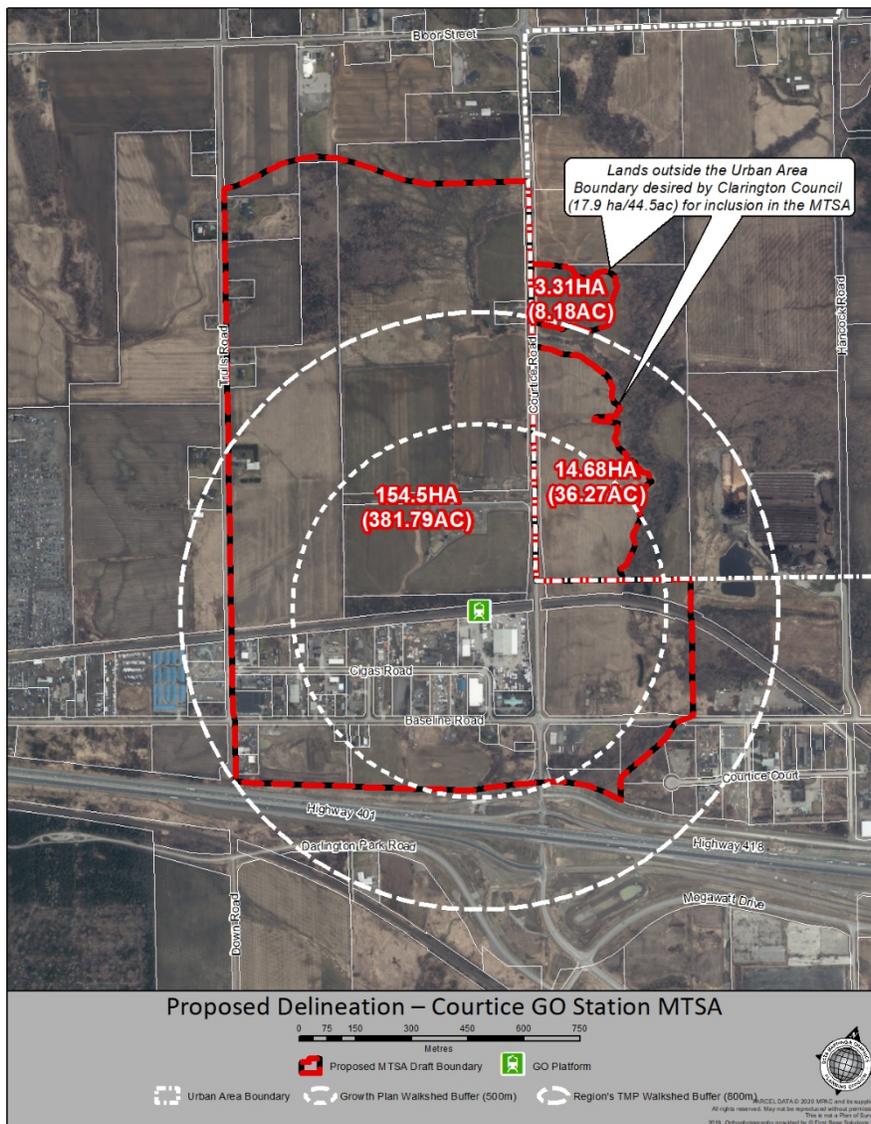


Figure 8 – Proposed Delineation – Courtice GO Station MTSA.

# Major Transit Station Areas

## Bowmanville GO Station MTSA

The Bowmanville MTSA is the eastern terminus of the GO East Rail extension and is located within the Bowmanville West Regional Centre. The MTSA is located within an already established market area, a short distance west of Downtown Bowmanville. The vision for the area is to grow its potential as a TOD community. This area has seen increased densities and intensification and the existing plazas and big box sites, located in proximity the proposed station area, present an opportunity for more urban style mixed-use development that retains the retail and commercial uses, which could generate employment and economic growth for the community.

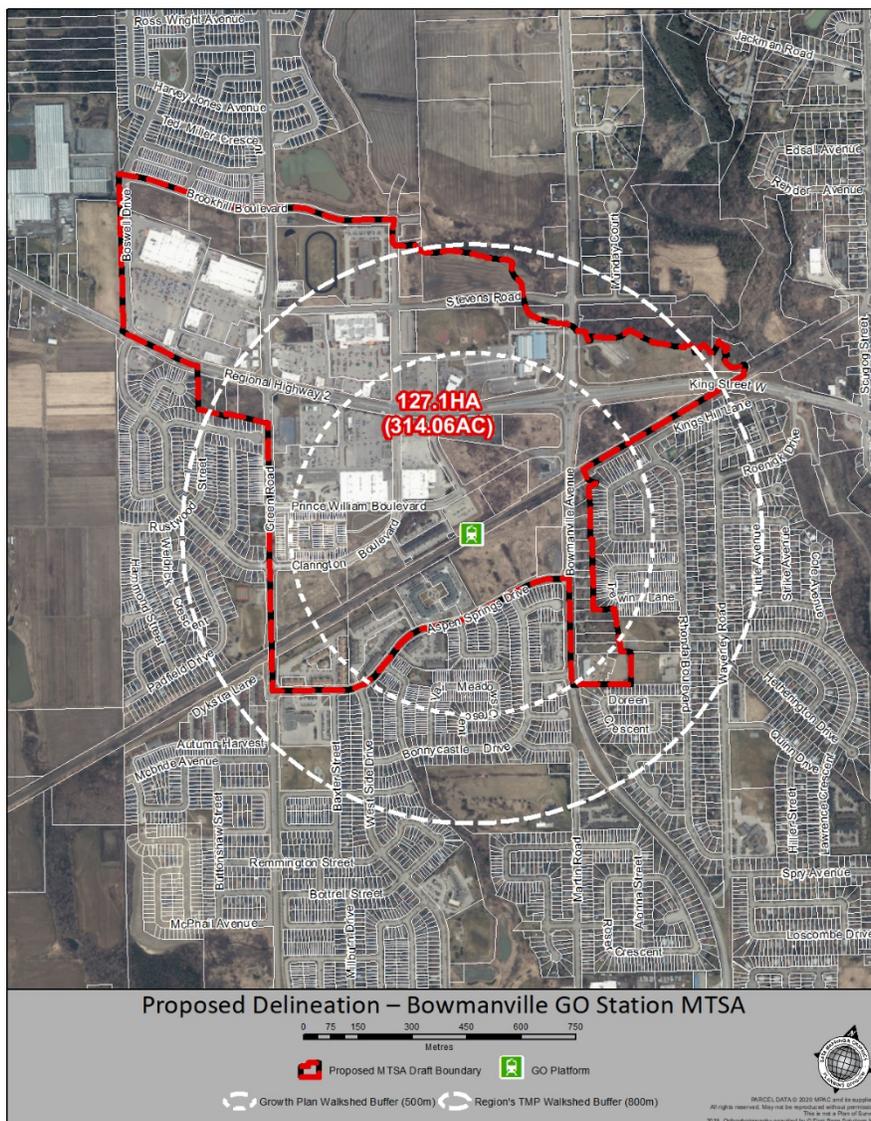


Figure 9 – Proposed Delineation – Bowmanville MTSA

# Major Transit Station Areas

## Appendix C: What we have Heard

A summary of the stakeholder input on the proposed MTSA delineations and policies is provided below. Input was provided by area municipal staff, agencies, as well as members of the public. Two questions were identified in the Municipal Comprehensive Review (MCR) Urban System Discussion Paper related to MTSA's. A comprehensive list of all questions is provided at the end of this document.

### MTSA Specific Questions:

**Question 11:** Is the proposed approach for delineating and assigning density targets to existing and future Major Transit Station Areas appropriate?

**Question 12:** Do you have any feedback or input on the propose draft Major Transit Station Area delineations?

# Major Transit Station Areas

Table 1: MCR Urban Systems Discussion Paper MTSA Comments

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
1	Municipal (Clarington)	<ul style="list-style-type: none"> <li>Yes (they agree)</li> </ul>	<p>Comment noted. The response confirms that Clarington staff agree with the proposed approach.</p>	11
2	Municipal (Ajax)	<ul style="list-style-type: none"> <li>Agree with the proposed approach as presented in the discussion paper.</li> </ul>	<p>Comment noted. The Response confirms that Ajax staff agrees with the proposed approach.</p>	11
3	Municipal (Oshawa)	<ul style="list-style-type: none"> <li>The proposed approach for delineating existing and proposed Major Transit Station Areas (MTSAs) is appropriate.</li> <li>The proposed approach for assigning density targets to both existing and proposed MTSAs is not appropriate. Further analysis is required to determine if employment areas within MTSAs should be protected, or alternatively, allowed to convert to permit residential uses.</li> </ul>	<p>Comment noted. Response confirms that Oshawa staff agrees with the proposed delineation approach.</p> <p>The MTSA density targets are consistent with those identified in the Growth Plan and are meant to encourage and support the use of transit and achieve strategic growth</p>	11

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
		<ul style="list-style-type: none"> <li>An alternative density target may be required for MTSAs that are located wholly within Provincially Significant Employment Areas. Further assessment should be conducted as part of the Region's Land Needs Assessment.</li> </ul>	<p>objectives of the Regional Official Plan.</p> <p>Regarding MTSAs located in Employment Areas, Employment Areas were identified, and a determination was made as to (re)development potential.</p> <ul style="list-style-type: none"> <li>If development potential exists, it was included in the MTSA.</li> <li>If development potential does not exist, a determination of impact on the density target would inform whether an alternative target should be requested from the Province.</li> </ul> <p>A key principle for development within MTSAs is to enhance connectivity and</p>	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
			<p>generate employment and residential growth that supports transit use. Development within MTSAs is also expected to help achieve the strategic growth objectives of the Regional Official Plan (ROP).</p> <p>It should also be noted that an alternative density target for the Existing Oshawa Station along the CN Rail line is being proposed, due to the lack of opportunity for TOD and the built context of this station.</p>	
4	<b>Municipal</b> (Whitby)	<ul style="list-style-type: none"> <li>The proposed approach to MTSAs is appropriate, provided certain flexibility for lower-tier implementation is maintained.</li> </ul>	Comment noted. Response confirms that Whitby staff agrees with the proposed approach.	11
5	<b>Municipal</b> (Pickering)	<ul style="list-style-type: none"> <li>The approach developed by the Region, in consultation with each of the local municipalities is appropriate,</li> </ul>	Comment noted. Response confirms that Pickering staff	11 & 12

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
		<p>providing defensible and rational boundaries for these Major Transit Station Areas, as opposed to an arbitrary 500 metre or 800 metre radius from the centre of a station.</p> <ul style="list-style-type: none"> <li>The proposed boundaries of the MTSA in Pickering, shown in Attachment #1 of Appendix D of the Region's Growth Management – Urban System Discussion Paper, are consistent with those discussed with Regional staff.</li> </ul>	agree with the proposed approach.	
6	<b>Municipal (Brock)</b>	<ul style="list-style-type: none"> <li>No comment.</li> <li>No MTSA are identified in Brock.</li> </ul>	Comment noted.	11
7	<b>Agency (Oshawa Environmental Advisory Committee)</b>	<ul style="list-style-type: none"> <li>The proposed approach seems appropriate.</li> </ul>	Comment noted. Response confirms that the Oshawa Environmental Advisory Committee agrees with the proposed approach.	11
8	<b>Municipal (Ajax)</b>	<ul style="list-style-type: none"> <li>Town staff have and will continue to work closely with Regional staff on the delineation of the Ajax Major Transit Station Area.</li> </ul>	Comment noted. Response confirms that Ajax is supportive of working with the Region on confirming delineation of MTSA's and	12

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
9	Municipal (Clarington)	<ul style="list-style-type: none"> <li>No - no further input on the draft Major Transit Station Area delineations is noted.</li> </ul>	generally supportive of their proposed delineation. Comment noted. Response confirms that Clarington agrees with the proposed delineations.	12
10	Municipal (Oshawa)	<ul style="list-style-type: none"> <li>Staff support the proposed draft Major Transit Station Area delineations.</li> </ul>	Comment noted. Response confirms that Oshawa staff support the proposed MTSA delineations.	12
11	Municipal (Brock)	<ul style="list-style-type: none"> <li>An assessment of connectivity between Brock Township and MTSAs would be helpful for future transit planning.</li> <li>Response: On Demand transit is available in Brock Township. This service connects with scheduled transit routes that connect into the urban area, including to MTSAs.</li> </ul>	Comment noted. This comment has been shared with Durham Region Transit to examine future connections between existing and potential transit and MTSAs within Brock Township.	12
12	Municipal (Whitby)	<ul style="list-style-type: none"> <li>Discussion will be needed at a later date (i.e. draft policy direction stage) regarding inclusion of ROP designated Employment Areas within MTSA's.</li> </ul>	Comment noted. Employment Areas within MTSAs is a key consideration within this work. The proposed policy directions note that MTSAs	12

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
13	Municipal (Ajax)	<ul style="list-style-type: none"> <li>The ROP should require a five year supply of serviced land at all times to meet market needs for population and employment growth within Major Transit Station Areas.</li> </ul>	<p>will consist of both employment uses and residential uses (as defined in the area municipal official plan) that support the use of transit and achieve the strategic growth objectives of the Regional Official Plan.</p> <p>Comment noted. As part of the proposed implementation policies, specific policy directions have been drafted which state that “Approval of development would be contingent on the availability of services and transportation facilities. The Region may require the phasing of development on the basis of servicing availability or timing of infrastructure.”</p>	4
14	Municipal (Oshawa)	<ul style="list-style-type: none"> <li>Further guidance is required within MTSAs where the lands are designated as Provincially Significant</li> </ul>	<p>The proposed policy directions for MTSAs acknowledge that the existing</p>	6

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
		Employment Zones, yet also required to achieve a density target of 150 residents and jobs per gross hectare.	Oshawa GO Rail/VIA Rail station will require an alternative density target, due to the lack of opportunity for TOD and the built context of this station. The draft policy directions also identify that if development potential does not exist [within a specific employment area], a determination of impact on the density target would inform whether an alternative target should be requested from the Province.	
15	Municipal (City of Pickering)	<ul style="list-style-type: none"> <li>The methodology for delineating Major Transit Station Areas (MTSA), and the resultant draft boundary delineation for Pickering's MTSA, are supported</li> </ul>	Comment noted. Response confirms that Pickering supports the proposed MTSA delineations.	
16	Municipal (Oshawa)	<ul style="list-style-type: none"> <li>The Region, in consultation with area municipal staff, should consider a go-forward approach to assessing</li> </ul>	A key goal of the ROP is to delineate the MTSA's; establish general land use,	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
		employment area conversions within Major Transit Station Areas that would then necessitate a settlement area boundary expansion.	infrastructure and implementation policies.  A Settlement Area boundary expansion would not automatically occur through the MTSA ROPA to offset any lands that were previously designated Employment Area and are now proposed to a part an MTSA delineation . Any expansion to the settlement area boundary will be considered through the Land Needs Assessment as part of the overall Growth Management Study/Envision Durham process.	
17	<b>Agency</b> Toronto and Region Conservation Authority Staff	<ul style="list-style-type: none"> <li>• Toronto and Region Conservation Authority Staff</li> <li>• Achieving density targets within MTSAs must account for natural hazards, natural heritage features, and</li> </ul>	Comment noted. Through the delineation process non-developable areas were avoided, where appropriate (such as natural areas,	11

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
		<p>stormwater management, whether identified outside or inside of an MCR process.</p> <ul style="list-style-type: none"> <li>Amendments to the DROP should specify policy requirements for natural hazards, stormwater management and natural heritage to inform the delineation of MTSA.</li> </ul>	<p>highways, utilities, rail corridors, etc.) to form the outer boundaries of the MTSA.</p>	
18	<p><b>Agency</b> Toronto and Region Conservation Authority Staff</p>	<ul style="list-style-type: none"> <li>It is critical that MTSA boundaries be subject to meeting criteria for addressing natural hazard management, natural heritage and water resource protection.</li> </ul>	<p>Comment noted. Through the delineation process non-developable areas were avoided, where appropriate (such as natural areas, highways, utilities, rail corridors, etc.) to form the outer boundaries of the MTSA.</p>	12
19	<p><b>Agency</b> Toronto and Region Conservation Authority Staff</p>	<ul style="list-style-type: none"> <li>Should adopt policies to promote the use of, and develop a terms of reference for an “urban master environmental servicing plan” (Urban MESP) to coordinate major</li> </ul>	<p>The Region may require the coordination of development applications through measures such as Master Development Agreements and Block Plans, to ensure an</p>	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
20	<p><b>Public</b> Weston Consulting regarding subject lands of 275 Westney Road South</p>	<p>redevelopment proposals within the urban envelop.</p> <ul style="list-style-type: none"> <li>Response: Consider Secondary Plan and MESP for MTSAs.</li> <li>Request to consider the subject lands (275 Westney Road South, Town of Ajax) for conversion through the Municipal Comprehensive Review process in accordance with Section 2.2.5.9 of the Growth Plan to permit residential mixed-use development.</li> <li>A follow-up letter was received on January 14, 2020 to acknowledge that the subject property has been included in the Major Transit Station Areas (MTSAs); and the Westney Developments Inc. has completed the preparation of an Official Plan Amendment and Zoning By-Law Amendment for submission to the Town of Ajax</li> </ul>	<p>orderly, coordinated and phased approach to the provision of transportation, servicing and other requirements.</p> <p>The Ajax GO Station area site aims to provide a mix of uses to take advantage of transit accessibility and to the surrounding employment lands. This area is identified in the Town's Official Plan as an area that will facilitate high density mixed use that supports commuters while also providing places to live and work in proximity to transit while minimizing car use and promoting pedestrian connectivity.</p> <p>The subject property falls within the proposed MTSA boundary.</p>	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
21	Public GHD on behalf of Holloway Developments and the 21st Company Inc.	<ul style="list-style-type: none"> <li>Agree that the Region's MCR should delineate and assign boundaries to Major Transit Station Areas (MTSAs). MTSAs should also permit a wide range of mixed uses.</li> <li>Agree with the methodology used by Regional and Area Municipal staff in delineating the Draft Boundary of the proposed MTSAs.</li> <li>Request reconsideration of boundary where environmental features may not actually exist (lands abutting Canadian Pacific Railway, parcels abutting Stellar Drive near Corbett Creek)</li> </ul>	<p>The draft delineation of the Thornton's Corners MTSA has been released. The delineations currently take into account a variety of factors including mixed-use development proximity to transit and other considerations of highest and best use for these areas.</p>	
22	Public	<ul style="list-style-type: none"> <li>The vision for Northeast Pickering of 60,000 residents and 45,000 jobs</li> </ul>	<p>The desire for the subject property to provide residential mixed-use seems to support and align with the overall vision for the MTSA area.</p> <p>Comment noted. MTSAs are currently being considered</p>	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
	Dorsay Development Corporation	would support a Major Transit Station Area. This will be elaborated on further in a future submission.	along the PTC and future PTC (GO Lakeshore) at this time. However, policy directions have included for future consideration of new MTSAs are being included.	
23	<b>Public</b> Ledim Development Ltd. Lands south of CP rail and North of Stellar Drive	<ul style="list-style-type: none"> <li>In accordance with A Place to Grow, 2019, density targets for Urban Growth Centres and Major Transit Station Areas should be considered as minimum targets.</li> <li>Policies that reference Growth Plan intensification and density targets should include the word minimum where appropriate.</li> <li>The Thornton's Corners Major Transit Station Area Boundary should be expanded to the northwest to include lands that are currently outside (specifically lands at Laval Drive and Stevenson Road South in Oshawa).</li> <li>The lands located adjacent to the Canadian Pacific Railway just beyond</li> </ul>	<p>Comment noted. The MTSA density targets have been identified as minimum targets and are consistent with those identified in the Growth Plan.</p> <p>The delineation of the Thornton's Corners GO Station MTSA has been updated to reflect the revised station location along the CP Rail spur. Please see Appendix B for details.</p>	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
24	Public IBI Group on behalf of David and Steve Lovisek for 0 Courtice Road, Clarington	<p>the north west limit of the proposed Major Transit Station Area Boundary should be included within the delineated MTSA area.</p> <ul style="list-style-type: none"> <li>Request that the subject lands (0 Courtice Road, Clarington) be included within the Urban Area Boundary and the MTSA.</li> <li>Support the recommendation by the Municipality of Clarington to extend the MTSA/Urban Area Boundary to include the subject land and requests clarification position on Clarington’s request to include the subject lands into the urban boundary and the Courtice MTSA.</li> <li>The future Courtice GO Station is an opportunity to accommodate growth and create a complete community in the surrounding area. The Courtice MTSA should include conversion of employment lands to ensure a true</li> </ul>	<p>Comment noted. While the request for an expansion of the MTSA /settlement area boundary may be recognized through this process, the MTSA ROPA will not be formalizing any settlement area boundary expansions. Consideration of this request will be in the context of the future Land Needs Assessment through the overall Growth Management Study/Envision Durham process. MTSA’s will be delineated in the ROP and detailed land use designations are directed to</p>	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
25	Public IBI Group on behalf of David and Steve Lovisek for 0 Courtice Road, Clarington	<p>mixed-use complete community is achieved.</p> <ul style="list-style-type: none"> <li>MTSAs should maximize the size of the area and number of potential transit users that are within walking distance to the station.</li> <li>Areas that include natural features should not be precluded from Settlement Area Boundary Expansion should be considered if natural features and areas are protected. Prime agricultural areas should similarly be considered for expansion.</li> </ul>	<p>be included in the area municipal OPs.</p> <p>The delineation of MTSAs was informed by other planning boundaries such as SGAs and Secondary Plans, and those identified in local area municipal plans. Non-developable areas such as natural areas were avoided and generally fit within the 500 to 800 metre radius of a transit station.</p> <p>A subsequent delineation exercise was completed taking into account input received through the Urban Systems Discussion Paper, additional information and research undertaken by the projects consultants, discussions with area</p>	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
26	Public IBI Group on behalf of David and Steve Lovisek for 0 Courtice Road, Clarington	<ul style="list-style-type: none"> <li>Is the Region considering an alternative density target for the Courtice MTTSA?</li> <li>Is the Region going to develop a phasing plan or Secondary Plan for the MTTSA?</li> </ul>	<p>municipal staff and public and agency input.</p> <p>Delineation of MTTSAs has taken into account potential transit users and walkshed. Refer to delineation process and Appendix B – Overview of MTTSAs for more details as well as Section 6 – Delineation Approach.</p> <p>The Region is aiming for at least the minimum density target of 150 people and jobs/ha for the Courtice MTTSA. Areas where development potential does not exist, a determination of impact on the density target would inform whether an alternative target should be requested from the Province. The Region may require phasing of development on</p>	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
27	<p><b>Public</b>            IBI Group on behalf of            1766 Baseline Road,            Clarington</p>	<ul style="list-style-type: none"> <li>Request the subject lands (1766 Baseline Road, Clarington) be redesignated from Employment Areas to Living Areas / Courtyce Major Transit Station Area to allow for a development concept that includes a mix of residential and employment uses (office, retail, commercial, personal service).</li> <li>The subject site is also located within a PSEZ (Zone 1) and proposed MTSA boundary. The proponent is supportive of Clarington's recommendation to remove the GO Station MTSA from the PSEZ.</li> </ul>	<p>the basis of transportation or servicing availability, and/or the timing of required infrastructure.</p> <p>The subject lands are included in the proposed MTSA boundary. Detailed land use designations will be proposed through area municipal OPs. Comment noted. The delineation and density requirements for MTSAs has taken into account potential transit users and walkshed. The MTSA designation can be overlaid on the identification of the PSEZ.</p> <p>For more information on the delineation process/rationale refer to Section 6 – Delineation Approach and Appendix B - Overview of MTSAs.</p>	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
28	<b>Public</b> Brookfield Residential Whitby Harbour site	<ul style="list-style-type: none"> <li>Intensification boundaries around proposed MTSAs are useful, but final delineation should involve local stakeholder engagement.</li> <li>Brookfield would like to be engaged in final delineation of the MTSA boundary at Whitby Harbour.</li> </ul>	<p>The proposed delineation for the Whitby MTSA has been provided in this Paper, and input is welcomed prior to the finalization of the ROPA. The Brookfield site is over 1 km away from the station platform.</p> <p>For more information on the delineation process/rationale refer to Section 6 – Delineation Approach and Appendix B – Overview of MTSAs.</p>	
29	<b>Public</b> Optus Capital Corporation	<ul style="list-style-type: none"> <li>The draft Major Transit Station Area Boundary for Ajax should be extended 1,000 metres eastbound along Fairall Street to Harwood Avenue South to allow for greater intensification and increased density.</li> </ul>	<p>The MTSA boundary has been proposed. The area in question is part of the Regional Centre and subject to another set of policies in the ROP, however, it is acknowledged the need for linkages easterly to the Regional Centre.</p>	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
30	<p><b>Public</b> Bousfields Inc. on behalf of Nordeagle Developments Inc.</p>	<ul style="list-style-type: none"> <li>Request to include the entirety of the Nordeagle Lands within the proposed Major Transit Station Area.</li> </ul>	<p>For more information on the delineation process/rationale refer to Section 6 – Delineation Approach and Appendix B.</p> <p>A 1 km easterly extension of the MTSA boundary would not meet the Provincial definition of a 10 min walk to the station.</p>	
			<p>The Whitby GO MTSA seeks to maximize the potential of the GO Station lands for mixed use development to support a variety of amenities and activities. The MTSA delineation has been revised to include a portion of the Nordeagle property subject to Policy 8C.3.1 in the current ROP. Please refer to Section 6 – Delineation Approach and</p>	

# Major Transit Station Areas

Comment #	Municipal / Public / Agency	Comment or Description	Response	Question #
31	Public Bousfields Inc. on behalf of Nordeagle Developments Inc.	<ul style="list-style-type: none"> <li>Recommended that gross density be used as the measurement for intensification and for major transit station areas as a minimum target.</li> </ul>	<p>Appendix B for the delineation process in more detail</p> <p>Each MTSA will be planned to achieve a minimum density of 150 people and jobs per hectare. This will be a minimum density requirement that will be measured within all of the lands in each MTSA (measured as gross density).</p>	

## Legend of Discussion Questions

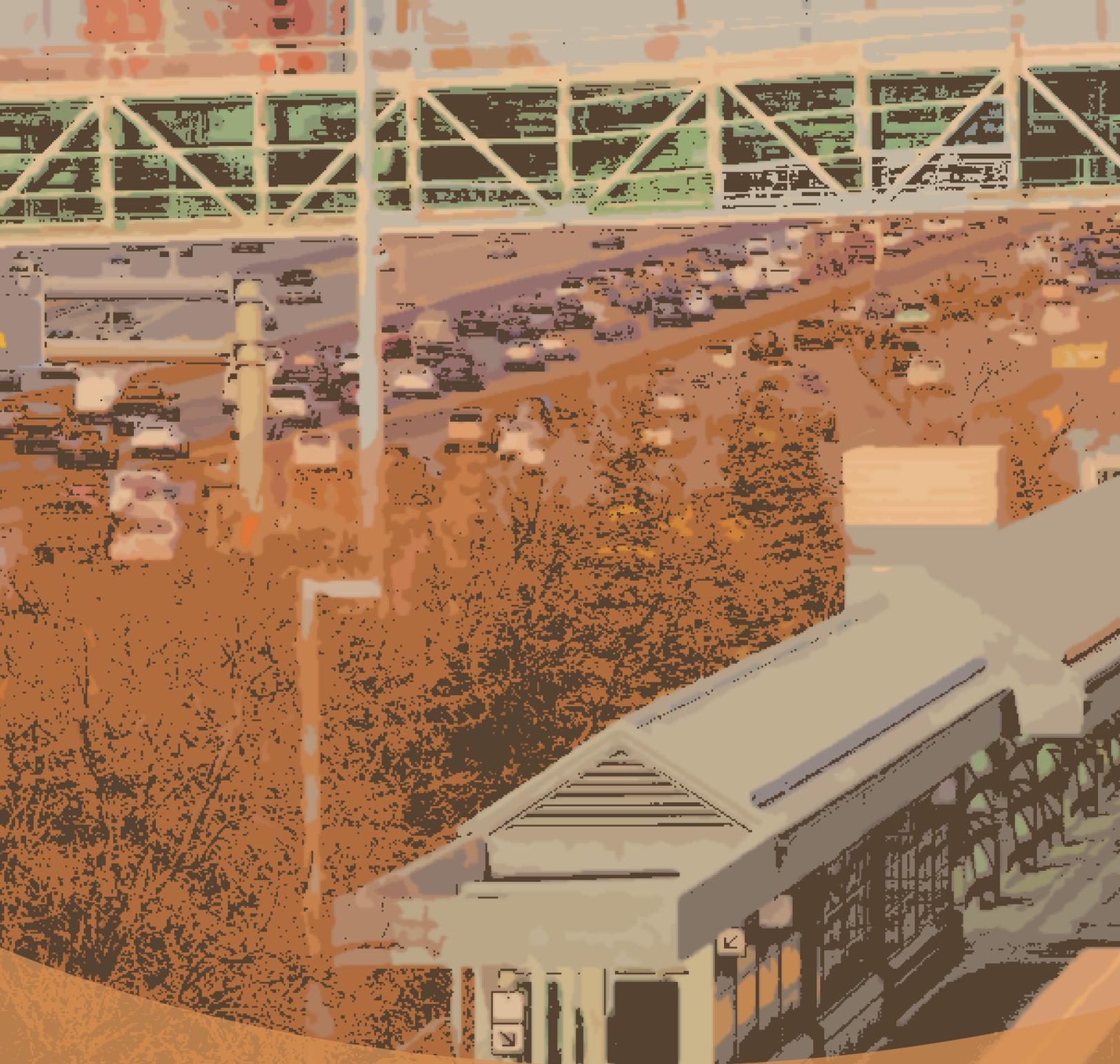
Question Number	Discussion Question
1.	Is the Urban System achieving the Regional Official Plan vision of creating distinct Urban Areas, balancing population and employment growth, and achieving health and complete communities?
2.	Are there any additional goals for the Urban System that should be included in the Regional Official Plan?

# Major Transit Station Areas

Question Number	Discussion Question
3.	How can Regional Official Plan Policies support the needs of an aging population?
4.	Are there specific policies or other measures that are needed to enable the achievement of employment forecasts and/or the Regional Council target of one job for every two persons?
5.	How can Regional Official Plan policies recognize and support the changing pattern of where and how people work?
6.	What Regional policies and approaches could assist in achieving the Regional Official Plan target that 50 per cent of all jobs be in designated Employment Areas?
7.	How should density (gross or net) be measured in the Regional Official Plan?
8.	Should the Region delineate only those corridors with significant intensification potential that are also within the Higher Order Transit Network?
9.	Should Regional Corridors that are intended to be priority areas for the highest level of transit service (Highway 2 and Simcoe Street) be delineated in the ROP and assigned an increased minimum density target?
10.	Should Waterfront Places be specifically designated in the Regional Official Plan?
11.	In the proposed approach for delineating and assigning density targets to existing and future Major Transit Station Areas appropriate?
12.	Do you have any feedback or input on the proposed draft Major Transit Station Area delineations?

# Major Transit Station Areas

Question Number	Discussion Question
13.	Are there any other criteria that should be considered when evaluating Settlement Boundary Expansions?
14.	Are there other criteria that should be considered when evaluating Employment Area conversions?
15.	Are there additional strategies or solutions required to support development in Strategic Growth Areas?
16.	Should a Regional structure, consisting of appropriate Regional land use designations be applied to lands located within the Central Pickering Development Plan Area?
17.	What type of Regional Official Plan policies should be provided to support the deployment of broadband infrastructure?
18.	How can Regional Official Plan policies support the achievement of strong, vibrant, and healthy downtowns?
19.	Should places of worship be permitted in Employment Areas?
20.	Are there any other trends or topics you feel should be reviewed and considered as part of the review of the Urban System and the Growth Management Study component of the MCR?



The Regional Municipality of Durham  
605 Rossland Road East, Whitby, Ontario L1N 6A3  
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[www.durham.ca](http://www.durham.ca)



# The Regional Municipality of Durham Report

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To: Planning and Economic Development Committee  
From: Commissioner of Planning and Economic Development  
Report: #2020-P-28  
Date: December 1, 2020

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**Subject:**

Carruthers Creek Watershed Plan Update, Public Consultation Process, File: D07-17-01

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**Recommendation:**

That the Planning and Economic Development Committee recommends to Regional Council:

- A) That the public consultation and comment period for the Carruthers Creek Watershed Plan be resumed, starting on January 4, 2021 and concluding on March 19, 2021.
  - B) That the proposed dates and format for two virtual Public Open Houses as described in Attachment #1 be endorsed.
  - C) That a copy of this report be forwarded to the City of Pickering, Town of Ajax, and to the Toronto and Region Conservation Authority for further distribution to the Carruthers Creek Watershed Update interested parties list.
- 

**Report:**

**1. Purpose**

- 1.1 The purpose of this report is to seek Council authorization to resume public consultation, including the scheduling of two virtual Public Open Houses, to advance the completion of the Carruthers Creek Watershed Plan Update. In April 2020, Regional Council directed that the public comment period for the Carruthers Creek Watershed Plan Update be paused until the COVID-19 emergency state is

lifted by all levels of government to allow in-person consultation.

## **2. Background**

- 2.1 The Carruthers Creek Watershed Plan Update began in 2015. The project is being led by the Toronto and Region Conservation Authority (TRCA) working on the Region's behalf, and in consultation with staff from the City of Pickering and Town of Ajax.
- 2.2 The Carruthers Creek Watershed Plan Update is a two phase, multi year project. Phase 1 ran from 2015 through 2017, focusing on field work and technical analysis. Phase 2 was initiated in late 2017 and includes further technical reports, scenario analysis, public consultation, and the actual writing of the updated Carruthers Creek Watershed Plan.
- 2.3 In early 2020, a draft Watershed Plan was prepared, and the project entered its final stage of public consultation. On March 13, 2020, the draft Watershed Plan was released for public review and comment over a 90-day period with a Public Open House scheduled for April 30<sup>th</sup>. Notification of the comment period and Public Open House was distributed via email, social media, and posted on the project website.
- 2.4 Shortly after the release of the draft Carruthers Creek Watershed Plan Update for public review and comment, measures were taken by all levels of government to restrict public gatherings in response to the COVID-19 pandemic. This included restrictions on organized public events and social gatherings. In response, TRCA and Region staff decided to postpone the planned Public Open House, committed to investigating an alternative approach to in-person consultation and assessed extending the public comment period.
- 2.5 At its April 8, 2020 meeting, Regional Council passed the following directions related to the Carruthers Creek Watershed Plan Update consultation process:
  - That the public comment period for the Carruthers Creek Watershed Plan Update be paused until the COVID-19 emergency state is lifted by all levels of government, at which time the public comment period would restart;
  - That an in-person Public Open House be rescheduled once the emergency state is lifted by all levels of government to ensure proper due process and meaningful consultation; and
  - That the public be provided a minimum of 3 weeks notification of an in-

person Public Open House, and a minimum of 6 weeks after the Public Open House meeting to provide written comments, consistent with pre-COVID-19 timing.

### **3. Previous Reports and Decisions**

- 3.1 Further background details, including the draft Carruthers Creek Watershed Plan Update, can be found in the linked documents available below.
- 3.2 [Minutes of Regional Council's Meeting on April 8, 2020](#) reflecting Council's direction to pause the public consultation and comment period.
- 3.3 Commissioner's Report [#2020-INFO-28](#) advising Council of the postponement of the Public Open House.
- 3.4 Commissioner's Report [#2020-INFO-18](#) advising Council on the status of Phase 2 of the Carruthers Creek Watershed Plan Update, including the release of the draft Watershed Plan for public review and comment.

### **4. Planned Public Open Houses**

- 4.1 The Carruthers Creek Watershed Plan Update has been supported by a rigorous Communications and Consultation Strategy, using a variety of techniques. A project specific website, a project specific email, online surveys, information post cards, pop-up in-person workshops, small stakeholder group meetings, presentations to Advisory Committees and Committees of Council of the affected Area Municipalities and the Region, and social media communications have served to inform the public.
- 4.2 Although there is no statutory requirement that a Public Open House be held during the development of a Watershed Plan, it is a best practice to ensure robust public consultation. Two in-person Public Open Houses for the project were held in October of 2019 to provide information and gather public feedback on the draft Management Framework.
- 4.3 A third and final in-person Public Open House was originally scheduled for April 30<sup>th</sup>, 2020 but was postponed as described earlier.

### **5. Status Updates and Comments Received to Date**

- 5.1 Pursuant to Council's direction to pause the public consultation process, public notification of the postponement of the final Public Open House was provided on

the project website and distributed through email and social media.

- 5.2 In spite of the pause in scheduling the third Public Open House, the submission of comments on the draft Watershed Plan by stakeholders and members of the public has continued.
- 5.3 Over the course of the spring and summer of 2020, the Region received a total of 179 similar emailed submissions with the same scripted message and comment that development should not be permitted in the Carruthers Creek Headwaters. The submissions have been forwarded to TRCA for consideration and a standardized response clarifying the role of Watershed Planning within Ontario's land use planning system was provided to everyone that made an email submission.
- 5.4 In July 2020, the Town of Ajax requested a presentation on the Carruthers Creek Watershed Plan Update be provided to its Council. On July 27, 2020 TRCA staff provided an overview presentation and answered questions at a virtual special meeting of Ajax Council, hosted through an online platform.
- 5.5 Formal comments have since been submitted from the City of Pickering and the Town of Ajax, which has been reported through their respective Committee and Council processes. In addition, as of October 21, 2020, 15 additional submissions were provided directly to the TRCA through the project website.

## **6. COVID-19 has Necessitated Alternative Forms of Engagement**

- 6.1 The effects of COVID-19 have lasted longer than expected. To continue with various lines of business, service delivery methods have had to adjust. On-line meeting platforms have become a well accepted method of public engagement. There are now many online and virtual options available for delivering education, consultation, certain healthcare services, meetings and conferences, and conducting formal meetings by all levels of government.
- 6.2 Municipalities and Conservation Authorities across the Greater Toronto Area have successfully transitioned to alternatives forms of public consultation, including the widespread use of online and virtual consultation for major projects.
- 6.3 The Region of Durham and area municipalities have transitioned to virtual meetings of Council, Standing Committees, Advisory Committees, Town Hall meetings, etc.

## 7. Resumption of Public Consultation

7.1 The inability to host an in-person Public Open House has resulted in a seven-month delay. There is no indication that the COVID-19 pandemic will end soon or that the state of emergency currently in effect at the Regional and Area Municipal level will be lifted.

7.2 Virtual and online public consultation options are available and currently in widespread use. The lessons learned and best practices observed from similar sessions hosted in other jurisdictions has informed the proposed format for the Carruthers Creek Watershed Plan Update, as described in Attachment #1 and summarized below:

- **Date:** February 1<sup>st</sup>, 2021 and February 4<sup>th</sup>, 2021.
- **Time:** 7pm-8pm.
- **Platform:** GoToWebinar platform, including phone-in option
- **Notification Procedures:** During the first week of January 2021, email distribution, social media distribution, posting on [project website](#), advertisement in local Ajax/Pickering newspaper. The notification will encourage attendees to review the materials beforehand and submit their questions to [carruthers@trca.ca](mailto:carruthers@trca.ca) if they cannot attend either session.
- **Materials/Content:** Pre-Recorded Presentation released first week of January 2021. The virtual meetings will include the presentation, question and answer period, and interactive polling/surveys.

## 8. Relationship to Strategic Plan

8.1 This report aligns with the following strategic goals and priorities in the Region's Strategic Plan:

- a) Environment and Sustainability - The completion of the Carruthers Creek Watershed Plan Update will contribute to the protection, preservation and restoration of the natural environment, including greenspaces, waterways, parks, trails and farmlands.
- b) Environment and Sustainability - The completion of the Carruthers Creek Watershed Plan Update will contribute to demonstrating leadership in sustainability and addressing climate change.

## 9. Conclusion

- 9.1 Given the ongoing limitation on hosting an in-person Public Open House, it is recommended that the proposed alternative virtual Public Open House approach be used to advance the completion of the Carruthers Creek Watershed Plan Update. It is further recommended that the public review and consultation period be resumed starting on January 4<sup>th</sup>, 2021 and closing on March 19<sup>th</sup>, 2021. If endorsed, two virtual Public Open Houses will be scheduled, one on February 1, 2021 and one on February 4, 2021.

## 10. Attachments

Attachment #1: Memo outlining the proposed Virtual Engagement Approach for the Draft Carruthers Creek Watershed Plan Update from Tony Morris, Toronto and Region Conservation Authority.

Respectfully submitted,

Original signed by

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Brian Bridgeman, MCIP, RPP  
Commissioner of Planning and  
Economic Development

Recommended for Presentation to Committee

Original signed by

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Elaine C. Baxter-Trahair  
Chief Administrative Officer



#### MEMORANDUM

**To:** Brad Anderson, Principal Planner, Region of Durham

**From:** Tony Morris, Project Manager, Watershed Planning and Reporting

**Cc:** Laura Del Giudice, Senior Manager, Watershed Planning and Reporting, TRCA  
Colleen Goodchild, Manager, Policy Planning & Special Studies, Region of Durham

**Date:** October 21, 2020

**Re:** Carruthers Creek Watershed Plan – Recommended Virtual Public Open House Approach

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Based on observed best practices for virtual public consultation for equivalent studies taking place across the Greater Toronto Area, below is the proposed virtual Public Open House approach to support the public review of the draft Carruthers Creek Watershed Plan (CCWP).

#### Virtual Meeting Dates and Notification

Two one-hour virtual GoToWebinar Public Open Houses will be hosted. The virtual Public Open Houses will be held on February 1<sup>st</sup> and February 4<sup>th</sup>, from 7pm to 8pm.

Notification of the meetings will be provided during the first week of January and will be distributed through email to subscribers on the CCWP email list, through TRCA's social media platforms, and as an update on the project website. Opportunities for further cross promotion of the event will be explored with communication staff at the Region of Durham, Town of Ajax and City of Pickering.

The notification will include appropriate links to pre-register for the GoToWebinar meetings, the project website, the draft Carruthers Creek Watershed Plan Update, and a pre-recorded presentation.

Participants will be encouraged to review the materials in advance of the meeting.

#### Virtual Meeting Format:

The GoToWebinar platform is an online video conferencing application. It allows for video, voice, and text related interactions. It also provides a phone-in option. Instructions on how to use both the online and phone-in features will be posted on the Project website.

A pre-recorded presentation will be prepared and made publicly available on the project website three weeks before the first meeting date. The first segment of the meeting will consist of the pre-recorded presentation. The remainder of the meeting will focus on questions and answers, opinion polls, and short interactive surveys.

Staff from TRCA and Durham Region will be the panelists for the virtual meetings and will be available to answer questions. To ensure that background noises are minimized and to avoid multiple persons speaking at one time, participants will be muted and asked to submit their questions using the text chat function. Questions will be answered by the appropriate staff / subject matter expert in the order they are submitted. Participants using the phone-in option will be given instructions on how to be unmuted to ask a question. The meeting will be recorded for record keeping purposes.

As part of the GoToWebinar virtual Public Open House, links will be made available to the project webpage for participants to find project materials, the draft CCWP and online comment form. A reminder on the deadline to submit comments and the [carruthers@trca.ca](mailto:carruthers@trca.ca) email address for participants to contact if they want to discuss further will also be provided. Participants would be encouraged to use the online comment form to submit detailed comments on the draft CCWP. Any questions or comments received during the virtual meetings would be retained as part of the public review engagement record.

TRCA and Durham Region staff will prepare polls and/or surveys to generate interaction during periods when there are no or few questions. For example, poll and/or survey questions include, but are not limited to:

- What is your biggest concern with Carruthers Creek?
  - Water quality
  - Flooding
  - Increased urban development
  - Not enough natural cover
  - Fish and other aquatic species
  - Stormwater management
- Which goal in the draft CCWP is the most important to you for TRCA, the Region of Durham, Town of Ajax and City of Pickering to accomplish?
  - **Goal 1 Land Use:** Achieve sustainable land use and infrastructure development patterns to protect, enhance and restore water quality and maintain stable water balance.

- **Goal 2 Water Resource System:** Protect, enhance and restore the areas and features that make up the Water Resource System (including aquatic habitat) for ecosystem resilience and sustainability.
- **Goal 3 Natural Heritage System:** Protect, enhance and restore the Natural Heritage System and urban forest within the watershed to improve ecosystem resilience and sustainability.

**Pre-recorded Presentation Format:**

The pre-recorded presentation will summarize the draft CCWP, using figures and graphics from the draft CCWP. For each slide, staff will provide a recorded plain language explanation of the content of that section of the draft CCWP. The pre-recorded presentation will be created using PowerPoint and will be viewable as a video file.

The presentation will be organized as follows:

1. Carruthers Creek Watershed Plan Context and Vision
  - a. Background on the watershed and the vision of the watershed plan
2. What is a watershed and watershed planning?
  - a. The watershed graphic and some context on the importance of watershed planning
3. Existing Watershed Conditions
  - a. Overview of Section 3 of the draft CCWP
4. Future Watershed Conditions
  - a. Overview of Section 4 of the draft CCWP
5. Management Framework
  - a. Overview of Section 5 of the draft CCWP and each goal and its associated objectives, indicators and management recommendations
6. Monitoring Program
  - a. Overview of Section 6 of the draft CCWP and the monitoring program
7. Maps
  - a. Overview of Section 7 and a description of some of the maps in the draft CCWP



# The Regional Municipality of Durham Report

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To: Planning and Economic Development Committee  
From: Commissioner of Planning and Economic Development  
Report: #2020-P-29  
Date: December 1, 2020

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**Subject:**

Re-Nomination to the Board of Directors of the Greater Toronto Airports Authority, File: A01-46-05

Correspondence to the Regional Chair dated November 17, 2020 from Kathleen Keller-Hobson, Chair, Governance and Stakeholder Relations Committee, Greater Toronto Airports Authority

Correspondence to the Regional Chair dated November 17, 2020 from Tess Lofsky, Legal Counsel and Corporate Secretary, Greater Toronto Airports Authority

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**Recommendation:**

That the Planning and Economic Development Committee recommends to Regional Council:

- A) That Mr. Johan van 't Hof be re-nominated to the Greater Toronto Airports Authority (GTAA) Board of Directors as Durham Region's municipal representative for a three-year term; and
  - B) That a copy of Commissioner's Report #2020-P-29 be forwarded to the GTAA.
- 

**Report:**

**1. Purpose**

- 1.1 The purpose of this report is to recommend that Mr. Johan van 't Hof be re-appointed to serve as Durham Region's municipal representative on the Greater

Toronto Airports Authority (GTAA) Board of Directors. Mr. van 't Hof's current term on the Board will expire in May of 2021.

## **2. Background**

2.1 Mr. van 't Hoff was nominated by Regional Council to serve on the Greater Airports Authority in September of 2017. His three-year term commenced on October 18, 2017. His current term on the Board will expire in May of 2021.

2.2 Correspondence from the GTAA indicates that Mr. van 't Hof is eligible for an additional three-year term, and requests that Mr. van 't Hof be re-nominated to the Board. According to the letter from the Chair of the Governance and Stakeholder Relations Committee, "*Johan van 't Hof is a valued member of the Board and brings deep skills and experience, particularly in areas of accounting and finance, capital markets, infrastructure and public transportation. These skills and experience have been identified by the Governance and Stakeholder Relations Committee as essential for the Boards effective performance.*" (see Attachments 1 and 2).

2.3 The correspondence from the GTAA indicates that Mr. van 't Hof has confirmed his interest and eligibility for continuing to serve on the Board. This willingness has been subsequently confirmed directly with Mr. van 't Hof.

2.4 In his capacity as Durham Region's representative on the GTAA Board, Mr. van 't Hof currently serves as Chair of the Audit Committee and is also a member of the Planning and Commercial Development Committee.

2.5 Mr. van 't Hof's nomination and appointment in 2017 followed a rigorous process that advertised widely in newspapers with general circulation across the Region seeking qualified individuals.

2.6 Mr. van 't Hof continues to meet the qualification requirements of the GTAA; his re-nomination is supported by the Governance and Stakeholder Relations Committee; and he has confirmed his willingness to be re-appointed to the Board.

## **3. Previous Reports and Decisions**

3.1 Mr. van 't Hof's original nomination was made through the Planning and Economic Development Commissioner's report 2017-COW-198 which was endorsed by the Committee of the Whole at its meeting on September 6, 2017, and approved by Regional Council on September 27, 2017.

#### **4. Relationship to Strategic Plan**

- 4.1 This report aligns with/addresses the following strategic goals and priorities in the Durham Region Strategic Plan:

Goal 3: Economic Prosperity. To build a strong and resilient economy that maximizes opportunities for business and employment growth, innovation and partnership.

#### **5. Conclusion**

- 5.1 It is recommended that Mr. Johan van 't Hof be re-nominated by Regional Council to serve as Durham Region's municipal representative on the GTAA Board of Directors for an additional three-year term commencing May 2021.

#### **6. Attachments**

Attachment #1: Letter dated November 17, 2020 from Kathleen Keller-Hobson, Chair, Governance and Stakeholder Relations Committee, GTAA

Attachment #2: Letter dated November 17, 2020 from Tess Lofsky, Legal Counsel and Corporate Secretary, GTAA

Respectfully submitted,

Original signed by

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Brian Bridgeman, MCIP, RPP  
Commissioner of Planning and  
Economic Development

Recommended for Presentation to Committee

Original signed by

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Elaine C. Baxter-Trahair  
Chief Administrative Officer



Attachment #1  
3111 Convair Drive  
Toronto AMF, ON  
L5P 1B2

Delivered via Email: [john.henry@durham.ca](mailto:john.henry@durham.ca)

November 17, 2020

Mr. John Henry, Regional Chair and CEO  
The Regional Municipality of Durham  
605 Rossland Road East  
Whitby, ON L1N 6A3

Dear Chair Henry:

**Re: Re-Nomination of Johan van 't Hof as Municipal Member on the Board of Directors of the Greater Toronto Airports Authority (the "GTAA")**

On behalf of the Governance and Stakeholder Relations Committee of the GTAA, I am writing to request re-nomination by the Regional Municipality of Durham of Mr. Johan van 't Hof as the Region's nominee on the Board for a further three-year term starting in May 2021.

Mr. van 't Hof was appointed to the Board on October 18, 2017 and currently also serves as Chair of the Audit Committee and as a member of the Planning and Commercial Development Committee. Mr. van 't Hof's current term will expire in May 2021 and he is eligible for re-appointment for a further three-year term. Mr. van 't Hof has confirmed his interest and eligibility for continuing to serve on the Board.

Johan van 't Hof is a valued member of the Board and brings deep skills and experience, particularly in the areas of accounting and finance, capital markets, infrastructure and public transportation. These skills and experience have been identified by the Governance and Stakeholder Relations Committee as essential for the Board's effective performance.

Given the complex nature of the Airport's operations, it takes some time for Board members to become fully familiar with the GTAA's business and strategy and its economic significance to the region. Considerable resources are applied to the ongoing continuing education of Board members with the business and operations of the GTAA and industry developments, and accordingly Board members add increasing value in subsequent terms.

Given COVID and its impact on the finances and operations of the GTAA, Board members have





been devoting additional time to providing oversight and advice, making the continuity of Board members even more important.

The Governance and Stakeholder Relations Committee would therefore like to seek Mr. van 't Hof's re-nomination to the Board for a three-year period. If you have any questions or concerns regarding the re-nomination process, please feel free to contact me by email at [kathleen.kellerhobson@gmail.com](mailto:kathleen.kellerhobson@gmail.com) or by phone at 416.723.9172. Thank you for your continued support of the GTAA.

Yours truly,

A handwritten signature in cursive script that reads "Kathleen Keller-Hobson".

Ms. Kathleen Keller-Hobson  
Chair, Governance and Stakeholder Relations Committee

cc: Mr. Ralph Walton, Clerk [Ralph.Walton@durham.ca](mailto:Ralph.Walton@durham.ca)  
Mr. Doug Allingham, Chair of the Board of Directors of the GTAA  
Ms. Kath Hammond, General Counsel, Corporate Safety and Security  
Ms. Tess Lofsky, Legal Counsel and Corporate Secretary



**Governance, Corporate Safety and Security**

Tess Lofsky  
Legal Counsel and Corporate Secretary  
Tel: 416-776-5353  
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**Greater Toronto  
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P.O. Box 6031  
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Toronto AME, Ontario  
Canada L5P 1B2  
P 416.776.3000  
F 416.776.7746  
GTAA.com

**Delivered via Email**

November 17, 2020

Mr. John Henry, Regional Chair and CEO  
The Regional Municipality of Durham  
605 Rossland Road East  
Whitby, ON L1N 6A3

Dear Chair Henry:

**Re: Re-Nomination of Johan van 't Hof as Municipal Member on the Board of Directors of the Greater Toronto Airports Authority (the "GTAA")**

Please find attached a letter from Ms. Kathleen Keller-Hobson, Chair of the GTAA's Governance and Stakeholder Relations Committee, requesting the re-nomination of Mr. Johan van 't Hof as the Region of Durham's nominee on the GTAA's Board of Directors.

Mr. Johan van 't Hof's current term will be expiring in May 2021. He is, however, eligible for re-appointment for a further three-year term. Mr. Johan van 't Hof continues to meet the qualifications described in Section 2.3 of the GTAA's By-Law.

Kindly advise me or Ms. Keller-Hobson at your earliest convenience as to how the Region of Durham wishes to proceed.

We thank you for your support of the GTAA and its governance.

Yours truly,

A handwritten signature in black ink that reads "Tess Lofsky".

Tess Lofsky,  
Legal Counsel, and Corporate Secretary



Att.

Cc: Ms. Kathleen Keller-Hobson, Chair of the Governance and Stakeholder Relations  
Committee