

Ministry of Municipal Affairs and Housing
777 Bay Street, 16th Floor
Toronto, Ontario
M7A 2J3

August 18, 2023
Project No. 10085

Attn: Andy Doersam – Senior Planner
Ministry of Municipal Affairs and Housing

**RE: Durham Region Official Plan
Beaverton Commons
Part Lot 11, Concession 5, Beaverton, Township of Brock
Related Employment Conversion No. CNR-23**

Weston Consulting is the Planning consultant for the owner of the lands legally known as Part Lot 11, Concession 5, Beaverton, Township of Brock, and herein referred to as “Beaverton Commons” (the “subject lands”). Weston Consulting has previously submitted formal correspondence to the both the Region of Durham and Township of Brock, in connection with Employment Conversion Request file number CNR-23.

Description of Subject Lands and Policy Context

The subject lands are generally located at the northwest corner of Highway 12 and Simcoe Street, located specifically located west of the existing gas station and commercial plaza. The subject lands are bounded by the floodplain and natural area adjacent to White Creek to the north, Highway 12/48 to the east, existing commercial development to the south, and Beaver River, and vacant lands to the west. The subject lands have a combined area of approximately 7.6 hectares.

According to Regional Structure – Urban and Rural Systems, Map 1 of the new Regional Official Plan, as adopted by Regional Council, the subject lands are designated as *Employment Areas*, with portions of the subject lands located within the *Regional Natural Heritage System*, as per Regional Natural Heritage System Map 2a.

Proposal

The lands subject to employment conversion request number CNR-23, provide an exciting and innovative vision for the lands, which seek land use permissions to transform this vacant land into a vibrant age-in-place community. The current proposal includes:

Proposed Uses	Built Form/ Number of Storeys	Number of Suites / Gross Floor Area
Long Term Care Facility	Three storey apartment	100 Suites
Seniors Apartment	Three storey apartment	136 Suites
Seniors Independent Living, in the form of Life Lease / Rentals	One storey quad bungalows	72 Suites
Total Number of Suites		308 Suites
Commercial and Recreational Building	One storey stand-alone building and portion of the ground floor of Seniors Apartment building.	2,447 square metres of GFA 26,339 square feet of GFA

Table 1: Proposed Uses

In addition to the proposed land uses and number of suites/gross floor area identified above, the proposal includes the facilitation of an east to west road network, along with necessary servicing infrastructure in the form of a stormwater management pond facility. Other important and impactful elements of the proposal are the inclusion of several community squares and outdoor amenity areas located near and abutting the Beaver River and the Region Natural

Heritage System to the north. The vision of these lands is to facilitate an age-in-place community which is located in proximity to nearby existing and planned commercial uses, the Region's Road network, and quality outdoor space – which the subject land offers. Lastly, as a means of capturing a benefit to our Client's restoration efforts of the Beaver River, both a parkette and community park have been proposed along this corridor as a means of capturing the beauty of the ecological corridor.

Background Materials

The following correspondence were submitted and copied to both Envision Durham and the Township of Brock, as a means of considered to permit the construction of a *age-in-place* community on the subject lands:

- March 7 2022: Employment Conversion Request submission
- April 29, 2022: Supplemental Information Letter
- December 22, 2022: Response to Envision Durham – Growth Management Study
- February 2, 2023: Sensity Analysis in Proximity to Employment Uses
- March 6, 2023: Response Letter to Draft NEW Region Official Plan

Request

It is our opinion that employment conversion request CNR-23 is appropriate from a planning perspective, and represents good planning, and will fulfill many Region and Provincial objectives as detailed in previous correspondence.

The purpose of this letter is to request on behalf of the owner and proponent, the Ministry of Municipal Affairs and Housing modify the Region of Durham Official Plan to convert the proposed land use designation from Employment to Community Areas. The employment conversion request would ultimately facilitate permissions for institutional uses, such as: long-term care facilities, senior apartments and senior independent living opportunities - in the form of life lease/rentals, and commercial land use permissions.

Should you have any questions, please contact the undersigned (ext. 241) or James Todd (ext. 345).

Yours truly,

Weston Consulting

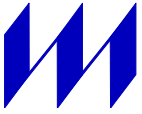
Per:

Ryan Guetter, BES, MCIP, RPP
Executive Vice President

c. Client

Attachements :

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**WESTON
CONSULTING**

planning + urban design

Planning and Economic Development
The Regional Municipality of Durham
605 Rossland Road East
Whitby, Ontario Canada L1N 6A3

March 7, 2022
File 10085

**Attn: Brian Bridgeman
Commissioner
Planning and Economic Development Department**

**RE: Employment Conversion Request Submission
Beaverton Commons
Part Lot 11, Concession 5, Beaverton, Township of Brock**

Weston Consulting is the Planner for the owner of the lands legally known as Part Lot 11, Concession 5, Beaverton, Township of Brock and referred to as “Beaverton Commons” (the “subject lands”). This letter is submitted as part of the Region of Durham’s ongoing Municipal Comprehensive Review (MCR) process, known as Envision Durham, to request an Employment Area Conversion to permit a mixed-used development on the subject property. The nature of the development would maintain employment uses on the subject lands in addition to a range of residential use including a senior’s retirement living facility. The purpose of this letter is to request that Staff reconsider their recommendation for Employment Conversion for the subject lands based on the analysis and justification provided herein.

We acknowledge that an Employment Area Conversion Request for the subject lands was submitted in January 2018 by Clark Consulting. On June 2, 2020, the Region approved the principles and criteria for assessing Employment Area Conversion requests and a revised Employment Conversion Request letter for the subject lands was submitted by Clark Consulting in August 2020. It is our understanding that the revised submission by Clark Consulting did not provide an analysis of the principles and criteria that were approved by Regional Council. In addition, the submission by Clark Consulting did not clearly express the diversity of housing options that would be provided through the conversion request, specifically the senior’s living facility and other alternative types of housing. As such, the request for an Employment Conversion on the subject lands was not supported by Staff and was not endorsed by Regional Council on December 22, 2021.

The purpose of this letter is to provide an analysis of the Employment Area Conversion request principles and criteria established by Regional Council as they relate to the subject lands in order to provide justification for the introduction of non-employment uses in addition to employment uses on the site. The intent of this Employment Conversion Request is to maintain the existing employment use permissions and add residential use permissions to permit a comprehensive

mixed use development. This conversion request seeks to add a range of residential use permissions, including a senior's retirement living facility on the subject lands. This letter provides consideration for key findings and recommendations of the Region's MCR process and a review the Region's Land Needs Analysis (LNA) and supporting Technical Reports. This letter also provides a summary and analysis of Provincial policy contained in the Provincial Policy Statement (PPS), A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) as well as the Regional Official Plan (ROP) and the Township of Brock's Official Plan (OP) for evaluating the land conversion.

Timeline of Conversion Request

The Region of Durham is undertaking a Growth Management Study (GMS) over two phases as part of the MCR process. Phase 1 of the GMS was the preparation of a Land Needs Assessment (LNA), which provides a detailed review of the Region's land base to determine how much of the Growth Plan population and employment forecasts for Durham Region can be accommodated within existing urban areas. Phase 2 of the GMS will build on the results of the Employment Area Conversion Requests and focus on determining the most appropriate location for any required Settlement Area Boundary Expansion(s). It should be noted that the subject lands are currently located within the Township of Brock's Urban Boundary Area according to Map 1C of the Brock Official Plan, as shown on Figure 5 below.

Four technical reports were prepared in support of the LNA. These include: the Region-Wide Growth Analysis released on July 2, 2021; the Housing Intensification Study released on September 3, 2021; the Employment Strategy Technical Report released on September 24, 2021; and the Community Are Urban Land Needs Analysis released on October 1, 2021. The Land Needs Assessment Recommendation report will compile the key outcomes and recommendations of these reports and will be brought forward to the Region's Planning and Economic Development Committee at a later date.

A summary of the Employment Conversion request for the subject lands and key findings and recommendations from the technical reports have been provided in the timeline below.

- **January, 2018:** Clark Consulting submitted an Employment Area Conversion Request for the subject lands.
- **June 2, 2020:** the Region's Planning and Economic Development Committee approved a recommendation report that outlined the principles and criteria Staff will use to assess Employment Area Conversion requests (Report #2020-P-11).
- **June 24, 2020:** Regional Council ratified Report #2020-P-22 which formally established the principles and criteria for evaluating Employment Area Conversion requests.
- **August 2020:** Clark Consulting submitted a revised Employment Area Conversion request letter to permit a mixed-use development on the subject lands. This request did not provide an analysis of the principles and criteria approved by Council.
- **October 16, 2020:** The Planning and Economic Development Committee received an Information Report (#2020-INFO-94) on the status of Employment Area Conversion

requests that had been received (File D12-01). The subject lands were identified on the Request for Employment Area Conversion Map contained in the Information Report and identified as Conversion Request-ID “CNR-23” (Appendix 1). According to the Information report, the Conversion requests were circulated to local municipalities on October 9, 2020 for review and comment and requested that Staff from the municipalities provide their position by December 31, 2020.

- **July 2, 2021:** The Region Wide Growth Analysis technical report was released, which provided population and employment forecasts and various demographic trends. The report informs key inputs and assumptions for the LNA.
- **September 3, 2021:** the Housing Intensification Study technical report is released, which evaluates the housing supply and demand within the Built-up Area. The report recommends a 50 percent intensification target for the Region and finds that within the Township of Brock, Beaverton Regional Centre offers the highest amount of potential intensification supply (Page 95).
- **September 24, 2021:** The Employment Strategy technical report is released, which analyzes employment trends and the current state of the Region’s Employment Areas. Recommendations on Employment Area Conversion requests are included in this report as well as recommendations on the supply of designated Employment Areas to accommodate employment land related jobs to 2051.
- **December 7, 2021:** Information Report #2021-P-25 was presented to the Planning and Economic Development Committee recommending a list of Employment Area Conversion requests to be endorsed. Request number CNR-23, which included the subject lands, was not supported by Regional Planning Staff.
- **December 17, 2021:** Regional Council ratified Information Report #2021-P-25.

We understand that Regional Council has endorsed the Employment Conversion requests supported by Staff in Report #2021-P-25 and the final Employment Area LNA Recommendation Report will be based on Council’s direction. The purpose of this letter is to request that Staff review the decision in Report #2021-P-25 and support the Employment Conversion request for the subject lands to permit a mixed use development based on the analysis of the principles and criteria approved by Council and outlined in Table A below.

Description of Proposed Development

The purpose of this Employment Conversion Request is to allow residential land use permission on the subject lands while maintaining the existing permission for employment use to allow for a comprehensive mixed use development on the site. The residential land use permission would enable the development of alternative housing options, including a senior’s living facility, and will support future commercial and retail uses on the subject lands and the surrounding area. Zoning By-law Amendment No. 3038-2021 was recently approved by the Township of Brock for the lands located east of the subject lands to permit a retail and commercial development. A Site Plan Approval (SPA) application is currently being prepared for this site. The lands subject to the Zoning By-law Amendment form part of the long-term vision of the subject lands to develop into a mixed use community.

The development of a senior's living facility and alternative housing options is a priority for the Township of Brock as outlined in the Official Plan. Policy 5.2.3.10, which pertains to Residential Areas in the Township, directs Council to encourage the development of alternative housing in order to provide options for a variety of people and income levels. Policy 4.4.2 of the Brock Official Plan states that, "*strong, healthy, inclusive communities have a broad mix of housing types, tenure opportunities and price ranges available to meet the needs of all residents.*" The Official Plan encourage the provision of a full range of housing types to meet the projected demographic and market requirements of current and future residents within the Settlement Areas. The conversion request for the subject lands will contribute this policy objective.

In addition, Policy 3.3.2 of the Durham Region Official Plan states,

Regional Council shall ensure that at least a 5-year supply of serviced lands in Regional and Local Centres and Employment Areas be maintained at all times to meet market needs, taking into account anticipated demand, the need to balance population growth with employment opportunities, the ease of servicing and the financial resources of the Region.

The conversion request seeks to maintain the existing employment land use permissions and add residential permission as part of a mixed use development. The residential land use permissions will further support the commercial development to the east in the ultimate build out scenario.

Description of the Subject Lands and Policy Context

The subject lands are bounded by the floodplain and natural area adjacent to White Creek to the north, Highway 12/48 to the east, existing commercial development to the south, and vacant lands to the west. The subject lands have a combined area of approximately 7.6 hectares and the site is currently vacant as shown on Figure 1.



Figure 1: Air Photo

According to Schedule A, Map A1 (Regional Structure) of the Regional Official Plan, the subject lands are located within the *Urban Area Boundary* and identified as *Employment Areas* (Figure 2). Portions of the subject lands are within the *Greenbelt Natural Heritage System* according Schedule B, Map B1a (Greenbelt Natural Heritage System and Key Natural Heritage and Hydrologic Features) (Figure 3).

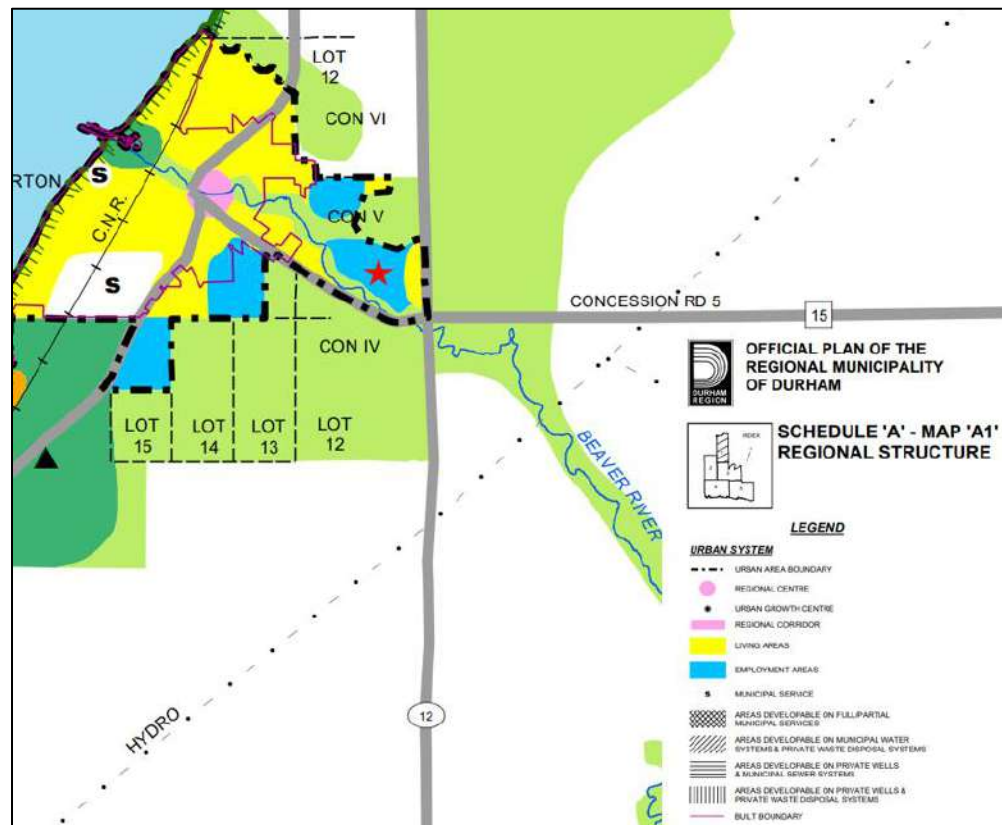


Figure 2: Region of Durham Official Plan Schedule A, Map A1

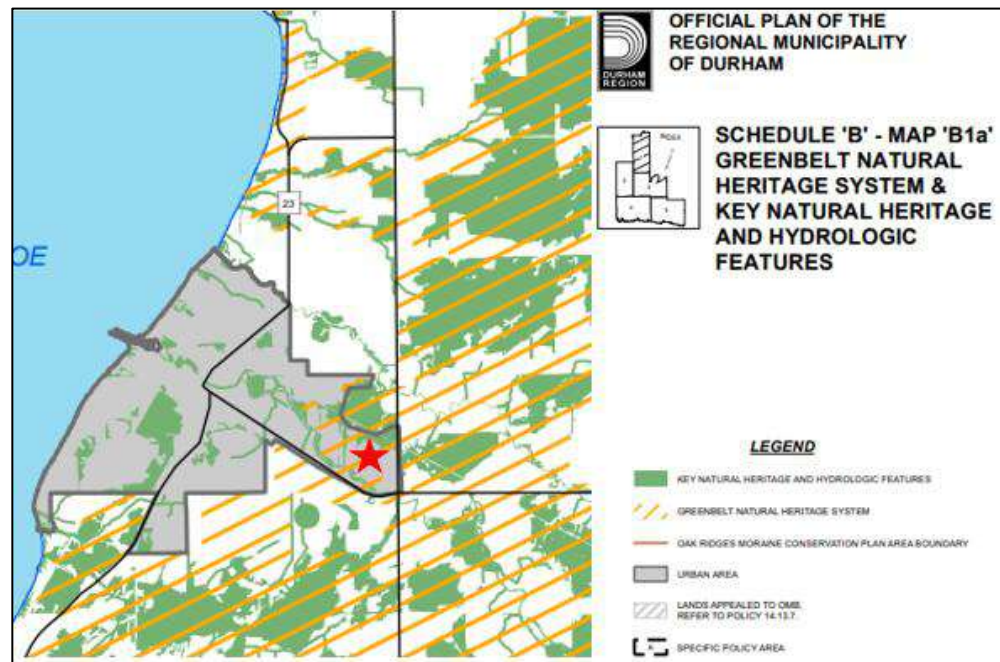


Figure 3: Region of Durham Official Plan Schedule B, Map B1a

Within the Township of Brock Official Plan, the subject lands are designated *Employment Area* and are within the *Urban Area Boundary* according to Map 1A (Urban Area) (Figure 4). Residential uses are not permitted in the *Beaverton Employment Area*. The subject lands are located within a *Greenfield Area* according to Map 1C (Beaverton Greenfield Area) (Figure 5). Urban Areas identified on Map 1A are considered Settlement Areas according to Policy 5.1.2 of Brock's Official Plan. According to Policy 5.1.1, growth in the Township will be focused on and directed to the Settlement Areas to promote their vitality and diversification.

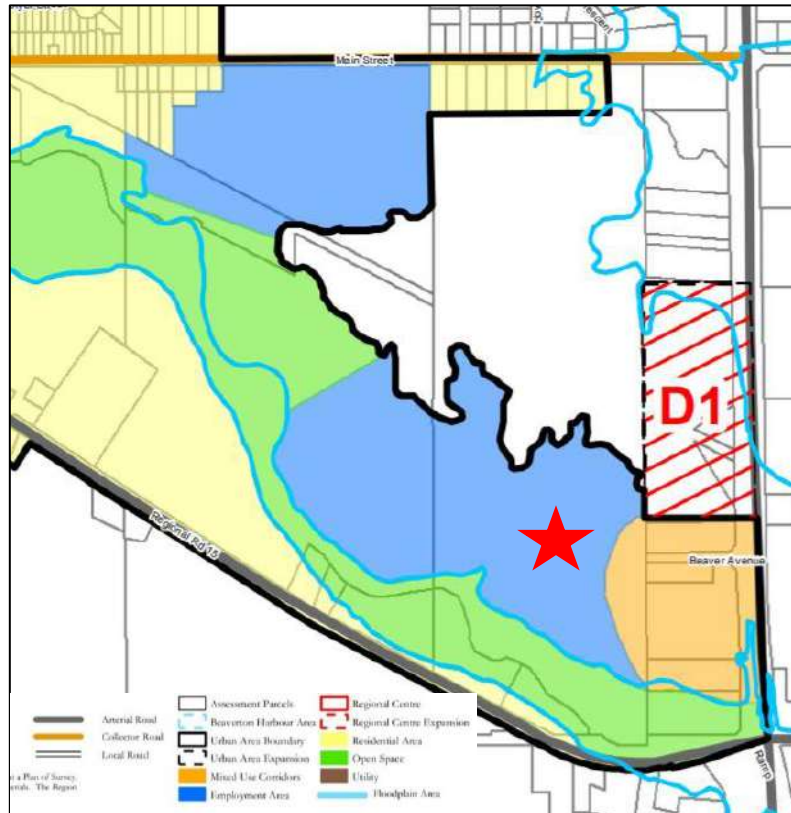


Figure 4: Township of Brock Official Plan Map 1A

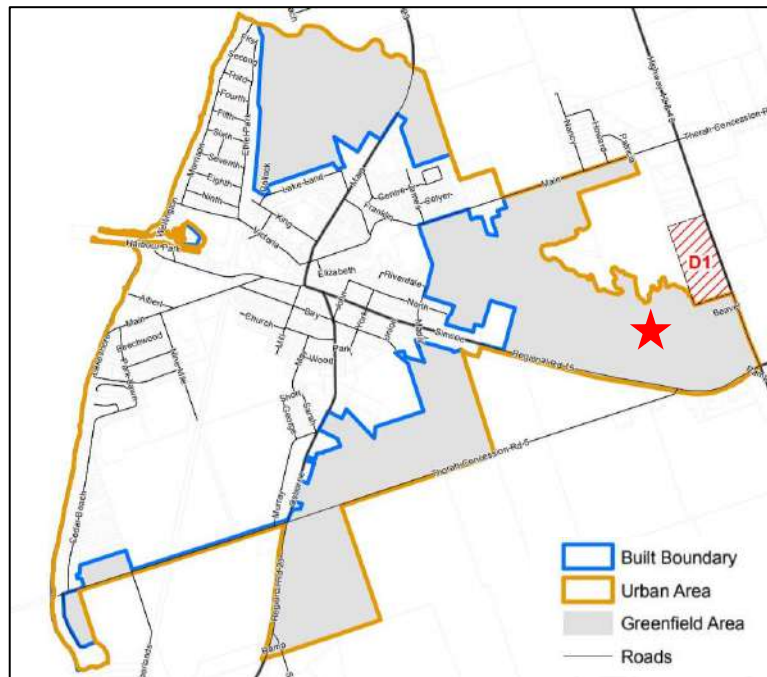


Figure 5: Township of Brock Official Plan Map 1C

The subject lands are zoned *Rural Buffer (RB)* according to Plate A3 of the Township Zoning By-law, which permits a “Permanent Family Dwelling House” according to Plate B.

Policy Context

Provincial Policy Statement 2020

The Provincial Policy Statement (PPS) came into effect on May 1, 2020, and provides policy direction on matters of provincial interest related to land use planning and development across the province. One of the primary objectives of the PPS is to plan for and protect employment areas to secure jobs, promote economic development and competitiveness, and achieve long-term prosperity and social well-being. All planning decisions in Ontario must be consistent with the PPS.

The subject lands are located within the Urban Boundary of Beaverton, which is identified as a Settlement Area according to the Brock Official Plan. The PPS defines Settlement Areas as;

urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets) that are:

- a) built-up areas where development is concentrated and which have a mix of land uses; and*
- b) lands which have been designated in an official plan for development over the longer planning horizon provided for in policy 1.1.2. In cases where land in designated growth areas is not available, the settlement area may be no larger than the area where development is concentrated.*

The PPS encourages the vitality and regeneration of Settlement Areas to ensure effective use of infrastructure and public service facilities within these areas. According to Policy 1.1.3.1 of the PPS, Settlement Areas shall be the focus of growth and development. The Employment Conversion Request for the subject lands is consistent with the PPS in that will allow for the development of a mixed-use community comprised of a range of residential and employment uses on the site within an identified Settlement Area. The subject lands are located within the Urban Boundary and have been identified as a focus for growth and development in the Brock Official Plan. The Employment Conversion Request seeks to allow non-employment uses on the subject lands, including residential uses that will support the existing and planned commercial uses in the area, and contribute to a mix of land uses pursuant to the PPS. In addition, the conversion request seeks to permit the development of a senior’s retirement living centre, which will provide employment opportunities and residential density to support existing and planned commercial development in the area.

The PPS permits the conversion of lands within employment areas to non-employment uses through a comprehensive review subject to specific criteria. In accordance with Policy 1.3.2.4, planning authorities must demonstrate that the land is not required for employment purposes over the long term and there is a need for the conversion. This request intends to maintain the subject

lands employment use permissions and expand the permissions for the subject lands to allow for residential uses a component of a mixed use development for the site, which would include a senior's assisted living facility. The proposed development would maintain an existing employment component by creating additional jobs and fulfill an important need in the community.

Policy 1.3.2.5 of the PPS permits lands within employment areas to be converted to a designation that permits non-employment uses outside of an MCR process provided the area has not been identified as a Provincially Significant Employment Zone (PSEZ). This policy must be considered in the context that this conversion request is being made through the Region of Durham's MCR process and the subject lands are not located within a PSEZ.

The PPS directs municipalities to provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents under Section 1.4. The employment conversion request seeks to add residential use permissions that will contribute to the housing goals of the PPS, specifically through the additional of alternative housing forms such as a seniors retirement facility.

The Region of Durham's Land Needs Analysis Report (LNA) finds that population forecasts in Durham Region expect to grow approximately 634,200 persons to an approximate total of 1,300,00 by 2051. The subject lands are located within the Urban Boundary of Beaverton and an identified Settlement Area according to the Schedule C1 of the Brock Official Plan and are considered an appropriate location for residential density. The introduction of residential uses on the subject lands, specifically the senior's retirement living facility, will support this growth and is consistent with the policies of the PPS.

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

The Growth Plan provides direction related to the development and growth of communities within the Greater Golden Horseshoe (GGH). The Growth Plan seeks to achieve complete communities and prioritize intensification and a mix of densities to make better use of land. Section 2.2.5 of the Growth Plan identifies policies related to employment and specifies that employment land conversions can only be considered at the time of an MCR (Section 2.2.5.9). The request to develop the subject lands to include non-employment uses is provided as part of the ongoing Regional MCR, and is considered appropriate within the context of Section 2.2.5 of the Growth Plan.

Section 2.2.5.9 provides the minimum criteria for assessing requests for the conversion of employment lands. This Section directs that:

The conversion of lands within employment areas or prime employment areas to non-employment uses may be permitted only through a municipal comprehensive review where it is demonstrated that:

- a) *there is a need for the conversion;*

- b) *the lands are not required over the horizon of this Plan for the employment purposes for which they are designated;*
- c) *the municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan;*
- d) *the proposed uses would not adversely affect the overall viability of the employment area or prime employment area or the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan; and*
- e) *there are existing or planned infrastructure and public service facilities to accommodate the proposed uses.*

The Employment Area Conversion request meets the test of the Growth Plan outlined in Policy 2.2.5.9. Specifically, Policy 2.2.5.9(a) is satisfied as the conversion request will permit the addition of a senior's assisted living facility, which has been identified as a significant need in the community given the growing senior's population in Beaverton. Policies 2.2.5.9(b-d) are satisfied as a future mixed use community will ensure that forecasted employment growth can still be met as existing employment permissions and uses are not being removed from the subject lands. Finally, in accordance with Policy 2.2.5.9(e), temporary servicing via groundwater and a private septic system will be required to service the subject lands and it is our understanding that municipal water and sewer systems will be extended from the adjacent urban area. Technical studies and design of this system have been completed.

A key objective of the Growth Plan is the achievement of complete communities. The Growth Plan defines complete communities as:

Places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts.

An important aspect of complete communities is to ensure that people of all ages and abilities have access to important amenities. The conversion request for the subject lands will help to achieve this objective by providing a mix and range of housing options on the site, including a senior's assistant living facility to accommodate an aging population in Beaverton and across the Region. The senior's retirement living facility will ensure that senior citizens have convenient access to commercial and retail stores and outdoor recreational facilities. Zoning By-law Amendment 3038-2021 permits retail and commercial uses along the west side of Highway 12, which forms part of the full build of the subject lands and is intended to serve future residents including the proposed senior's retirement living facility.

Section 2.2.6 of the Growth Plan provides direction related to housing. According to Policy 2.2.6.1, upper- and single-tier municipalities will support a range housing choice through the achievement of the minimum intensification and density targets set out in the Growth Plan by supporting a

diverse range and mix of housing options and densities. Pursuant to Policy 2.2.6.2, this will support the achievement of complete communities by:

- a) *planning to accommodate forecasted growth to the horizon of this Plan;*
- b) *planning to achieve the minimum intensification and density targets in this Plan;*
- c) *considering the range and mix of housing options and densities of the existing housing stock; and*
- d) *planning to diversify their overall housing stock across the municipality.*

Durham Region's Growth Management Study – Community Area Urban Land Needs Technical Report (#2021-INFO-100) also provides an overview of the Region's long-term Designated Greenfield Area (DGA) Community Area land needs to 2051. This assessment confirms there are approximately 5,500 developable hectares of DGA lands designated throughout the Region's Area Municipalities. Section 15A of the Durham Region Official Plan defines Greenfield Lands as all undeveloped lands within a designated *Urban Area* that are not within the *built-up area*. The subject lands are designated *Urban Area* according to Schedule B of the Durham Official Plan and are outside of the built-up area according to Schedule A and satisfy the definition of *Designated Greenfield Area* per Durham Region's Official Plan definition. Pursuant to the Growth Plan policy 2.2.7.a), minimum intensification and density targets are to be achieved at 50 people and jobs per hectare. In addition, Report #2021-INFO-100 indicates from 2021 to 2051 an approximate 105,800 new housing units are to be developed to be accommodated for DGA lands, to ensure the existing and new DGA lands are developing as *complete communities*. The Employment Conversion Request for the subject lands conforms with the Durham Region Official Plan's definition of DGA and satisfies Section 2.2.6 of the Growth Plan by providing density and intensification on lands that are currently vacant and within the Urban Area thereby supporting the achievement of complete communities.

Summary

Provincial policy contained in the PPS and Growth Plan provide direction to protect and enhance employment areas in Ontario to promote job growth encourage long-term economic prosperity across the province. The intent of these policies is to ensure the province has enough land available to meet projected employment growth. At the same time, the PPS and Growth Plan allow for the conversion of employment areas to permit non-employment uses provided certain criteria are met. This includes the need for conversion to non-residential uses, supporting the existing or planned infrastructure and public service facilities to accommodate the proposed uses, and ensuring that municipalities can still meet their employment growth projections.

The policies reviewed in this Employment Conversion request letter from the PPS and the Growth Plan have established the consideration for economic job growth and population growth, and the need for policies to assist in guiding municipalities to adequately plan for both. The employment area conversion request for the subject lands achieves the objectives of the PPS and Growth Plan

policies reviewed in this letter through the contemplated residential development which includes a senior's assisted living facility. Residential development on the subject lands is appropriate in given the site's location within the Urban Boundary and identified within a Settlement Area. The employment conversion request seeks to permit the development of a senior's retirement living facility, which will contribute to the principals of a complete community pursuant to the Growth Plan. Based on this analysis, it is our opinion that the request for an employment conversion appropriately considers the PPS and Growth Plan policies in the context of Durham Region's MCR.

Durham Region Official Plan 2020

The Durham Region Official Plan (ROP) contains land use policies to guide development in the Region to 2031. The ROP provides direction for employment conversion in Policies 8C.2.16 and 8C.2.17. According to Policy 8C.2.16, the conversion of employment area lands shall only be considered through an MCR process pursuant to the provisions of the Growth Plan. The Employment Area Conversion Request for the subject lands is being submitted through the Region's MCR process and conforms to the Section 2.2.5.9 of the Growth Plan. Policy 8C.2.17 states that Regional Council decisions to refuse applications, or non-decisions of applications for the conversion of employment areas shall not be subject to appeal to the Ontario Land Tribunal. As such, the Employment Conversion Request conforms to the Regional Official Plan.

Township of Brock Official Plan 2018

The Township of Brock Official Plan (OP) details policies for the growth and development of the urban areas, hamlets, and shoreline residential areas within the Town. According to Policy 5.1.1, "*growth in the Township will be focused on and directed to the Settlement Areas to promote their vitality and diversification.*" The subject lands are located within the Urban Area of Beaverton, which is designated a Settlement Area according to Policy 5.1.2(a). Policy 5.2.1.1 states that a goal of the residential areas is to provide "*a wide variety of housing types, densities and tenure to satisfy the socioeconomic needs of existing and future residents*". The Employment Conversion Request will contribute to the achievement of this policy objective by providing a range of residential densities and unit types including a senior's retirement living facility.

Policy 5.6.3.8 of the OP permits the conversion of existing vacant Employment Areas that are "*deemed unsuitable for employment uses due to location and/or are subject to significant development constraints*" at the time of an MCR. The Employment Conversion Request is being submitted through the Region's MCR pursuant to Policy 5.6.3.8. Additionally, the municipal comprehensive review must demonstrate that:

- a) *there is a need for the conversion;*
- b) *the Township will meet the employment forecasts allocated by the Regional Official Plan;*
- c) *the conversion will not adversely affect the overall viability of the employment area, and the achievement of intensification targets and density targets;*
- d) *there is existing or planned infrastructure to accommodate the proposed conversion;*
- e) *the lands are not required over the long term for employment purposes for which they are designated; or,*

- f) *alternatively, employment lands to be converted shall be replaced through the designation of more suitably located lands for the development of employment uses; and,*
- g) *cross-jurisdictional issues have been considered.*

The conversion request satisfies the policy requirements of Policy 5.6.3.8 as follows:

- a) the conversion request will provide for a range of residential use permission, including a senior's retirement living facility to accommodate a growing market need in the Town on land that is currently vacant and within the Urban Area;
- b) the conversion request does not seek to remove the existing employment permission from the subject lands. The conversion request seeks to add residential land use permissions on the subject lands in support of a future mixed use development. Maintaining the existing Employment use permissions will provide employment opportunities and help to achieve the Region's employment forecast;
- c) the employment conversion request will not adversely affect the viability of the employment area as it will not remove the existing employment use permissions on the subject lands. The addition of residential land use permission will also support the existing and planned commercial uses along Highway 12;
- d) the subject lands are located adjacent to commercial and retail uses along Highway 12. A future development application will provide additional commercial and retail uses which will be supported by residential density on the subject lands. Existing and planned infrastructure related to servicing will support a future mixed use development on the site;
- e) the employment conversion request does not seek to remove the employment use permissions from the subject lands. The intent of the conversion request is to add residential use permissions in order to permit the development of a mixed use community;
- f) the employment conversion request maintains the existing employment uses on the subject lands; and
- g) there are no cross-jurisdictional issues as a result of this employment conversion request.

Employment Area Conversion Request Analysis

On June 2, 2020, the Region's Planning and Economic Development Committee approved a recommendation report that outlined the principles and criteria Staff will use to assess Employment Area Conversion requests (Report #202-P-11). Regional Council ratified Report #2020-P-22 on June 24, 2020, which formally established the principles and criteria for evaluating Employment Area Conversion requests. On December 7, 2021, Information Report (#2021-P-25) was presented to the Planning and Economic Development Committee recommending a list of Employment Area Conversion requests to be endorsed. Request number CNR-23, which included the subject lands, was not supported by Regional Planning Staff based on an analysis of the approved principles and criteria for evaluating Employment Area Conversions. Table A below provides a summary of Staff's analysis and a response to each criteria to demonstrate the appropriateness of this Employment Area Conversion Request.

Table A: Employment Area Conversion Request Criteria and Principles

Parameter	Staff Analysis in Report #2020-P-11	Response
PPS (a)	As per the draft LNA, there is a shortfall of Community Lands, therefore a need for additional Community Area lands.	Acknowledged.
PPS (b)	Results of draft LNA have identified that the lands are required for employment purposes over the long term.	The Employment Conversion request does not seek to remove the employment use permissions from the subject lands. The intent of the conversion request is to add residential use permissions in order to permit the development of a comprehensive mixed use community, and supports employment and jobs.
Growth Plan (a)	As per the draft LNA, there is a shortfall of Community Lands, therefore a need for additional Community Area lands.	Acknowledged.
Growth Plan (b)	Results of draft LNA have identified that the lands are required for employment purposes for which they are designated.	See above.
Growth Plan (c)	Since there is an anticipated shortfall of employment lands to 2051, the Municipality will not be able to maintain sufficient employment lands to accommodate forecast growth over the plan horizon.	By maintaining employment use permission on the subject lands, the future development will still contribute to the employment growth forecast to 2051.
Growth Plan (d)	<p>Proposed conversion of the site will adversely impact the overall viability of the employment area.</p> <p>The proposed conversion is in the DGA and will not contribute to the Region and Area Municipality's ability to achieve the intensification targets set forth in the Growth Plan.</p> <p>Based on the draft LNA conducted, the Region can achieve the density</p>	<p>The subject lands are within the Urban Boundary of Beaverton, which is an identified Settlement Area. Residential intensification within a Settlement Area conforms to the Growth Plan.</p> <p>The conversion request seeks to permit the development of a senior's retirement facility, which will provide a needed amenity to the surrounding area, while maintaining employment uses which will enhance the viability of the employment area.</p>

	targets without conversion of the site.	
Growth Plan (e)	Proposed conversion will result in a need for enhancing infrastructure or public service facilities.	Development of the subject lands requires temporary servicing via ground water and a private septic system until such time that municipal water and sewer systems are extended from the adjacent urban area and the technical studies and design of this system have been complete.
Location	The site is located close to Highway 12.	The subject lands do not front Highway 12 and will provide residential intensification that will support commercial and retail uses along Highway 12.
Access	The site has good access potential from Highway 12 and 48 and Access from Regional Road 15 may be limited.	The ultimate development scenario contemplates access to an integrated road network that will provide access to Highway 12. Traffic Engineering details will be confirmed through the formal development review process.
Employment area configuration	Site is a part of the broader contiguous Employment Area. Conversion of the site has the potential to result in encroachment / erosion of the broader Employment Area.	Employment uses are not being removed through this conversion request. The additional residential use permissions will support and enhance the commercial, retail and other employment related use in the area and provide a complete mixed use community.
Site Configuration	The Site has servicing constraints but is large enough to have employment uses. The site is subject to a Regional initiative to extend regional sanitary services to employment lands and increase their attractiveness/marketability for employment development.	The conversion request seeks to maintain the existing employment use permission and add residential use permissions as part of a future mixed use development.
Land Use	The proposed conversion of the site has the potential to undermine the planned function of this area. The site has very good connectivity and is surrounded by commercial and permissions for industrial uses. Surrounding uses, including the potential for adjacent	The subject lands are located within the Urban Boundary of Beaverton and considered appropriate for residential mixed use development. There are no industrial uses surrounding the subject lands. Land use compatibility is not anticipated to be a concern and will be addressed through formal applications.

	employment uses, could pose the potential for compatibility issues with residential uses and will impact the synergies with the remaining employment area.	
Supply	The site is about 8 ha and conversion will compromise the overall supply of large Employment Area sites at the Local and Regional level.	The subject lands will maintain an employment component. The intent of the conversion request is to permit residential development, including a senior's retirement facility.
Jobs	The Submission is for residential use and does not include a component of employment/job creation on the lands subject to the conversion request.	Employment uses are contemplated despite the conversion request. Additionally, the proposed residential senior living facility will also create opportunities for job creation.
Major Transit Station Area	The site is not within a proposed MTSA boundary.	The Growth Plan does not require that lands subject to employment conversion be located within an MTSA.
Municipal Interests and Policy	Township of Brock does not support the Conversion.	Discussions are ongoing with Township officials.
Municipal Interests and Policy	No cross jurisdictional issues or impacts are anticipated	Acknowledged.

Conclusion

This correspondence is being submitted to request that the subject lands be considered for employment area conversion to permit residential uses, in addition to employment uses on the subject lands. It is our opinion that this letter demonstrates that the proposed request considers the policies of the PPS, Growth Plan, and ROP, supports the findings of the LNA Report, and meets the evaluation principles and criteria for an employment area conversion.

We kindly request to be notified of any future reports and meetings, as we continue to monitor the MCR process. Thank you for the opportunity to provide this letter and we would be open to future discussion regarding the development of the subject lands. We reserve the right to provide additional comments throughout this process. Should you have any questions, please contact the undersigned (ext. 241) or Darrin Cohen (ext. 277).

Yours truly,
Weston Consulting

Per:

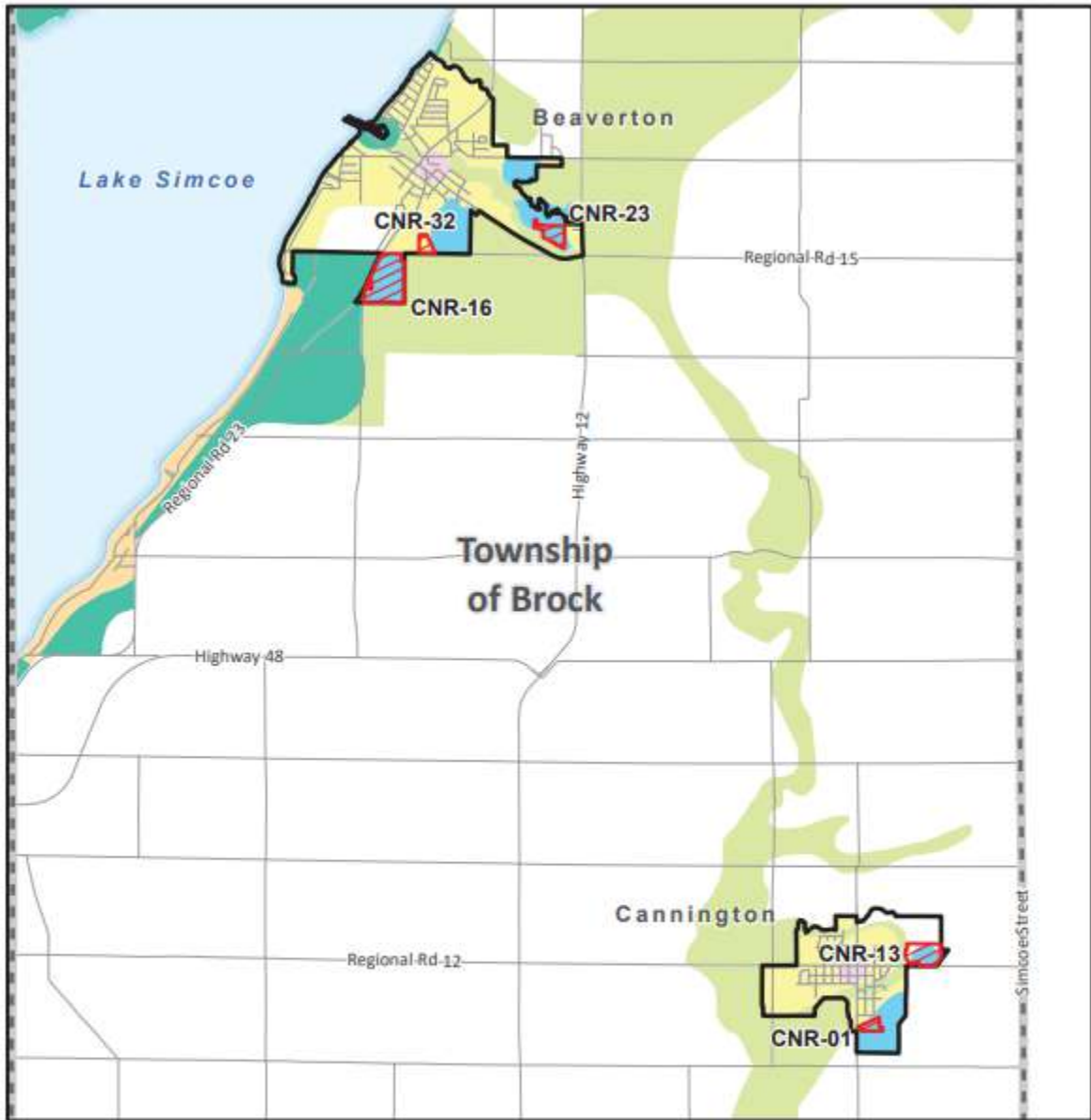


Ryan Guetter, BES, MCIP, RPP
Executive Vice President














- c. Client
 - Gary Mueller, Region of Durham
 - Colleen Goodchild, Region of Durham
 - Lino Trombino, Region of Durham
 - Debbie Vandernakker, Township of Brock

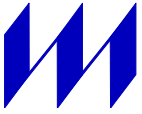
Appendix: Requests for Employment Area Conversion – Township of Brock – CNR-23 (Subject Lands)

Attachment #4



Requests for Employment Area Conversion –Township of Brock

	 	Legend	
		 Lands Subject to Employment Conversion Request  Prime Agricultural Areas  Employment Areas  Major Open Space Areas  Waterfront Areas	 Living Areas  Regional Corridors  Regional Centres  Urban Area Boundary  Municipal Boundary
<small>Data Sources and Disclaimer Regional Official Plan, Schedule 'A' composite, 2017 consolidation. This map has been produced from a variety of sources. The Region of Durham does not make any representations concerning the accuracy, likely results, or reliability of the use of the materials. The Region hereby disclaims all representations and warranties. Digital cartography by The Regional Municipality of Durham, Planning and Economic Development Department, 2019. All rights reserved. May not be reproduced without permission. Requests received by the Region of Durham as of September 24, 2020.</small>			



WESTON CONSULTING

planning + urban design

Township of Brock
1 Cameron Street East
Cannington Ontario,
L0E 1E0

April 29, 2022
File 10085

Attn: Mayor John Grant

**RE: Supplemental Information Letter
Beaverton Commons
Part Lot 11, Concession 5, Beaverton, Township of Brock**

Weston Consulting is the Planner for the owner of the lands legally known as Part Lot 11, Concession 5, Beaverton, Township of Brock and referred to as “Beaverton Commons” (the “subject lands”). This supplemental letter is provided as a response to the positive meeting held with yourself and Town Staff on March 24 2022. The purpose of this letter is to provide further information and context to the request for employment conversion, currently before the Region. This supplemental letter should be read in conjunction with the Employment Conversion Request Letter prepared by Weston Consulting dated March 7, 2022.

Employment Conversion Request

The purpose of this Employment Conversion Request is to allow for institutional land use permissions on the subject lands, while maintaining existing permissions for traditional employment uses, allowing for a comprehensive mixed-use development. Permissions for institutional uses would enable the development to provide an alternative housing option, such as potential retirement residences, including assisted living quarters and memory care facilities.

The request for employment conversion is a hybrid request in nature, in the sense that current employment land uses are not intended to be removed or eliminated. Rather this request seeks to include institutional uses in concert with the current land use designation. We understand through discussions with Town Planning Staff that their remains a growing demand within the Township of Brock for senior living facilities and institutional care facilities.

The land holdings currently represent a vacant parcel of land, situated at a prominent location in Beaverton. The request for conversion provides the opportunity for the subject lands to be developed with a mixture of uses, promoting the creation of a complete community. The owner intends to facilitate the construction of a retirement community consisting of independent living (*adult lifestyle for adults aged 55 and up*), assisted living and long-term care units. Given the location of the subject lands, being in proximity to Highway 12, Simcoe Street, and existing/planned commercial uses along Highway 12, there is an opportunity to take advantage of the strong locational attributes by facilitating needed alternative housing forms at this location.

Experience with Retirement Residences

The ownership group has previous experience in retirement residence products across the Greater Toronto Area. In the past, the ownership group have partnered with leaders in the retirement residence industry. Most recently in 2017, the owners partnered with Reichmann International Senior Living and Signature Living in constructing a six (6) storey, 129 suite retirement facility in the City of Richmond Hill. The partnership helped facilitate the construction of the *Oak Ridges Retirement Residences* located at 12925 Yonge Street. In 2020, Chartwell Retirement Residences purchased the site and continue to provide senior living services to residents of Oak Ridges. This project in particular provided much needed housing opportunities for aging residents, with suites geared towards retirement, assisted living, and memory care. Often with retirement residence facilities an abundance of high-quality amenities is provided. The *Oak Ridges Retirement Residences* provided several amenities including: theatre rooms, salon, bistro bar, library, pool, chapel, and, in-house catering kitchen services. It is anticipated a similar product could be constructed on the subject lands.

In order to facilitate the development of senior living facilities and community, an employment conversion request is necessary to permit the use of institutional uses on the subject lands. The owner is currently considering a partnership with senior retirement living industry leaders, with intentions of a potential partnership. To date, the owners are in discussions with Signature Retirement Living, Riverside Living, and Guild Living who promote vibrant and reputable senior living communities across the Greater Toronto Area.

Employment Generation

As noted above, there is an increasing need for senior designed developments to meet the needs of an aging population and there has been a noted shortage of these facilities in the Township of Brock. The request for institutional use permissions on the subject land maintains an opportunity to accommodate employment growth, visa vie the retention of the existing employment areas land use designation.

We acknowledge that institutional land uses significantly differ than traditional low density residential uses in terms of employment generation. As mentioned above, high quality amenities and live-in benefits associated with senior living have the effect of promoting economic development and employment growth by:

- Providing more local, long-term, professional jobs over what is currently provided;
- Meeting a market-based need for housing society's most vulnerable and growing populations; and
- Optimizing the long-term availability and use of land.

Section 1.1 of the Growth Plan states that: *"People over the age of 60 are expected to comprise over 25% of the population by 2041, which will result in the need for more age-friendly development that can address their unique needs and circumstances. This will include a more appropriate range and mix of housing options, easier access to health care and other amenities, walkable built environments, and an age-friendly approach to community design that will meet the needs of people of all ages."*

The employment conversion request to permit institutional uses on the subject lands promote key provincial objectives in providing efficient use of existing employment areas and vacant underutilized employment lands. The envisioned use of a senior living community will make more efficient use of the subject property and based on input from the ownership group is anticipated to provide 250 to 350 jobs, which is substantially greater than currently existing, while improving overall employment opportunities. Anticipated employment opportunities generated from senior living facilities range from nurses, personal support workers, residence support, chefs/ cooking team, administrative and operation staff. The proposed conversion is anticipated to increase the number of current jobs provided, while providing assistance in accommodating anticipated future growth within the municipality and region.

Conclusion

This supplemental letter is submitted to provide additional details and context for proposed institutional uses contemplated for the subject lands. We respectfully request that Staff and The Township endorse the request for employment conversion in light of information provided herein. We kindly request to be notified of any future reports and meetings, as we continue to monitor the MCR process.

Thank you for the opportunity to provide this letter. We would be open to future discussion regarding the development of the subject lands. We reserve the right to provide additional comments throughout this process. Should you have any questions, please contact the undersigned (ext. 241) or Adam Santos (ext. 276).

Yours truly,

Weston Consulting

Per:

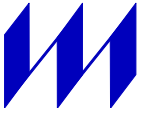


Ryan Guetter, BES, MCIP, RPP
Executive Vice President

- c. Client
- Regional Councillor Ted Smith, Township of Brock
 - Local Councillor Michael Jubb, Township of Brock
 - Debbie Vandernakker, Township of Brock
 - Stefanie Stickwood, Township of Brock
 - Fernando Lamanna, Township of Brock
 - Brian Bridgeman, Region of Durham
 - Colleen Goodchild, Region of Durham
 - Lino Trombino, Region of Durham

Attachment:

Employment Conversion Request Letter, prepared by Weston Consulting, dated March 7, 2022



**WESTON
CONSULTING**

planning + urban design

Planning and Economic Development
The Regional Municipality of Durham
605 Rossland Road East
Whitby, Ontario Canada L1N 6A3

March 7, 2022
File 10085

**Attn: Brian Bridgeman
Commissioner
Planning and Economic Development Department**

**RE: Employment Conversion Request Submission
Beaverton Commons
Part Lot 11, Concession 5, Beaverton, Township of Brock**

Weston Consulting is the Planner for the owner of the lands legally known as Part Lot 11, Concession 5, Beaverton, Township of Brock and referred to as “Beaverton Commons” (the “subject lands”). This letter is submitted as part of the Region of Durham’s ongoing Municipal Comprehensive Review (MCR) process, known as Envision Durham, to request an Employment Area Conversion to permit a mixed-used development on the subject property. The nature of the development would maintain employment uses on the subject lands in addition to a range of residential use including a senior’s retirement living facility. The purpose of this letter is to request that Staff reconsider their recommendation for Employment Conversion for the subject lands based on the analysis and justification provided herein.

We acknowledge that an Employment Area Conversion Request for the subject lands was submitted in January 2018 by Clark Consulting. On June 2, 2020, the Region approved the principles and criteria for assessing Employment Area Conversion requests and a revised Employment Conversion Request letter for the subject lands was submitted by Clark Consulting in August 2020. It is our understanding that the revised submission by Clark Consulting did not provide an analysis of the principles and criteria that were approved by Regional Council. In addition, the submission by Clark Consulting did not clearly express the diversity of housing options that would be provided through the conversion request, specifically the senior’s living facility and other alternative types of housing. As such, the request for an Employment Conversion on the subject lands was not supported by Staff and was not endorsed by Regional Council on December 22, 2021.

The purpose of this letter is to provide an analysis of the Employment Area Conversion request principles and criteria established by Regional Council as they relate to the subject lands in order to provide justification for the introduction of non-employment uses in addition to employment uses on the site. The intent of this Employment Conversion Request is to maintain the existing employment use permissions and add residential use permissions to permit a comprehensive

mixed use development. This conversion request seeks to add a range of residential use permissions, including a senior's retirement living facility on the subject lands. This letter provides consideration for key findings and recommendations of the Region's MCR process and a review the Region's Land Needs Analysis (LNA) and supporting Technical Reports. This letter also provides a summary and analysis of Provincial policy contained in the Provincial Policy Statement (PPS), A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) as well as the Regional Official Plan (ROP) and the Township of Brock's Official Plan (OP) for evaluating the land conversion.

Timeline of Conversion Request

The Region of Durham is undertaking a Growth Management Study (GMS) over two phases as part of the MCR process. Phase 1 of the GMS was the preparation of a Land Needs Assessment (LNA), which provides a detailed review of the Region's land base to determine how much of the Growth Plan population and employment forecasts for Durham Region can be accommodated within existing urban areas. Phase 2 of the GMS will build on the results of the Employment Area Conversion Requests and focus on determining the most appropriate location for any required Settlement Area Boundary Expansion(s). It should be noted that the subject lands are currently located within the Township of Brock's Urban Boundary Area according to Map 1C of the Brock Official Plan, as shown on Figure 5 below.

Four technical reports were prepared in support of the LNA. These include: the Region-Wide Growth Analysis released on July 2, 2021; the Housing Intensification Study released on September 3, 2021; the Employment Strategy Technical Report released on September 24, 2021; and the Community Are Urban Land Needs Analysis released on October 1, 2021. The Land Needs Assessment Recommendation report will compile the key outcomes and recommendations of these reports and will be brought forward to the Region's Planning and Economic Development Committee at a later date.

A summary of the Employment Conversion request for the subject lands and key findings and recommendations from the technical reports have been provided in the timeline below.

- **January, 2018:** Clark Consulting submitted an Employment Area Conversion Request for the subject lands.
- **June 2, 2020:** the Region's Planning and Economic Development Committee approved a recommendation report that outlined the principles and criteria Staff will use to assess Employment Area Conversion requests (Report #2020-P-11).
- **June 24, 2020:** Regional Council ratified Report #2020-P-22 which formally established the principles and criteria for evaluating Employment Area Conversion requests.
- **August 2020:** Clark Consulting submitted a revised Employment Area Conversion request letter to permit a mixed-use development on the subject lands. This request did not provide an analysis of the principles and criteria approved by Council.
- **October 16, 2020:** The Planning and Economic Development Committee received an Information Report (#2020-INFO-94) on the status of Employment Area Conversion

requests that had been received (File D12-01). The subject lands were identified on the Request for Employment Area Conversion Map contained in the Information Report and identified as Conversion Request-ID “CNR-23” (Appendix 1). According to the Information report, the Conversion requests were circulated to local municipalities on October 9, 2020 for review and comment and requested that Staff from the municipalities provide their position by December 31, 2020.

- **July 2, 2021:** The Region Wide Growth Analysis technical report was released, which provided population and employment forecasts and various demographic trends. The report informs key inputs and assumptions for the LNA.
- **September 3, 2021:** the Housing Intensification Study technical report is released, which evaluates the housing supply and demand within the Built-up Area. The report recommends a 50 percent intensification target for the Region and finds that within the Township of Brock, Beaverton Regional Centre offers the highest amount of potential intensification supply (Page 95).
- **September 24, 2021:** The Employment Strategy technical report is released, which analyzes employment trends and the current state of the Region’s Employment Areas. Recommendations on Employment Area Conversion requests are included in this report as well as recommendations on the supply of designated Employment Areas to accommodate employment land related jobs to 2051.
- **December 7, 2021:** Information Report #2021-P-25 was presented to the Planning and Economic Development Committee recommending a list of Employment Area Conversion requests to be endorsed. Request number CNR-23, which included the subject lands, was not supported by Regional Planning Staff.
- **December 17, 2021:** Regional Council ratified Information Report #2021-P-25.

We understand that Regional Council has endorsed the Employment Conversion requests supported by Staff in Report #2021-P-25 and the final Employment Area LNA Recommendation Report will be based on Council’s direction. The purpose of this letter is to request that Staff review the decision in Report #2021-P-25 and support the Employment Conversion request for the subject lands to permit a mixed use development based on the analysis of the principles and criteria approved by Council and outlined in Table A below.

Description of Proposed Development

The purpose of this Employment Conversion Request is to allow residential land use permission on the subject lands while maintaining the existing permission for employment use to allow for a comprehensive mixed use development on the site. The residential land use permission would enable the development of alternative housing options, including a senior’s living facility, and will support future commercial and retail uses on the subject lands and the surrounding area. Zoning By-law Amendment No. 3038-2021 was recently approved by the Township of Brock for the lands located east of the subject lands to permit a retail and commercial development. A Site Plan Approval (SPA) application is currently being prepared for this site. The lands subject to the Zoning By-law Amendment form part of the long-term vision of the subject lands to develop into a mixed use community.

The development of a senior's living facility and alternative housing options is a priority for the Township of Brock as outlined in the Official Plan. Policy 5.2.3.10, which pertains to Residential Areas in the Township, directs Council to encourage the development of alternative housing in order to provide options for a variety of people and income levels. Policy 4.4.2 of the Brock Official Plan states that, "*strong, healthy, inclusive communities have a broad mix of housing types, tenure opportunities and price ranges available to meet the needs of all residents.*" The Official Plan encourage the provision of a full range of housing types to meet the projected demographic and market requirements of current and future residents within the Settlement Areas. The conversion request for the subject lands will contribute this policy objective.

In addition, Policy 3.3.2 of the Durham Region Official Plan states,

Regional Council shall ensure that at least a 5-year supply of serviced lands in Regional and Local Centres and Employment Areas be maintained at all times to meet market needs, taking into account anticipated demand, the need to balance population growth with employment opportunities, the ease of servicing and the financial resources of the Region.

The conversion request seeks to maintain the existing employment land use permissions and add residential permission as part of a mixed use development. The residential land use permissions will further support the commercial development to the east in the ultimate build out scenario.

Description of the Subject Lands and Policy Context

The subject lands are bounded by the floodplain and natural area adjacent to White Creek to the north, Highway 12/48 to the east, existing commercial development to the south, and vacant lands to the west. The subject lands have a combined area of approximately 7.6 hectares and the site is currently vacant as shown on Figure 1.



Figure 1: Air Photo

According to Schedule A, Map A1 (Regional Structure) of the Regional Official Plan, the subject lands are located within the *Urban Area Boundary* and identified as *Employment Areas* (Figure 2). Portions of the subject lands are within the *Greenbelt Natural Heritage System* according Schedule B, Map B1a (Greenbelt Natural Heritage System and Key Natural Heritage and Hydrologic Features) (Figure 3).

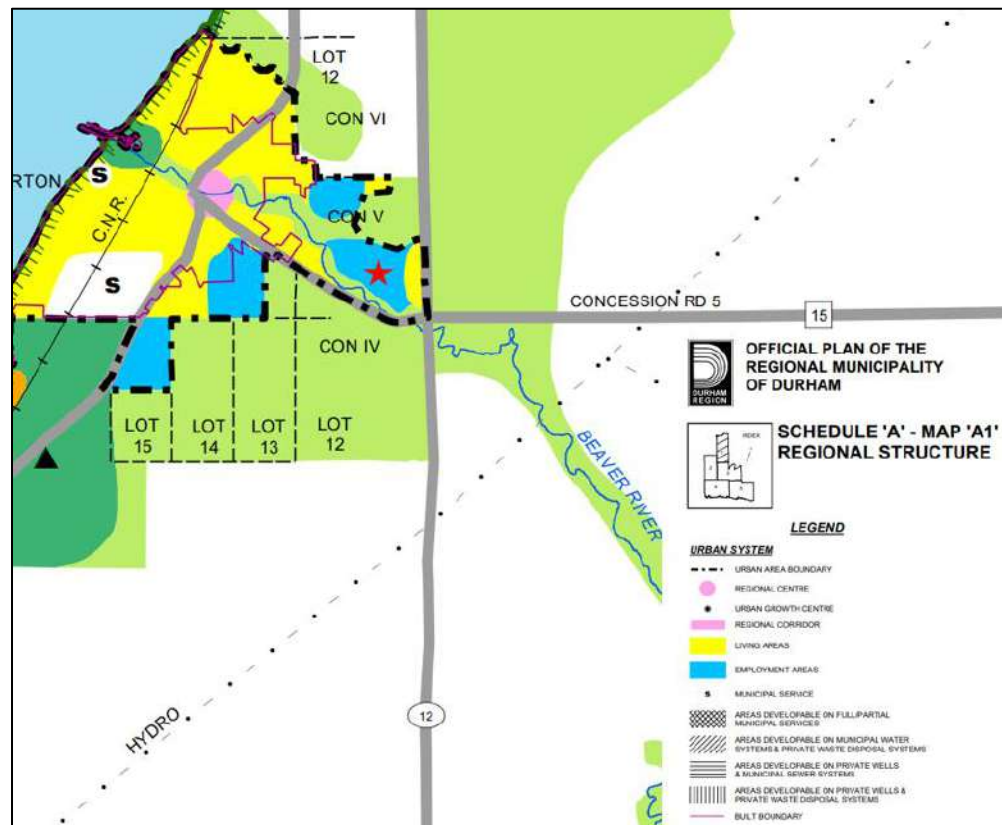


Figure 2: Region of Durham Official Plan Schedule A, Map A1

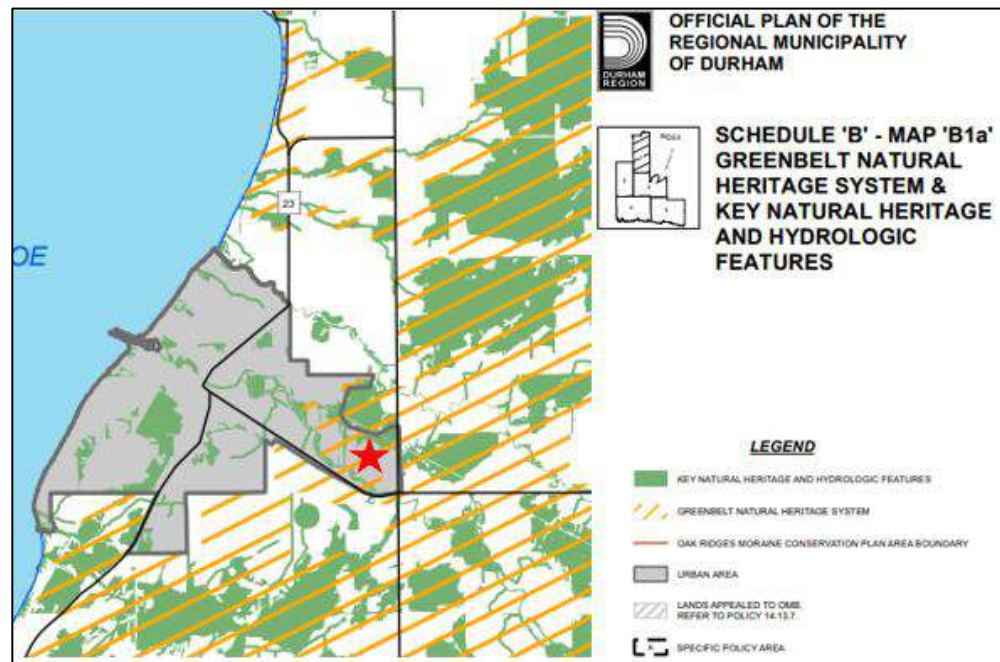


Figure 3: Region of Durham Official Plan Schedule B, Map B1a

Within the Township of Brock Official Plan, the subject lands are designated *Employment Area* and are within the *Urban Area Boundary* according to Map 1A (Urban Area) (Figure 4). Residential uses are not permitted in the *Beaverton Employment Area*. The subject lands are located within a *Greenfield Area* according to Map 1C (Beaverton Greenfield Area) (Figure 5). Urban Areas identified on Map 1A are considered Settlement Areas according to Policy 5.1.2 of Brock's Official Plan. According to Policy 5.1.1, growth in the Township will be focused on and directed to the Settlement Areas to promote their vitality and diversification.

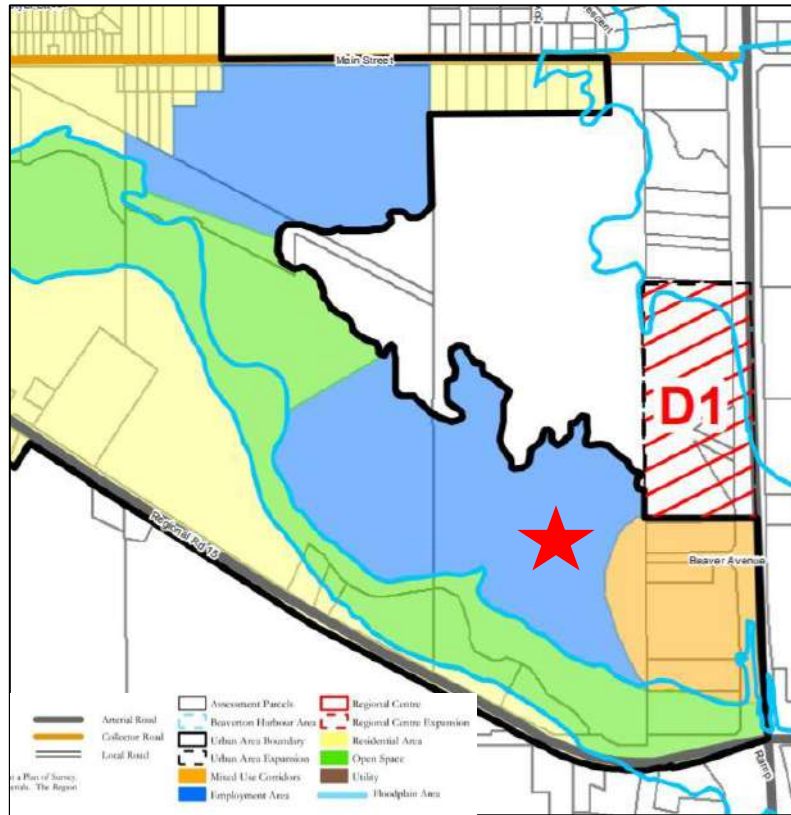


Figure 4: Township of Brock Official Plan Map 1A

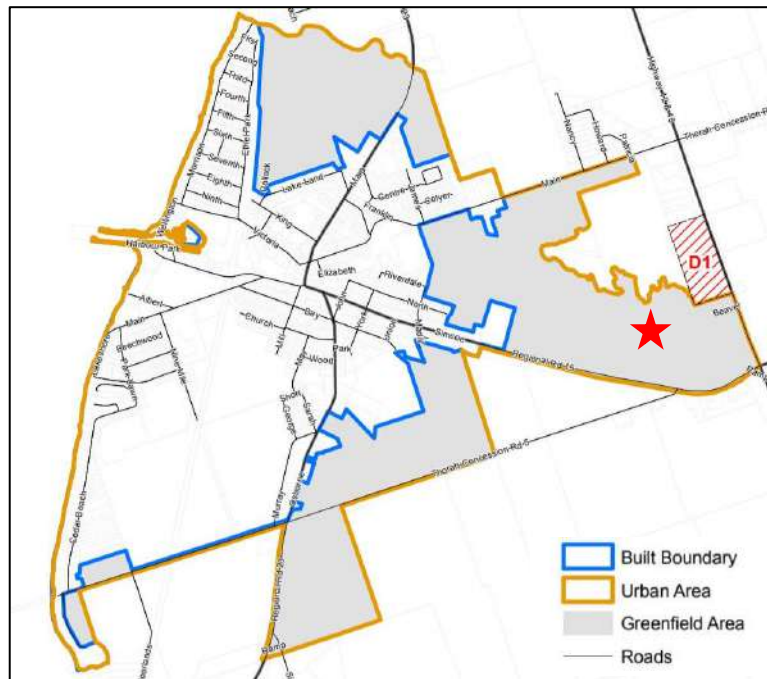


Figure 5: Township of Brock Official Plan Map 1C

The subject lands are zoned *Rural Buffer (RB)* according to Plate A3 of the Township Zoning By-law, which permits a “Permanent Family Dwelling House” according to Plate B.

Policy Context

Provincial Policy Statement 2020

The Provincial Policy Statement (PPS) came into effect on May 1, 2020, and provides policy direction on matters of provincial interest related to land use planning and development across the province. One of the primary objectives of the PPS is to plan for and protect employment areas to secure jobs, promote economic development and competitiveness, and achieve long-term prosperity and social well-being. All planning decisions in Ontario must be consistent with the PPS.

The subject lands are located within the Urban Boundary of Beaverton, which is identified as a Settlement Area according to the Brock Official Plan. The PPS defines Settlement Areas as;

urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets) that are:

- a) built-up areas where development is concentrated and which have a mix of land uses; and*
- b) lands which have been designated in an official plan for development over the longer planning horizon provided for in policy 1.1.2. In cases where land in designated growth areas is not available, the settlement area may be no larger than the area where development is concentrated.*

The PPS encourages the vitality and regeneration of Settlement Areas to ensure effective use of infrastructure and public service facilities within these areas. According to Policy 1.1.3.1 of the PPS, Settlement Areas shall be the focus of growth and development. The Employment Conversion Request for the subject lands is consistent with the PPS in that will allow for the development of a mixed-use community comprised of a range of residential and employment uses on the site within an identified Settlement Area. The subject lands are located within the Urban Boundary and have been identified as a focus for growth and development in the Brock Official Plan. The Employment Conversion Request seeks to allow non-employment uses on the subject lands, including residential uses that will support the existing and planned commercial uses in the area, and contribute to a mix of land uses pursuant to the PPS. In addition, the conversion request seeks to permit the development of a senior’s retirement living centre, which will provide employment opportunities and residential density to support existing and planned commercial development in the area.

The PPS permits the conversion of lands within employment areas to non-employment uses through a comprehensive review subject to specific criteria. In accordance with Policy 1.3.2.4, planning authorities must demonstrate that the land is not required for employment purposes over the long term and there is a need for the conversion. This request intends to maintain the subject

lands employment use permissions and expand the permissions for the subject lands to allow for residential uses a component of a mixed use development for the site, which would include a senior's assisted living facility. The proposed development would maintain an existing employment component by creating additional jobs and fulfill an important need in the community.

Policy 1.3.2.5 of the PPS permits lands within employment areas to be converted to a designation that permits non-employment uses outside of an MCR process provided the area has not been identified as a Provincially Significant Employment Zone (PSEZ). This policy must be considered in the context that this conversion request is being made through the Region of Durham's MCR process and the subject lands are not located within a PSEZ.

The PPS directs municipalities to provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents under Section 1.4. The employment conversion request seeks to add residential use permissions that will contribute to the housing goals of the PPS, specifically through the additional of alternative housing forms such as a seniors retirement facility.

The Region of Durham's Land Needs Analysis Report (LNA) finds that population forecasts in Durham Region expect to grow approximately 634,200 persons to an approximate total of 1,300,00 by 2051. The subject lands are located within the Urban Boundary of Beaverton and an identified Settlement Area according to the Schedule C1 of the Brock Official Plan and are considered an appropriate location for residential density. The introduction of residential uses on the subject lands, specifically the senior's retirement living facility, will support this growth and is consistent with the policies of the PPS.

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

The Growth Plan provides direction related to the development and growth of communities within the Greater Golden Horseshoe (GGH). The Growth Plan seeks to achieve complete communities and prioritize intensification and a mix of densities to make better use of land. Section 2.2.5 of the Growth Plan identifies policies related to employment and specifies that employment land conversions can only be considered at the time of an MCR (Section 2.2.5.9). The request to develop the subject lands to include non-employment uses is provided as part of the ongoing Regional MCR, and is considered appropriate within the context of Section 2.2.5 of the Growth Plan.

Section 2.2.5.9 provides the minimum criteria for assessing requests for the conversion of employment lands. This Section directs that:

The conversion of lands within employment areas or prime employment areas to non-employment uses may be permitted only through a municipal comprehensive review where it is demonstrated that:

- a) *there is a need for the conversion;*

- b) *the lands are not required over the horizon of this Plan for the employment purposes for which they are designated;*
- c) *the municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan;*
- d) *the proposed uses would not adversely affect the overall viability of the employment area or prime employment area or the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan; and*
- e) *there are existing or planned infrastructure and public service facilities to accommodate the proposed uses.*

The Employment Area Conversion request meets the test of the Growth Plan outlined in Policy 2.2.5.9. Specifically, Policy 2.2.5.9(a) is satisfied as the conversion request will permit the addition of a senior's assisted living facility, which has been identified as a significant need in the community given the growing senior's population in Beaverton. Policies 2.2.5.9(b-d) are satisfied as a future mixed use community will ensure that forecasted employment growth can still be met as existing employment permissions and uses are not being removed from the subject lands. Finally, in accordance with Policy 2.2.5.9(e), temporary servicing via groundwater and a private septic system will be required to service the subject lands and it is our understanding that municipal water and sewer systems will be extended from the adjacent urban area. Technical studies and design of this system have been completed.

A key objective of the Growth Plan is the achievement of complete communities. The Growth Plan defines complete communities as:

Places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts.

An important aspect of complete communities is to ensure that people of all ages and abilities have access to important amenities. The conversion request for the subject lands will help to achieve this objective by providing a mix and range of housing options on the site, including a senior's assistant living facility to accommodate an aging population in Beaverton and across the Region. The senior's retirement living facility will ensure that senior citizens have convenient access to commercial and retail stores and outdoor recreational facilities. Zoning By-law Amendment 3038-2021 permits retail and commercial uses along the west side of Highway 12, which forms part of the full build of the subject lands and is intended to serve future residents including the proposed senior's retirement living facility.

Section 2.2.6 of the Growth Plan provides direction related to housing. According to Policy 2.2.6.1, upper- and single-tier municipalities will support a range housing choice through the achievement of the minimum intensification and density targets set out in the Growth Plan by supporting a

diverse range and mix of housing options and densities. Pursuant to Policy 2.2.6.2, this will support the achievement of complete communities by:

- a) *planning to accommodate forecasted growth to the horizon of this Plan;*
- b) *planning to achieve the minimum intensification and density targets in this Plan;*
- c) *considering the range and mix of housing options and densities of the existing housing stock; and*
- d) *planning to diversify their overall housing stock across the municipality.*

Durham Region's Growth Management Study – Community Area Urban Land Needs Technical Report (#2021-INFO-100) also provides an overview of the Region's long-term Designated Greenfield Area (DGA) Community Area land needs to 2051. This assessment confirms there are approximately 5,500 developable hectares of DGA lands designated throughout the Region's Area Municipalities. Section 15A of the Durham Region Official Plan defines Greenfield Lands as all undeveloped lands within a designated *Urban Area* that are not within the *built-up area*. The subject lands are designated *Urban Area* according to Schedule B of the Durham Official Plan and are outside of the built-up area according to Schedule A and satisfy the definition of *Designated Greenfield Area* per Durham Region's Official Plan definition. Pursuant to the Growth Plan policy 2.2.7.a), minimum intensification and density targets are to be achieved at 50 people and jobs per hectare. In addition, Report #2021-INFO-100 indicates from 2021 to 2051 an approximate 105,800 new housing units are to be developed to be accommodated for DGA lands, to ensure the existing and new DGA lands are developing as *complete communities*. The Employment Conversion Request for the subject lands conforms with the Durham Region Official Plan's definition of DGA and satisfies Section 2.2.6 of the Growth Plan by providing density and intensification on lands that are currently vacant and within the Urban Area thereby supporting the achievement of complete communities.

Summary

Provincial policy contained in the PPS and Growth Plan provide direction to protect and enhance employment areas in Ontario to promote job growth encourage long-term economic prosperity across the province. The intent of these policies is to ensure the province has enough land available to meet projected employment growth. At the same time, the PPS and Growth Plan allow for the conversion of employment areas to permit non-employment uses provided certain criteria are met. This includes the need for conversion to non-residential uses, supporting the existing or planned infrastructure and public service facilities to accommodate the proposed uses, and ensuring that municipalities can still meet their employment growth projections.

The policies reviewed in this Employment Conversion request letter from the PPS and the Growth Plan have established the consideration for economic job growth and population growth, and the need for policies to assist in guiding municipalities to adequately plan for both. The employment area conversion request for the subject lands achieves the objectives of the PPS and Growth Plan

policies reviewed in this letter through the contemplated residential development which includes a senior's assisted living facility. Residential development on the subject lands is appropriate in given the site's location within the Urban Boundary and identified within a Settlement Area. The employment conversion request seeks to permit the development of a senior's retirement living facility, which will contribute to the principals of a complete community pursuant to the Growth Plan. Based on this analysis, it is our opinion that the request for an employment conversion appropriately considers the PPS and Growth Plan policies in the context of Durham Region's MCR.

Durham Region Official Plan 2020

The Durham Region Official Plan (ROP) contains land use policies to guide development in the Region to 2031. The ROP provides direction for employment conversion in Policies 8C.2.16 and 8C.2.17. According to Policy 8C.2.16, the conversion of employment area lands shall only be considered through an MCR process pursuant to the provisions of the Growth Plan. The Employment Area Conversion Request for the subject lands is being submitted through the Region's MCR process and conforms to the Section 2.2.5.9 of the Growth Plan. Policy 8C.2.17 states that Regional Council decisions to refuse applications, or non-decisions of applications for the conversion of employment areas shall not be subject to appeal to the Ontario Land Tribunal. As such, the Employment Conversion Request conforms to the Regional Official Plan.

Township of Brock Official Plan 2018

The Township of Brock Official Plan (OP) details policies for the growth and development of the urban areas, hamlets, and shoreline residential areas within the Town. According to Policy 5.1.1, "*growth in the Township will be focused on and directed to the Settlement Areas to promote their vitality and diversification.*" The subject lands are located within the Urban Area of Beaverton, which is designated a Settlement Area according to Policy 5.1.2(a). Policy 5.2.1.1 states that a goal of the residential areas is to provide "*a wide variety of housing types, densities and tenure to satisfy the socioeconomic needs of existing and future residents*". The Employment Conversion Request will contribute to the achievement of this policy objective by providing a range of residential densities and unit types including a senior's retirement living facility.

Policy 5.6.3.8 of the OP permits the conversion of existing vacant Employment Areas that are "*deemed unsuitable for employment uses due to location and/or are subject to significant development constraints*" at the time of an MCR. The Employment Conversion Request is being submitted through the Region's MCR pursuant to Policy 5.6.3.8. Additionally, the municipal comprehensive review must demonstrate that:

- a) *there is a need for the conversion;*
- b) *the Township will meet the employment forecasts allocated by the Regional Official Plan;*
- c) *the conversion will not adversely affect the overall viability of the employment area, and the achievement of intensification targets and density targets;*
- d) *there is existing or planned infrastructure to accommodate the proposed conversion;*
- e) *the lands are not required over the long term for employment purposes for which they are designated; or,*

- f) *alternatively, employment lands to be converted shall be replaced through the designation of more suitably located lands for the development of employment uses; and,*
- g) *cross-jurisdictional issues have been considered.*

The conversion request satisfies the policy requirements of Policy 5.6.3.8 as follows:

- a) the conversion request will provide for a range of residential use permission, including a senior's retirement living facility to accommodate a growing market need in the Town on land that is currently vacant and within the Urban Area;
- b) the conversion request does not seek to remove the existing employment permission from the subject lands. The conversion request seeks to add residential land use permissions on the subject lands in support of a future mixed use development. Maintaining the existing Employment use permissions will provide employment opportunities and help to achieve the Region's employment forecast;
- c) the employment conversion request will not adversely affect the viability of the employment area as it will not remove the existing employment use permissions on the subject lands. The addition of residential land use permission will also support the existing and planned commercial uses along Highway 12;
- d) the subject lands are located adjacent to commercial and retail uses along Highway 12. A future development application will provide additional commercial and retail uses which will be supported by residential density on the subject lands. Existing and planned infrastructure related to servicing will support a future mixed use development on the site;
- e) the employment conversion request does not seek to remove the employment use permissions from the subject lands. The intent of the conversion request is to add residential use permissions in order to permit the development of a mixed use community;
- f) the employment conversion request maintains the existing employment uses on the subject lands; and
- g) there are no cross-jurisdictional issues as a result of this employment conversion request.

Employment Area Conversion Request Analysis

On June 2, 2020, the Region's Planning and Economic Development Committee approved a recommendation report that outlined the principles and criteria Staff will use to assess Employment Area Conversion requests (Report #202-P-11). Regional Council ratified Report #2020-P-22 on June 24, 2020, which formally established the principles and criteria for evaluating Employment Area Conversion requests. On December 7, 2021, Information Report (#2021-P-25) was presented to the Planning and Economic Development Committee recommending a list of Employment Area Conversion requests to be endorsed. Request number CNR-23, which included the subject lands, was not supported by Regional Planning Staff based on an analysis of the approved principles and criteria for evaluating Employment Area Conversions. Table A below provides a summary of Staff's analysis and a response to each criteria to demonstrate the appropriateness of this Employment Area Conversion Request.

Table A: Employment Area Conversion Request Criteria and Principles

Parameter	Staff Analysis in Report #2020-P-11	Response
PPS (a)	As per the draft LNA, there is a shortfall of Community Lands, therefore a need for additional Community Area lands.	Acknowledged.
PPS (b)	Results of draft LNA have identified that the lands are required for employment purposes over the long term.	The Employment Conversion request does not seek to remove the employment use permissions from the subject lands. The intent of the conversion request is to add residential use permissions in order to permit the development of a comprehensive mixed use community, and supports employment and jobs.
Growth Plan (a)	As per the draft LNA, there is a shortfall of Community Lands, therefore a need for additional Community Area lands.	Acknowledged.
Growth Plan (b)	Results of draft LNA have identified that the lands are required for employment purposes for which they are designated.	See above.
Growth Plan (c)	Since there is an anticipated shortfall of employment lands to 2051, the Municipality will not be able to maintain sufficient employment lands to accommodate forecast growth over the plan horizon.	By maintaining employment use permission on the subject lands, the future development will still contribute to the employment growth forecast to 2051.
Growth Plan (d)	<p>Proposed conversion of the site will adversely impact the overall viability of the employment area.</p> <p>The proposed conversion is in the DGA and will not contribute to the Region and Area Municipality's ability to achieve the intensification targets set forth in the Growth Plan.</p> <p>Based on the draft LNA conducted, the Region can achieve the density</p>	<p>The subject lands are within the Urban Boundary of Beaverton, which is an identified Settlement Area. Residential intensification within a Settlement Area conforms to the Growth Plan.</p> <p>The conversion request seeks to permit the development of a senior's retirement facility, which will provide a needed amenity to the surrounding area, while maintaining employment uses which will enhance the viability of the employment area.</p>

	targets without conversion of the site.	
Growth Plan (e)	Proposed conversion will result in a need for enhancing infrastructure or public service facilities.	Development of the subject lands requires temporary servicing via ground water and a private septic system until such time that municipal water and sewer systems are extended from the adjacent urban area and the technical studies and design of this system have been complete.
Location	The site is located close to Highway 12.	The subject lands do not front Highway 12 and will provide residential intensification that will support commercial and retail uses along Highway 12.
Access	The site has good access potential from Highway 12 and 48 and Access from Regional Road 15 may be limited.	The ultimate development scenario contemplates access to an integrated road network that will provide access to Highway 12. Traffic Engineering details will be confirmed through the formal development review process.
Employment area configuration	Site is a part of the broader contiguous Employment Area. Conversion of the site has the potential to result in encroachment / erosion of the broader Employment Area.	Employment uses are not being removed through this conversion request. The additional residential use permissions will support and enhance the commercial, retail and other employment related use in the area and provide a complete mixed use community.
Site Configuration	The Site has servicing constraints but is large enough to have employment uses. The site is subject to a Regional initiative to extend regional sanitary services to employment lands and increase their attractiveness/marketability for employment development.	The conversion request seeks to maintain the existing employment use permission and add residential use permissions as part of a future mixed use development.
Land Use	The proposed conversion of the site has the potential to undermine the planned function of this area. The site has very good connectivity and is surrounded by commercial and permissions for industrial uses. Surrounding uses, including the potential for adjacent	The subject lands are located within the Urban Boundary of Beaverton and considered appropriate for residential mixed use development. There are no industrial uses surrounding the subject lands. Land use compatibility is not anticipated to be a concern and will be addressed through formal applications.

	employment uses, could pose the potential for compatibility issues with residential uses and will impact the synergies with the remaining employment area.	
Supply	The site is about 8 ha and conversion will compromise the overall supply of large Employment Area sites at the Local and Regional level.	The subject lands will maintain an employment component. The intent of the conversion request is to permit residential development, including a senior's retirement facility.
Jobs	The Submission is for residential use and does not include a component of employment/job creation on the lands subject to the conversion request.	Employment uses are contemplated despite the conversion request. Additionally, the proposed residential senior living facility will also create opportunities for job creation.
Major Transit Station Area	The site is not within a proposed MTSA boundary.	The Growth Plan does not require that lands subject to employment conversion be located within an MTSA.
Municipal Interests and Policy	Township of Brock does not support the Conversion.	Discussions are ongoing with Township officials.
Municipal Interests and Policy	No cross jurisdictional issues or impacts are anticipated	Acknowledged.

Conclusion

This correspondence is being submitted to request that the subject lands be considered for employment area conversion to permit residential uses, in addition to employment uses on the subject lands. It is our opinion that this letter demonstrates that the proposed request considers the policies of the PPS, Growth Plan, and ROP, supports the findings of the LNA Report, and meets the evaluation principles and criteria for an employment area conversion.

We kindly request to be notified of any future reports and meetings, as we continue to monitor the MCR process. Thank you for the opportunity to provide this letter and we would be open to future discussion regarding the development of the subject lands. We reserve the right to provide additional comments throughout this process. Should you have any questions, please contact the undersigned (ext. 241) or Darrin Cohen (ext. 277).

Yours truly,
Weston Consulting

Per:

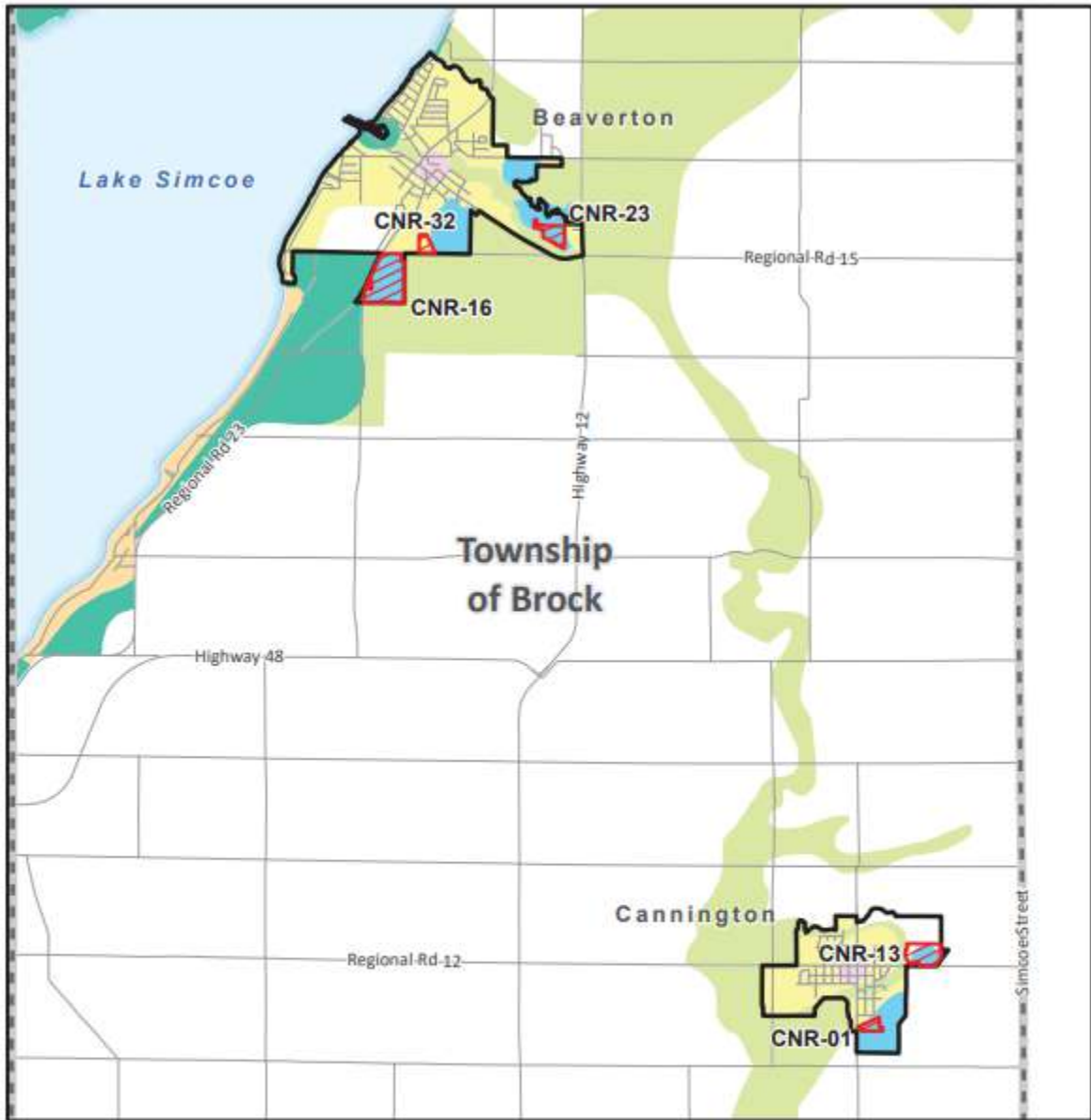


Ryan Guetter, BES, MCIP, RPP
Executive Vice President

- c. Client
 - Gary Mueller, Region of Durham
 - Colleen Goodchild, Region of Durham
 - Lino Trombino, Region of Durham
 - Debbie Vandernakker, Township of Brock

Appendix: Requests for Employment Area Conversion – Township of Brock – CNR-23 (Subject Lands)

Attachment #4



Requests for Employment Area Conversion –Township of Brock



Legend

- Lands Subject to Employment Conversion Request
- Prime Agricultural Areas
- Employment Areas
- Major Open Space Areas
- Waterfront Areas
- Living Areas
- Regional Corridors
- Regional Centres
- Urban Area Boundary
- Municipal Boundary

Data Sources and Disclaimer
Regional Official Plan, Schedule 'A' composite, 2017 consolidation. This map has been produced from a variety of sources. The Region of Durham does not make any representations concerning the accuracy, likely results, or reliability of the use of the materials. The Region hereby disclaims all representations and warranties. Digital cartography by The Regional Municipality of Durham, Planning and Economic Development Department, 2020. All rights reserved. May not be reproduced without permission. Requests received by the Region of Durham as of September 24, 2020.

Planning and Economic Department
The Regional Municipality of Durham
605 Rossland Road East
Whitby, Ontario Canada
L1N 6A3

December 22, 2022
File No. 10085

**Attn: Brian Bridgeman
Commissioner**

RE: Response Letter to Envision Durham – Growth Management Study, Phase 2: Draft Settlement Area Boundary Expansion and Area Municipal Growth Allocations, dated November 10, 2022

**Beaverton Commons
Part Lot 11, Concession 5, Beaverton, Township of Brock**

Weston Consulting is the Planner for the owner of the lands legally known as Part Lot 11, Concession 5, Beaverton, Township of Brock and referred to as “Beaverton Commons” (the “subject lands”). The previous supplemental letter, dated April 29 2022 was provided in response to a positive meeting held with Township of Brock Elected Officials and Staff on March 24 2022. Previously, our office submitted an Employment Conversion Request Letter on March 7 2022.

This letter is prepared in response to the Region’s Information Report titled *Envision Durham – Growth Management Study, Phase 2: Draft Settlement Area Boundary Expansion and Area Municipal Growth Allocations, dated November 10, 2022* (Regional Information Report). This letter should be read in conjunction with the previous correspondence our office has filed in support of the Beaverton Commons site in the Township of Brock.

Region of Durham Area Municipal Growth Allocations and Land Needs, 2051

Our office has received and reviewed the findings of the Watson & Associates Economists Ltd. Durham Region Growth Management Study – Phase Two Report dated October 17, 2022 (Watson Report). We understand that between 2006 and 2021, the Township of Brock experienced **job losses**, rather than the conventional growth of jobs experienced in various other municipalities throughout the Greater Toronto Area.

With the understanding that between 2006 and 2021, the Township experienced jobs losses, the Watson Report forecasts the Township to build-out all available Employment Area land to 2051. Municipal Employment Growth in the Township is forecasted to double from 2021 to 2051, from 3,700 jobs (2021) to 7,400 jobs (2050), which represents a +100 % increase of jobs within the Township over the next 30 years. The projected employment growth is subject and pending adequate servicing infrastructure in order to accommodate aforementioned employment growth. Although the Township of Brock’s employment forecasts a nominal share of employment growth from a regional perspective, this appears aggressive, given history indicates employment growth has declined over the last 15 years, as referenced in the Watson Report and achieving the required demand to meeting these targets is not supported by the current employment market in this area.

Envision Durham – Growth Management Study, Phase 2 – Information Report

Our office has received and reviewed the Region’s Staff Information Report dated November 10, 2022. We understand the employment forecasts referenced in the Watson Report relating to the Township of Brock were carried over into the Region’s Information Report. Our comments above regarding the Watson Report also apply to the Information Report dated November 10, 2022

Our office appreciates that the previous Beaverton Commons (CNR-23) employment conversion request was reconsidered by way of this information report. We acknowledge that Regional Staff continue to not recommend conversion of CNR-23, on the basis that the Township is forecasted a shortage of Employment area, and a surplus of community area land, which could accommodate a retirement community.

Through discussions with the Township of Brock Staff, we understand the long-term vision of vacant employment land supply is targeting prestige employment uses, such as last-mile logistics uses. Our office acts on behalf of several Clients and industry leaders across the Greater Toronto Area, whom contain large last-mile-logistics portfolios. We understand that often the element of locational criteria are the largest drivers of last mile logistics projects. Often prospective tenants/ users of these type of uses, require close proximity to the provinces 400 series highways. The proximity to these throughfares allow expeditious delivery of goods from airports, manufactures and consumers of goods. The location criteria of Beaverton hinder the ability to secure these coveted tenants, industries and users based on their underlying criteria.

The supplemental letter our office prepared dated April 29, 2022 provided context of a redevelopment scenario, which would assist in diversifying the viability and usability of the Township's existing under-utilized employment land supply. The introduction of an 'age-in-place' retirement community at this location would provide the Region and Township with an opportunity of efficiently using existing employment land with employment/ institutional uses that have generated an interest from the retirement community industry. We continue to understand through discussions with the Township that their remains a growing demand within the Township of Brock for senior living facilities and institutional care facilities.

Conclusion

We continue to liaison with Township Planning Staff in providing examples and various scenarios where institutional uses have been incorporated into or adjacent to employment land areas throughout the Greater Toronto Area and trust that this information will be helpful in realizing this same potential for the Beaverton Common lands.

Thank you for the opportunity to submit this letter. We would be open to future discussion regarding the development of the subject lands. We reserve the right to provide additional comments throughout this process. We would kindly request that the reconsideration of staff's position of CNR-23 and support the intended uses.

Should you have any questions, please contact the undersigned (ext. 241) or Adam Santos (ext. 276).

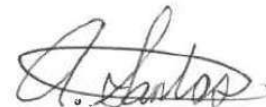
Yours truly,

Weston Consulting

Per:



Ryan Guetter, BES, MCIP, RPP
Executive Vice President



Adam Santos, BURPL, RPP, MCIP
Senior Planner

- c. Client
 - Mayor Schummer, Township of Brock
 - Regional Councillor Michael Jubb, Township of Brock
 - Local Councillor Peter Frank, Township of Brock
 - Robin Prentice, Township of Brock
 - Colleen Goodchild, Region of Durham
 - Lino Trombino, Region of Durham

Attachment: Development Concept, Age-in-Place Community



IMAGE LIBRARY



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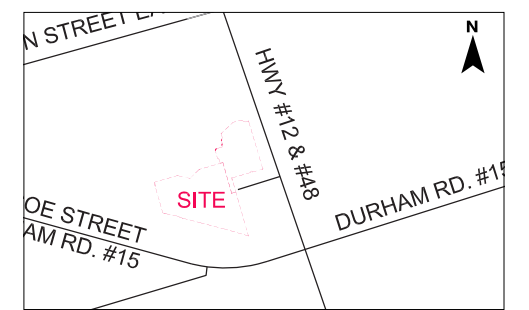
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LEGEND

BUILDING A

Long-Term Care Facility
3-STY

BUILDING B

Seniors' Apartment
3-STY

BUILDING C

Commercial/Recreational Uses
1-STY

SENIORS' INDEPENDENT LIVING

Life Lease/Rentals
Urban & Traditional Bungalow Towns

SENIORS' INDEPENDENT LIVING

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CARICARI LEE ARCHITECTS

DRAWING BASED ON OVERALL SITE PLAN BY
CARICARI LEE ARCHITECTS, DATED JUNE 2022

DRAWN / REVISED

03 AUG 2022 Final Draft

DEVELOPMENT CONCEPT

AGE-IN-PLACE COMMUNITY
TOWNSHIP OF BROCK
REGION OF DURHAM



WESTON
CONSULTING



File Number: 10085
Date: 2022-08-04
Drawn by: SM
Planner: AS
CAD: NA

Drawing

A1

The Corporation of the Township of Brock
1 Cameron Street East
Cannington, Ontario
L0E 1E0

February 2, 2023
File: 10085

Attn: Robin Prentice, Director of Development Services

**Re: Beaverton Commons
Sensitive Analysis in Proximity to Employment Uses**

Weston Consulting is the Planning Consultant for the owner of the lands legally known as Part Lot 11, Concession 5, Beaverton, Township of Brock and referred to as “Beaverton Commons” (the “subject lands”). As you are aware our office has previously provided correspondence to both local and regional staff members on March 24, 2022, April 29 2022, and most recently on December 22, 2022. The correspondence submitted on behalf of Beaverton Commons have been provided in a continued effort to provide valuable information to staff as a means of endorsing our client’s employment conversion request.

The submitted employment conversion request seeks permission to allow for institutional land use permissions on the subject lands, while maintaining existing permissions for traditional employment uses, allowing for a comprehensive mixed-use development. Permissions for institutional uses would enable the development to provide an alternative housing option, such as potential retirement residences, including assisted living quarters and memory care facilities, together with medical facility.

The land holdings currently represent a vacant parcel of land, situated at a prominent location in Beaverton. The request for conversion provides the opportunity for the subject lands to be developed with a mixture of uses, promoting the creation of a complete community. The owner intends to facilitate the construction of a retirement community consisting of independent living (adult lifestyle for adults aged 55 and up), assisted living and long-term care units. Given the location of the subject lands, being in proximity to Highway 12, Simcoe Street, and existing/ planned commercial uses along Highway 12, there is an opportunity to take advantage of the strong locational attributes by facilitating needed alternative housing forms at this location.

Sensitive Use Analysis:

Through recent and past discussions with yourself, Mayor Schummer, and Regional Councillor Jubb, we are pleased to share with you examples of areas in the Greater Toronto Area, where sensitive institutional uses can co-exist with traditional employment uses, in employment areas and abutting employment areas.

Town of Stouffville – Case Study Example

The Town of Stouffville received a number of development applications for potential locations of long-term care facilities, located within the Town’s Business Park Area. Historically, the Town had not considered zoning by-law amendment applications for institutional uses such as seniors long-term care facilities on lands designated Employment Business Park Area, due to potential land use compatibility issues with traditional employment uses. A Recommendation Report was brought to Town Council on September 6, 2016, a brief summary of key findings from the Town’s Staff Report are provided below.

Town Planning Staff undertook a best practise research assignment which reviewed existing Provincial and other guidelines to evaluate whether institutional and other employment uses could co-exist. The Town made a clear distinction between traditional residential uses and institutional uses, with institutional facilities having the following characteristics:

- Generate sustainable jobs;
- Do not include full kitchen in units;
- Does not exceed 220-volt services for cooking purpose; and
- Food preparation and dining take place in communal facilities.

Section 4.3 of the Recommendation Report provided an example of a Sensitive Institutional to Employment Land Use Conflict in Toronto. This case references an area zoned General Employment, surrounding by Heavy Employment, where it was rezoned to permit a long-term care facility and seniors living building. Council supported the application based on the principles of employment generation with respect to nursing staff, administrative staff, and cleaning personal. Through the Site Plan Agreement process, a warning clause requiring each new occupant of the long-term care facility be provided notice of its neighbouring zoning permissions and advising of the ability of future employment uses expansion was established. The mechanism of including appropriate warning clauses into the implementing site plan agreement maintained the viability of nearby and abutting employment uses/ businesses.

The Staff Recommendation Report recommended that where proposed sensitive uses are proposed, the submission of exhaustive studies be provided (traffic, dust, odour, noise, etc.) ensuring impacts on existing and planned employment uses are minimized. Ultimately, Town Council adopted the following recommendations:

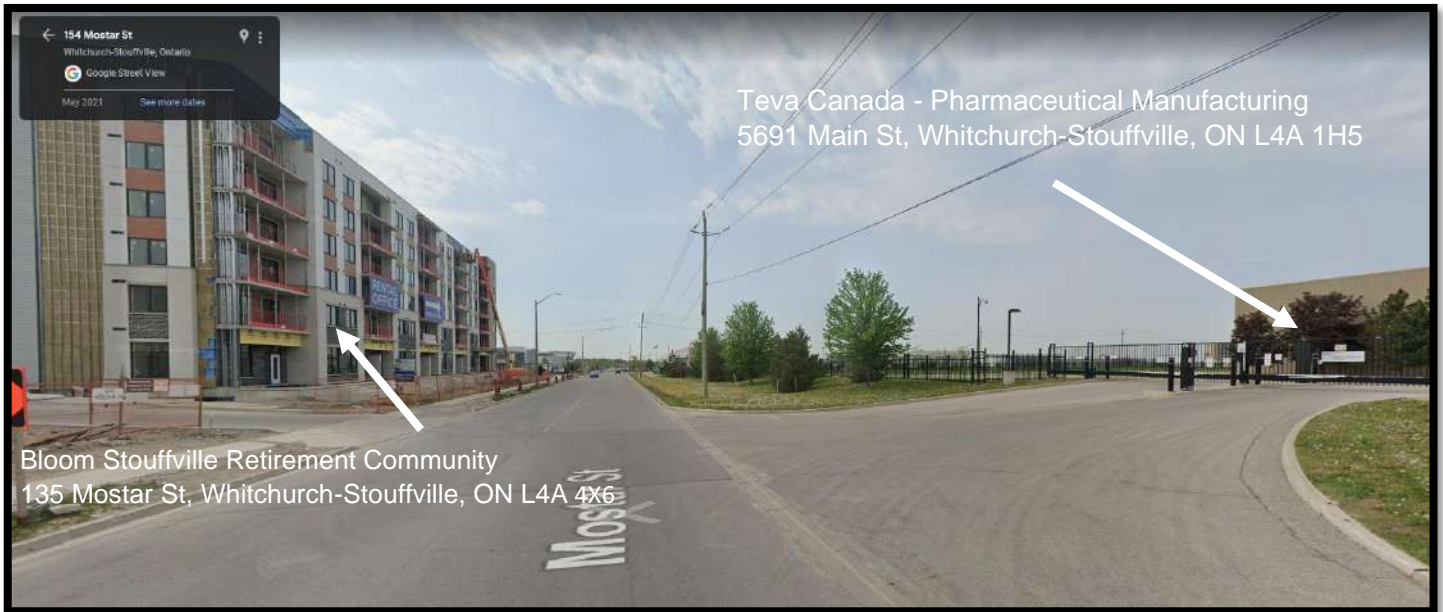
1. THAT Council direct staff to begin accepting zoning by-law amendment applications for potential sensitive institutional uses in the Community of Stouffville Secondary Plan Business Park Areas;
2. AND THAT Council evaluate the merits of zoning by-law amendment applications for locating potential sensitive institutional uses in Community of Stouffville Business Park Areas with respect to the **following non-exhaustive factors: ability to create jobs, potential to compromise the immediate or future viability on nearby employment uses and lands zoned for employment uses, and, potential mitigation measures;**
3. AND THAT Council direct staff to require within the Site Plan Control Agreement, a covenant on title warning purchasers of the possibility of noise, vibration or odours (contaminant discharges) emanating from nearby uses, both existing and proposed, as a condition of approval of potential sensitive institutional developments within the Community of Stouffville Business Park Areas.

With respect to the Town of Stouffville's analysis they have draw upon a clear distinction between institutional uses and residential uses. The Town of Stouffville's analysis sets forward an acceptable framework by which Municipalities across the Greater Toronto Area can tailor and build off of, to suit the needs in their municipality.

In regard to examples across the Greater Toronto Area, where institutional uses can co-exist either in within employment areas or adjacent to employment areas are provided below. The examples contained below are locations identified in varying Municipalities across the Greater Toronto Area:

Greater Toronto Area Case Study Examples:

Town of Stouffville



<https://www.google.com/maps/place/135+Mostar+St,+Whitchurch-Stouffville,+ON+L4A+0L9/data=!4m2!3m1!1s0x89d529843a1ea959:0xa149bb1c59ca54dd?sa=X&ved=2ahUKewiN-u7jkfP8AhVimYkEHQmYB0YQ8gF6BAgREAI>



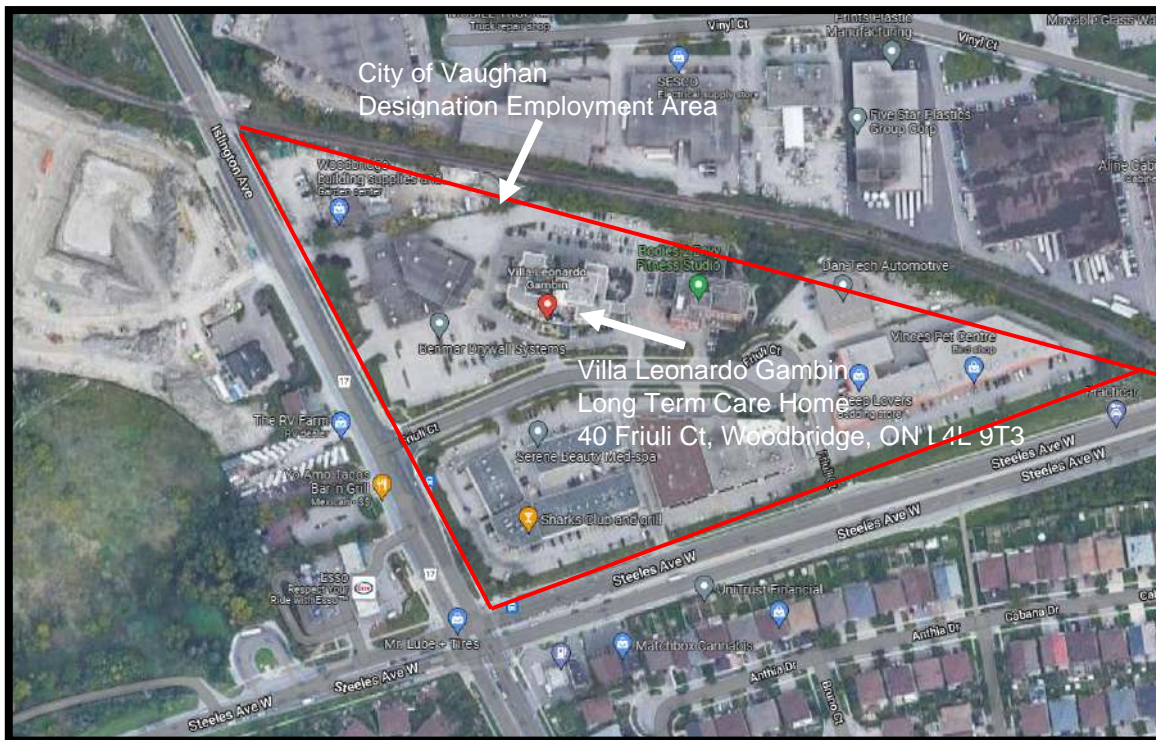
<https://www.google.com/maps/place/162+Sandiford+Dr,+Whitchurch-Stouffville,+ON+L4A+0Y2/@43.9610069,-79.26793,17z/data=!3m1!4b1!4m5!3m4!1s0x89d529bbae53f63f:0xed7262a1d16d24e1!8m2!3d43.9610069!4d-79.26793>

City of Richmond Hill



<https://www.google.com/maps/place/80+Elgin+Mills+Rd+E,+Richmond+Hill,+ON+L4C+0L3/@43.8911373,-79.439358,17z/data=!3m1!4b1!4m5!3m4!1s0x882b2a4281309a7b:0xfaf8ca5a64fe65f!8m2!3d43.8911373!4d-79.439358>

City of Vaughan



<https://www.google.com/maps/place/40+Friuli+Ct,+Vaughan,+ON+L4L+9T3/data=!4m2!3m1!1s0x882b3ab181632975:0x846f74326686653e?sa=X&ved=2ahUKewj16tLRkvP8AhWPKyKEhd8uDjAQ8gF6BAglEAI>



<https://www.google.com/maps/place/7371+Martin+Grove+Rd,+Woodbridge,+ON+L4L+9N2/@43.7666215,-79.6066048,17z/data=!3m1!4b1!4m5!3m4!1s0x882b3b2830b588df:0x6da92ccce79fd4!8m2!3d43.7666215!4d-79.6066048>

The Beaverton Commons development vision of a senior living community will make more efficient use of the subject lands, and based on input from the ownership group the planned development anticipates to provide 250 to 350 jobs, which is substantially greater than currently existing, while improving overall employment opportunities. Anticipated employment opportunities generated from senior living facilities range from nurses, personal support workers, residence support, chefs/ cooking team, administrative and operation staff. The proposed conversion is anticipated to increase the number of current jobs provided, while providing assistance in accommodating anticipated future growth within the municipality and region.

Any form of redevelopment of the subject land which would consider sensitive land uses would need to be consistent/ conform with Provincial Policy, demonstrate land use compatibility, and be subject to recommended mitigation measures established through various technical reports.

Thank you for the opportunity to provide this letter. Our team welcomes a follow up discussion regarding the proposed development and information provided herein at the subject lands. Should you have any questions, please contact the undersigned, Ryan Guetter (ext. 241) or Adam Santos (ext. 276).

Yours truly,

Weston Consulting

Per:



Ryan Guetter, BES, MCIP, RPP
Executive Vice President



Adam Santos, BURPI, RPP, MCIP
Senior Planner

c. Client

Mayor Schummer, Township of Brock
Regional Councillor Michael Jubb, Township of Brock
Local Councillor Peter Frank, Township of Brock
Regional Chair John Henry, Region of Durham
Brian Bridgeman, Region of Durham
Colleen Goodchild, Region of Durham
Lino Trombino, Region of Durham

Attachments:

1. Development Concept, Age-in-Place Community
2. Town of Stouffville Recommendation Report Sensitive Institutional uses in Business Park, September 6, 2016



IMAGE LIBRARY



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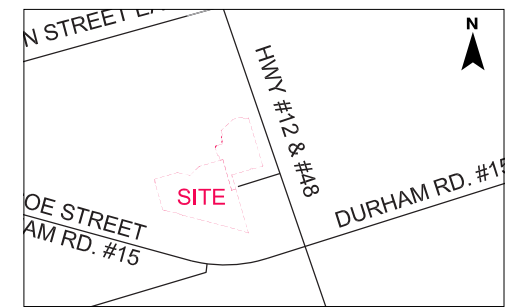
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AGE-IN-PLACE COMMUNITY
BEAVERTON, ONTARIO
REGION OF DURHAM



WESTON
CONSULTING



File Number: 10085
Date: 2022-08-04
Drawn by: SM
Planner: AS
CAD: NA

Drawing

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Council in Committee Report
September 6, 2016

SENSITIVE INSTITUTIONAL USES IN BUSINESS PARK AREAS (D26)

Report prepared by: Planning Services Team

RECOMMENDATION:

The Acting Manager of Planning Services recommends:

- 1) **THAT Council direct staff to begin accepting zoning by-law amendment applications for potential sensitive institutional uses in the Community of Stouffville Secondary Plan Business Park Areas;**
- 2) **AND THAT Council evaluate the merits of zoning by-law amendment applications for locating potential sensitive institutional uses in Community of Stouffville Business Park Areas with respect to the following non-exhaustive factors: ability to create jobs, potential to compromise the immediate or future viability on nearby employment uses and lands zoned for employment uses, and, potential mitigation measures;**
- 3) **AND THAT Council direct staff to require within the Site Plan Control Agreement, a covenant on title warning purchasers of the possibility of noise, vibration or odours (contaminant discharges) emanating from nearby uses, both existing and proposed, as a condition of approval of potential sensitive institutional developments within the Community of Stouffville Business Park Areas.**

1. PURPOSE:

The purpose of this report is to seek Council's direction to adopt best practice policies with respect to potential zoning by-law amendment approvals for sensitive institutional land uses such as long-term care facilities, or daycares, dormitories and schools within lands designated as Business Park Areas of the Community of Stouffville Secondary Plan.

2. EXECUTIVE SUMMARY:

The Community of Whitchurch-Stouffville Secondary Plan permits institutional uses in lands designated Business Park Area.

Historically, the Town has not considered zoning by-law applications for certain institutional uses such as daycares and seniors long-term care facilities in lands designated in the Official Plan as Employment Business Park Area due to potential compatibility issues related to contaminant discharges such as noise, vibrations and odours from neighbouring, traditional employment uses. As a result of an increased interest in the siting of potential sensitive institutional uses within the Employment Business Park Areas, staff have initiated a review of current policy and practices within other municipalities.

Staff have reviewed Provincial guidelines that provide a framework on how to address contaminant discharge issues for such institutions that are considered to be sensitive land uses. Further research has also revealed that some municipalities in Ontario have expanded upon Provincial guidelines to address their own specific concerns and have created protocols by which potential land use incompatibilities might be addressed and even mitigated. This report outlines relevant Provincial and Municipal policies and also recommends the adoption of best practices for the Town to follow when considering applications for sensitive institutional uses within Employment Business Park Areas of the Community of Stouffville Secondary Plan.

3. BACKGROUND:

Planning staff have been contacted by and have met with a number of development proponents regarding the potential location of long-term care facilities in the Community of Stouffville, specifically in an area presently designated as Business Park Area in the Secondary Plan where institutional uses are permitted generally and zoned as Employment Business Park (EBP) where many institutional uses including seniors long-term care facilities are not permitted. Staff identified the need to undertake best practice research using existing Provincial and other guidelines to determine if such developments might co-exist with other employment uses.

In order to protect lands for employment purposes, the Provincial Growth Plan restricts the conversion of employment lands to other uses such as residential or retail commercial uses, by mandating that such changes in land use only be permitted through a Municipal Comprehensive Review (MCR) of the Official Plan. The Planning Act requires that municipalities conduct such reviews every five years but in practice the process recurrence typically takes much longer. In many municipalities such as Whitchurch-Stouffville, the authority to approve MCR's rests with an upper tier municipality; York Region in this case. Approvals for conversion of employment lands to other uses are therefore extremely difficult to obtain.

In the GTA there continues to be a significant interest on the part of developers in the creation of residential and retail commercial development to satisfy market forces often creating additional pressures on employment areas. As the Province continues to encourage municipalities toward the creation of mixed use

communities, the lines between traditional land use zones has become more difficult to delineate and more opportunities for incompatibilities between neighbouring uses arise.

Residential land uses are often incompatible with traditional employment uses due to potential contaminant discharges emanating from certain types of employment land uses. These discharges can be in the form of noise, vibration, odour, air pollution, or traffic. Traditional employment land uses, although forming the backbone of traditional employment sectors, can conflict with land uses such as housing, long-term care facilities, or daycares, dormitories and schools due to the vulnerability of the occupants of those buildings. These vulnerable receptors are referred to in policy documents as sensitive land uses.

In response to this conflict, certain municipalities have created their own “Land Use Compatibility Guidelines”, largely based on Ministry of the Environment and Climate Change (MOECC) documentation. The Ministry created a series of guidelines called the “D-Series” in the mid 1990’s, which continue to form the basis for analysis of land use compatibility challenges. These documents outline a means of identifying potential land use conflict situations, as well as mitigation steps that can be undertaken by both municipalities and development proponents to ensure the viability of differing land uses.

The Town has previously delineated the difference between residential developments targeting a seniors market and institutional facilities intended for assisted living or long term care for seniors. Institutional facilities have the following characteristics:

- Generate sustainable jobs;
- Do not include full kitchens in residential units – no 220 volt services may be provided for cooking purposes; and
- Food preparation and dining is to take place in communal facilities.

Residential developments targeting a seniors market are currently not permitted within lands designated for employment uses by the Official Plan or any of the Secondary Plans.

4. ANALYSIS & OPTIONS:

4.1 Overview of Provincial Policies

Policies in the Provincial Policy Statement 2014 (section 1.3.2) and the Growth Plan for the Greater Golden Horseshoe 2006 (section 2.2.6) require municipalities to provide adequate provision of employment areas for current and future use. Proposed amendments to the Employment policies within the Growth Plan arising from the 2016 Provincial planning policy review would introduce a new *prime employment areas* designation, and require municipalities to review their current employment land use designations and policies as well as zoning classifications

and uses. *Prime employment areas* are to be adjacent to or in the vicinity of major goods movement facilities and corridors, and would be reserved for employment uses that are land extensive and/or contain low density employment (e.g. manufacturing, warehousing). Residential and other sensitive land uses, (day care centres, educational and health facilities) institutional uses, and retail, commercial and office uses that are not ancillary to the primary employment uses would not be considered “prime employment uses.” The conversion of prime employment to non-employment uses would be prohibited. The conversion of *prime employment areas* to *employment areas* and *employment areas* to non-employment uses would also be discouraged, and require adequate evidence on the part of the municipality that the conversion of the subject lands is necessary, and that the conversion does not compromise the immediate and long-term viability of the employment areas. Business Park Area lands in the Community of Stouffville comprise a mixture of business and economic activities (warehousing, office, manufacturing, business services, etc.).

However, the MOECC D-Series guidelines provides municipalities with a framework of policies to follow in situations where land use compatibility conflicts exist. This framework provides recommendations based upon common themes explored by the Ministry, as well as a guideline of what studies should be undertaken by a development proponent to demonstrate the compatibility of their project.

4.2 Overview of Municipal Policies

Halton Region undertook an exercise whereby a set of guidelines were created that both condensed and simplified the MOECC D-Series for use by municipal staff, and private sector developers. A draft of these guidelines can be found in Attachment 2.

The Community of Stouffville Secondary Plan does permit institutional uses within Business Park Areas even though the Town is concerned about potential negative impacts of allowing sensitive institutional land uses in close proximity to traditional employment uses. In order to ensure compatibility in this situation, the Official Plan also expressly states (section 7.3) the need for certain studies and supporting documentation to be provided. The Town may require that evaluations of noise, vibration, traffic, air quality, etc. be submitted as part of a complete submission under the provisions of the *Planning Act.*, however, the submission and acceptance of the studies will not guarantee that owners of new sensitive land uses will accept the ongoing activities and potential contaminant discharges of existing or proposed traditional employment uses, therefore mitigation measures are required. The lands currently designated Business Park Area within the Community of Stouffville Secondary Plan are identified as Attachment Nos. 5 & 6 to this Report.

4.2.1 Community of Stouffville Places of Worship Study: Recommendations Report

In response to the increased interest in the development of places of worship within the Employment Business Park lands within the Community of Stouffville, a land use study was initiated. At their Meeting of June 7, 2016, Council received a report entitled Community of Stouffville Places of Worship Study: Recommendations Report, which outlined the findings from the study. The study reinforces the importance of maximizing the Business Park lands for employment rather than institutional uses. However, it does recognize that some institutional uses do provide some employment, while some employment uses do not generate a large number of jobs. It may be appropriate to permit some places of worship to locate in these areas on sites that are not ideal sites for light industrial and office uses.

An evaluation of the Business Park Area lands indicated that such sites would be located:

- Away from Highway 48 which provides the best access and visibility for employment uses;
- Within 400 metres (a five minute walk) of residential and mixed use areas to provide easy access for pedestrians and cyclists
- With access to a designated arterial or collector road for ease of access and to minimize traffic on local streets and recognizing that such routes may be future transit routes; and,
- Where an elementary or secondary school is proposed as an ancillary use, Places of Worship would be restricted to locations immediately adjacent to residential areas or Main Street to maximize access and connections with the surrounding Community.

It was further recommended that where any proposed facilities include sensitive uses, the submission of additional studies will be provided, to ensure impacts on such uses from existing and planned employment uses are minimized, including dust, noise, odour, traffic and parking, demonstrating the provision of adequate parking and access.

The Recommendations report identified input from the public, as well as proposed amendments to both the Official Plan and Zoning By-law. Staff will be bringing forward the proposed Amendments to a future Public Meeting for consideration.

Staff recommend that any applications for potential sensitive institutional uses in Business Park Areas should be evaluated using the same criteria proposed as part of the Places of Worship land use study recommendations.

4.3 Sensitive Institutional to Employment Land Use Conflict in Toronto

A documented land use conflict case in Toronto has also been reviewed in consideration of its similarity to the nature of Whitchurch-Stouffville's compatibility concerns and acted as a case study for Planning Staff.

In the Toronto case study an area zoned Employment General, and surrounded by Employment Heavy, was rezoned to permit a long-term care facility and seniors care condominium. Despite obvious land use compatibility issues, City of Toronto Council allowed the rezoning for sensitive land use development based upon the ability of the development to generate employment (nursing staff, administrative staff, cleaning personnel, etc.). A clause was included in the Site Plan Control Agreement, whereby each new occupant/purchaser of the long-term care facility was given written notice that they were both neighbouring an existing industrial facility, and that surrounding zoning could permit the creation of future industrial uses in adjacent lands. In doing so, the City maintained the viability of the surrounding employment areas for their intended use.

4.4 Conclusions

Planning Staff respect the premises underlying the MOECC D-Series Guidelines, Halton Region Guidelines, and the Toronto sensitive institutional use approval. Planning staff agree that the tools compiled through this review should be used by the Town as guidelines to address future potential land use compatibility conflicts that may arise in consideration of applications for sensitive institutional uses within the Community of Stouffville Secondary Plan Business Park Areas.

5. FINANCIAL IMPLICATIONS:

There are no financial implications as a result of this report.

6. ALIGNMENT WITH STRATEGIC PLAN:

This report is aligned with the Town's Strategic Plan in the following manner:

1. *Community Prosperity and Sustainability*
Balanced growth, environmental protection, economic development, tourism, community character and identity
 - 1.2 *Balanced land use planning – environment, economic and social considerations*
 - 1.3 *Orderly/phased development*
 - 1.4 *Economic development and job creation*

4. Quality of Life

Encompasses community safety, diversity, promoting healthy lifestyles, leisure and culture; complements community prosperity and sustainability

4.1 *Develop and maintain effective community health and safety services*

4.2 *Enhance public safety through collaboration*

4.5 *Cultivate healthier lifestyles and greener communities*

7. **ATTACHMENTS:**

1. Attachment 1 – Definitions of key terms
2. Attachment 2 – Graphic depicting separation distances (MOECC D-Series s. D6-3)
3. Attachment 3 – Chart outlining different types of employment uses (MOECC D-Series s. D6-1)
4. Attachment 4 – Halton Region Draft Land Use Compatibility Guidelines
5. Attachment 5 – Community of Stouffville Secondary Plan Schedule F Land Use and Transportation Plan
6. Attachment 6 – Community of Stouffville Secondary Plan Schedule F2- Western Approach Area
7. Attachment 7 – Correspondences

For further information on this report, please contact Planning Services, at 905-640-1910, ext. 2280 or via email at developmenthelp@townofws.ca.

Planning and Economic Department
The Regional Municipality of Durham
605 Rossland Road East
Whitby, Ontario
L1N 6A3

March 6, 2023
File No. 10085

**Attn: Brian Bridgeman,
Commissioner of Planning and Economic Development Department**

**RE: Response Letter to Draft *NEW* Regional Official Plan - Envision Durham
Beaverton Common Inc.
Part Lot 11 and 12, Concession 5, Thorah, Township of Brock
*Related Employment Conversion No. CNR-23***

Weston Consulting is the Planning consultant for the owner of the lands legally known as Part Lots 11 and 12, Concession 5, Thorah, Township of Brock, and herein referred to as “Beaverton Common” (the “subject lands”). Weston Consulting has most recently provided correspondence to the Region of Durham’s Regional Growth Management Study, Phase 2 on December 22, 2022. The purpose of this letter is to request that staff consider site specific considerations to permit a variety of institutional uses, notably long-term care facilities, and senior’s living facilities within landholdings owned by Beaverton Common in the Township of Brock.

Description of the Subject Lands

The entirety of the subject lands are generally bounded by the Beaver River to the south, Highway 12 to the east, the White’s River to the north, and vacant agricultural lands to the west. The subject lands are comprised of a total lot area of 57.4 ha, with an approximate lot frontage of 448 metres along Highway 12. The subject lands are currently vacant and have most recently been used for farming operations.

The lands subject to previous submissions of an Employment Conversion are approximately made up of 7.6ha of developable tableland. As you may be aware, the lands were previously subject to a Zoning By-law Amendment application to permit a variety of retail and commercial uses along a portion of the landholding situated along the west side Highway 12, in order to facilitate the future construction of a commercial plaza. The associated Zoning By-law Amendment application was approved by Brock Council in May 2021, and referenced as By-law 3038-2021. A Site Plan Approval application for the commercial plaza is currently being prepared for this site, as discussions with the Ministry of Transportation regarding restricted Highway 12 access remain ongoing.

I understand through that planning process, environmental investigations were completed amongst the entirety of the landholding to evaluate the extent of developable land available. Through the zoning approvals process in concert with the LSRCA, an area of approximately 7.6ha of developable land appeared available, located in behind the extent of the Phase 1 approval. This 7.6ha portion of land is currently zoned Rural Buffer, which currently poses limited uses, primarily single family uses and farming operations. The extent of lands zoned Rural Buffer were subject to previous submissions of Employment Conversion, and is the subject area by which this letter responds to. Below an aerial photograph identifies the full extent of the subject property and the approximate area subject to Employment Conversion Request file number CNR-23.



Figure 1: Aerial Photography of Beaverton Common Landholding

Beaverton Common Vision of CNR-23 Lands

The lands subject to CNR-23 bring forward an exciting and innovative vision for the lands, which seek permission to transform this vacant farm land into a vibrant age-in-place community. The current proposal which is subject to CNR-23 has been circulated to both Local and Regional Staff for review and consideration of this ongoing request. The current proposal is as follows:

Proposed Uses	Built Form/ Number of Storeys	Number of Suites / Gross Floor Area
Long Term Care Facility	Three storey apartment	100 Suites
Seniors Apartment	Three storey apartment	136 Suites

Seniors Independent Living, in the form of Life Lease / Rentals	One storey quad bungalows	72 Suites
Total Number of Suites		308 Suites
Commercial and Recreational Building	One storey stand-alone building and portion of the ground floor of Seniors Apartment building.	2,447 square metres of GFA 26,339 square feet of GFA

Table 1: Proposed Uses

In addition to the proposed uses and number of suites/gross floor area identified above, the proposal includes the foundation of an east to west road network, along with necessary servicing infrastructure in the form of a stormwater management pond facility. Other important and impactful elements of the proposal are the inclusion of several community squares and outdoor amenity areas located near and abutting the Beaver River and the Region Natural Heritage System to the north. The vision of these lands is to facilitate an age-in-place community which is located in proximity to nearby commercial uses, the Region’s Road network, and quality outdoor space – which the subject land offers. Lastly, as a means of capturing a benefit to our Client’s restoration efforts of the Beaver River, both a parkette and community park have been proposed along this corridor as a means of capturing the beauty of the ecological corridor.



Figure 2: Age-in-Place Concept Plan

Envision Durham Involvement

On behalf of our Client, our office has been well engaged in the Region's *New Official Plan* review process, including the monitoring and submissions in support of an Employment Conversion request of the subject lands. Our office has submitted correspondence in the past with respect to the ongoing Envision Durham process, in addition to having met with Local and Regional Staff members on many occasions. A summary of submitted formal correspondence and key milestones in connection with the Beaverton Common land holding and the Envision Durham process is outlined below:

- **February 15, 2018:** Clark Consulting submitted an Employment Area Conversion Request for the subject lands.
- **August 25, 2020:** Clark Consulting submitted an amended Employment Area Conversion request letter to permit a mixed-use development on the subject lands. The conversion proposed to re-designate the subject lands from Employment Area to permit residential development consisting of 103 single detached and semi-detached dwellings and 120 apartment units.
- **October 16, 2020:** The Planning and Economic Development Committee received an Information Report (#2020-INFO-94) on the status of Employment Area Conversion requests that had been received (File D12-01). The subject lands were identified on the Request for Employment Area Conversion Map contained in the Information Report and identified as Conversion Request-ID "CNR-23" (Appendix 1). According to the Information report, the Conversion requests were circulated to local municipalities on October 9, 2020 for review and comment and requested that Staff from the municipalities provide their position by December 31, 2020.
- **December 7, 2021:** Information Report #2021-P-25 was presented to the Planning and Economic Development Committee recommending a list of Employment Area Conversion requests to be endorsed. Request number CNR-23, which included the subject lands, was not supported by Regional Planning Staff.
- **December 17, 2021:** Regional Council ratified Information Report #2021-P-25.
- **March 7, 2022:** Weston Consulting submitted an updated Employment Conversion Request Submission to the Commissioner of the Region of Durham with respect to the Employment Conversion Request initially made by Clark Consulting in August 2020. This conversion request sought to add a range of residential uses permissions, including a senior's retirement living facility on the subject lands.
- **April 29, 2022:** Weston Consulting submitted a Supplemental Information Letter to the Township of Brock, with copy to the Region Envision Durham team, further identifying details and merits of the previously submitted employment conversion request. The request for employment conversion represented a hybrid request in nature, in the sense that current employment land uses are not intended to be removed or eliminated. Rather requested permissions for institutional uses in concert with the current land use designation.
- **November 10, 2022:** Growth Management Study, Phase 2: draft Settlement Areas Boundary Expansion and Area Municipal Growth Allocation report was released. Within this report Staff re-considered CNR-23, however retained the position that there is a surplus of Community Area land that could accommodate such uses already with Brock's Urban Areas. Staff continued to not recommend the conversion of these lands.
- **December 22, 2022:** Weston Consulting submitted a letter to the Region in response to the *Envision Durham – Growth Management Study, Phase 2: Draft Settlement Area*. The letter provided comments to the Region in regard to their forecast of *100% increase in employment growth* for the Township of Brock, whereas employment in the Township over the last 15 years has resulted in job losses, unlike other municipalities in the Region.

Draft New Regional Official Plan - Comments

On February 10, 2023 Regional Planning Staff released the Region’s draft Official Plan (DROP) for review and comment. We understand that the culmination of work completed through the Envision Durham Municipal Comprehensive Review process have been integrated into the released DROP. We understand that the Region has scheduled a Public Open House on March 6th 2023, while the Statutory Public Meeting for the DROP is scheduled to be held on March 7th 2023. On behalf of our Client, our office will be attending and providing representation during these two engagement opportunities, providing further comments to the DROP.

In our review of the DROP, we understand that according to Map 1 (Regional Structure – Urban and Rural Systems), the subject lands are designated *Community Areas and Employment Areas* (Figure 3). And in accordance with Map 2a (Regional Natural Heritage System) portions of the subject lands are designated Regional Natural Heritage System and Enhancement Opportunity Areas (Figure 4). We understand that the portion of lands made up of the CNR-23 request remain designated Employment Areas, reflected per DROP Map 1.

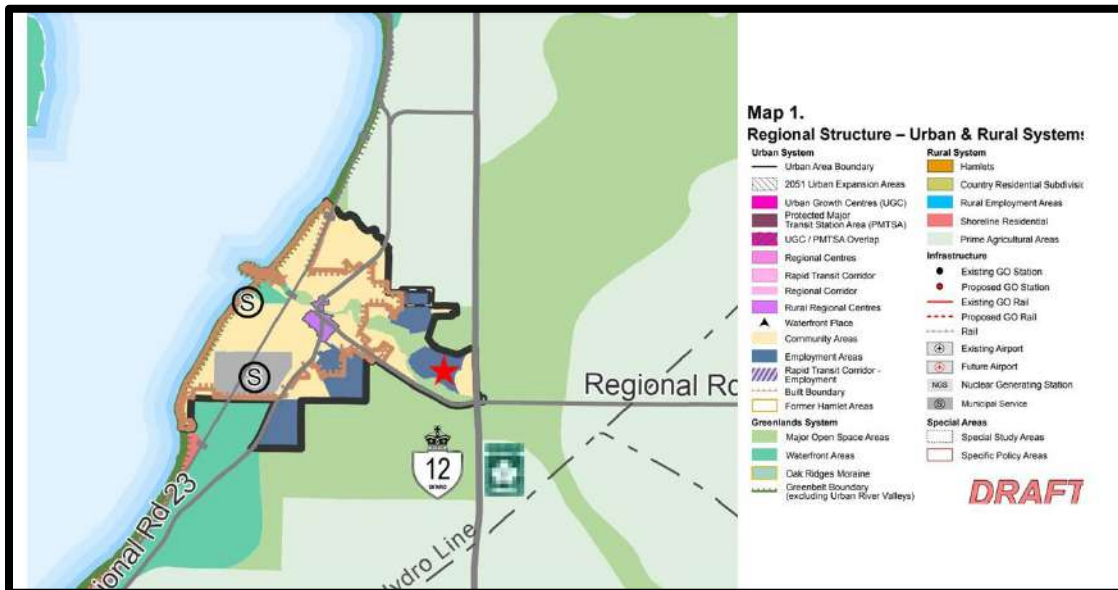


Figure 3: DROP Regional Structure Map

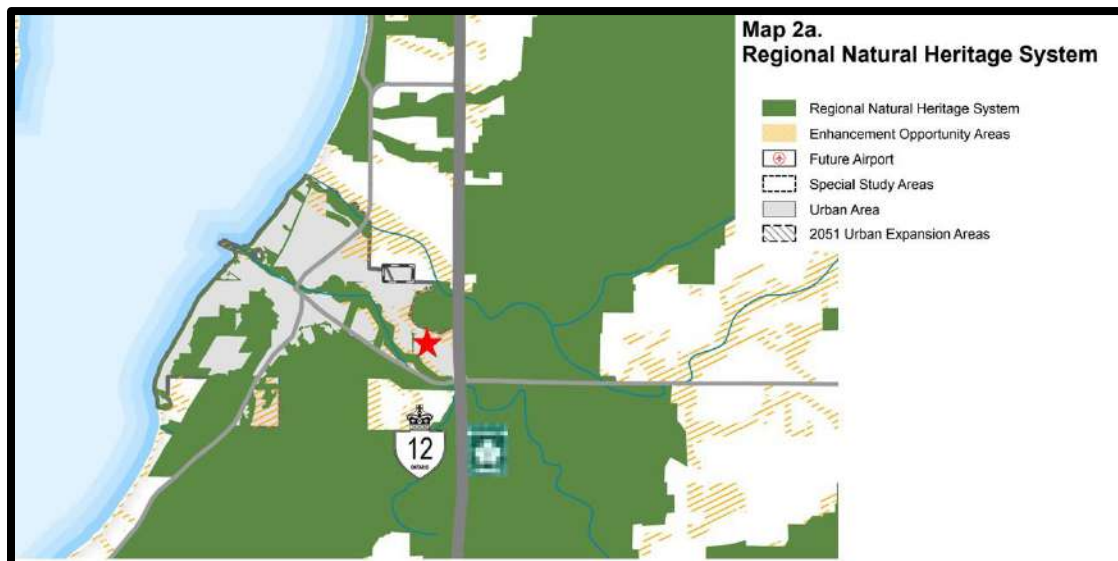


Figure 4: DROP Regional Natural Heritage System Map

The subject lands are currently designated Employment Areas within the Township of Brock Official Plan, whereas it appears DROP Mapping has reflected the extent of boundaries from the local Official Plan document. As stated previously, our Client's vision for the rear portion of land holding is the redevelopment of lands with an age-in-place community. Please find below our comments with respect to the DROP Employment Areas (Section 5.5) policy framework.

We understand that the per policy 5.5.2 of DROP sets forth permissions for a variety of employment generating uses:

*“Plan Employment Areas as locations for primary employment generating uses such as **manufacturing, assembly, processing, generation, freight and transportation, warehousing, storage, major facilities and similar** uses that require access to highway, rail, shipping facilities and/or separation from sensitive land uses. Employment Areas represent preferred locations for knowledge-based industries including research and development facilities and offices. Hotels, subject to land use compatibility, service industries, and limited supportive uses including associated retail and ancillary facilities may also be permitted.”*

We acknowledged the goals, objectives, and intent of the employment areas designation, however offer that based on location criteria there are challenges and barriers to achieving this form of industry at this location. Our office acts on behalf of several Clients and industry leaders across the Greater Toronto Area, whom contain large last-mile-logistics portfolios. We understand that often the elements of locational criteria are the largest drivers of last mile logistics projects. Often prospective tenants/ users of these type of uses, require close proximity to the provinces 400 series highways. The proximity to these throughfares allow expeditious delivery of goods from airports, manufactures and consumers of goods. The location criteria of Beaverton hinder the ability to secure these coveted tenants, industries and users based on their underlying criteria.

Another issue and concern with traditional employment uses at this location include potential conflict with the Regions Natural Heritage System which bounds this employment area. We note that the Beaver River is located directly adjacent south of these lands, whereas the Region's Natural Heritage System is directly adjacent to the north. These elements create a defined edge of the currently designated employment area. Often pollutants in the form of odour, soil, and groundwater containments can be experienced from direct involvement with the uses Policy 5.5.2 of the DROP permits, such as manufacturing.

It is our opinion that an appropriate use of land supporting institutional uses in the form of an age-in-place community represents a more appropriate land use at this location given the above commentary.

DROP Policy 5.5.3 outlines the framework by which achievement of compact and higher density forms of employment will assist in meeting the overall region-wide density target of Employment Areas:

*“Encourage the achievement of more compact and higher density forms of employment development while recognizing that the total Employment Area land supply has been established on the basis of **achieving a longterm, overall region-wide density target within Employment Areas of 28 jobs per gross hectare**. Area municipalities are encouraged to determine appropriate density targets for Employment Areas within their respective area municipal official plans reflective of local context and conditions.”*

The employment conversion request to permit institutional uses on the subject lands promotes key provincial objectives in providing efficient use of vacant and underutilized employment lands. In lieu of traditional employment uses on the subject lands, the visioned age-in-place community will make a more efficient use of the lands. The area of lands subject to CNR-23 represent a portion of landholding with an area of 7.6ha. Based on detailed input from the ownership group and based on their experience in developing retirement communities across the Greater Toronto Area, the Beaverton Common vision would anticipate creating in the range 250 to 350 jobs. Based on portion of area in question, 7.6ha – the proposal would provide a range of 32 to 46 jobs per gross hectare. This job production would not only meet the employment density targets of Policy 5.5.3, but exceed the Region wide density target of employment areas.

It is anticipated that employment opportunities generated from senior living facilities range from nurses, personal support workers, residence support, chefs/ cooking team, administrative and operation staff. The proposed age-in-place community is anticipated to diversify the number of jobs provided, while providing assistance in accommodating anticipated future employment growth within the municipality and region. As mentioned above, high quality amenities and live-in benefits associated with senior living have the effect of promoting economic development and employment growth by:

- Providing more local, long-term, professional jobs over what is currently provided;
- Meeting a market-based need for housing society's most vulnerable and growing populations; and
- Optimizing the long-term availability and use of land.

It is our opinion that proposed institutional uses at this location would generate considerable employment opportunities for the Region and Township of Brock. The job creation that the age-in-place community would generate would support the Region in achieving their long-term targets, and overall region-wide density target within Employment Areas of 28 jobs per gross hectare.

DROP policy 5.5.6 states "Protect and preserve designated Employment Areas located adjacent to or near the strategic goods movement network, including major highway interchanges, for manufacturing, warehousing, logistics and associated uses and ancillary facilities. Limited-service industries and limited supportive uses, including associated retail and ancillary facilities may be permitted."

The portion of the subject lands that are designated employment areas do not possess direct frontage or exposure along Highway 12, rather located in behind the existing commercial plaza located west of Highway 12 and south of Beaver Avenue. The lands are only accessible to Highway 12 through the substantive improvements and the westerly road extension of Beaver Avenue.

Although the lands are located near Highway 12, an Arterial Road, it remains one lane of travel in north/ south directions. I understand the Ministry of Transportation has no short-term plans to enlarge or widening portions of Highway 12 in proximity to the subject land. The ability to secure future tenants for Employment uses outlined in Policy 5.5.6 is severely hindered by the above locational attributes, compounded by the fact many tenants require close proximity to the provinces 400 series highways. The proximity to these thoroughfares allow expeditious delivery of goods from airports, manufactures and consumers of goods, which simply do not exist today.

Policy 5.5.25 of the DROP states: "Prohibit residential uses, nursing and retirement homes, elementary and secondary schools from locating within Employment Areas. This policy does not limit or prevent area municipal official plans and zoning by-laws from prohibiting additional sensitive land uses from locating within Employment Areas, as deemed appropriate for the local context."

We acknowledge that the DROP prohibits the use of traditional residential uses, including nursing and retirement homes being located within Employment Areas. The intent of this policy is consistent with Policy 1.2.6.2 of the Provincial Policy Statement, whereas planning authorities shall protect the long-term viability for existing or planning industrial manufacturing uses. In this specific scenario, we understand there is an immediate need for retirement and long-term care geared services in the Town and this proposal provides an ability to address that need. In this case, the area designated employment area is vacant, with no future plans for redevelopment. The balance of the Employment Area designated lands in this area are comprised of the subject land and the abutting land owner to the west. The westerly neighbour lands are generally bounded by the Beaver River to the south and west, and the Region's Natural Heritage System located to the north.

Given the context of the subject lands and the abutting property, in addition to the feedback contained herein, regarding location, industrial trends and specific industry requirements when selecting locations of distribution uses, coupled with the absence proximity of the 400 series highway network – we believe there will be future challenges in securing last mile distributor/manufacturing tenants at this location. The entirety of the employment lands in this

location do not possess direct frontage, access, or exposure onto Highway 12, which we understand provides major challenges with securing the industry the Employment Area Designation considers. The use of an age-in-place community with institutional uses at this location appear to provide a superior option in securing employment growth on these lands.

DROP Policy 5.5.26 states: *“Encourage all other sensitive lands uses to locate outside of Employment Areas. A sensitive land use, other than those described in Policy 5.5.25, may be permitted within an Employment Area by an amendment to an area municipal official plan or zoning by-law, where it has been demonstrated that land use compatibility can be achieved and any detrimental impact to the broader area and nearby employment uses and/or major facilities will be avoided, or where avoidance is not possible, minimized and mitigated. Area municipalities, when applying this policy, are encouraged to:*

- a) limit sensitive land uses to locations at the edge of the broader Employment Area;*
- b) not permit sensitive land uses within Provincially Significant Employment Zones or other areas considered interior to the broader Employment Area; and*
- c) limit sensitive land uses in Employment Areas that are within proximity to Nuclear Generating Stations and Airports, in accordance with Policies 5.5.31 to 5.5.33.”*

Beyond the sensitive uses referenced in DROP policy 5.5.25, policy 5.5.26 states other sensitive land uses may be permitted within an Employment Area by way of an amendment to an area municipal official plan or zoning by-law. The DROP defines the term sensitive land uses as:

“means buildings, amenity areas, or outdoor spaces where routine or normal activities occurring at reasonably expected times would experience one or more adverse effects from contaminant discharges generated by nearby major facilities. Sensitive land uses may be a part of the natural or built environment. Examples may include, but are not limited to: residences, day care centres, and educational and health facilities.”

I understand the use of long-term care facilities and retirement homes are explicitly prohibited within Employment Areas, whereas other sensitive land uses such as day care centres may be permitted. In our opinion the use of day care centres and an age-in-place community are similar nature and serve a similar function, in the sense whether being children or seniors, they require a form of standardized and professional care for their specific needs, while requiring an outdoor amenity component. Through the DROP we would appreciate feedback as to the rationale as to differentiation between permitting day care centres within Employment Areas, and the prohibition of long-term care facilities and retirement homes within Employment Areas.

Policy 5.5.27 of the DROP states: *“Require supporting studies that evaluate all provincial guidelines and standards, as described in Table 1, as part of a complete application where there is the potential for land use compatibility issues. This includes applications which would:*

- a) introduce a sensitive land use within proximity to Employment Areas and/or major facilities; or*
- b) introduce new or expanded employment uses and/or major facilities within proximity to existing sensitive land uses and/or lands designated for such purposes.”*

On February 2, 2023 our office provided a letter to the Township of Brock which provided the framework of a sensitivity analysis in redeveloping institutional uses in proximity to employment uses. Clearly there is a varying context for this scenario, given no employment uses are existing nor proposed near the subject lands. Our analysis looked at a range of municipalities including the City of Vaughan, City of Toronto and the Town of Whitchurch-Stouffville where sensitive land uses in the form of long-term care facilities and retirement homes can co-exist in employment areas. A copy of this letter has been attached hereto this letter for reference and consideration.

Should the Region ultimately deem the use of institutional uses at this location appropriate, there would be the expectation from our Client that the proposal would be required to demonstrate land use compatibility from a current

and future employment use perspective, and be subject to recommended mitigation measures established through various technical reports. We note the Town of Whitchurch-Stouffville developed a clear distinction between institutional uses and residential uses, which built upon a planning rationale which evaluated the merits of institutional uses being able to create jobs, potential to compromise the immediate or future viability on nearby employment uses and lands zoned for employment uses, and, potential mitigation measures. The Town's aforementioned analysis set forward an acceptable framework by which Municipalities across the Greater Toronto Area can tailor and build off of, to suit the needs in their respective municipalities.

Conclusion

In summary, we request that the above information and comments be further considered by Staff given our shared continued concerns with employment use viability at this location.

Weston Consulting will continue to monitor the Envision Durham DROP process on behalf of our Client and reserve the right to provide further comments on this matter. We request to be notified of any future reports and/or decisions regarding the DROP. At this point, we continue to liaison with Township of Brock to work towards a resolution as to the appropriateness of permitting institutional uses on lands owned by Beaverton Common.

We would kindly request that staff consider permitting a variety of institutional uses, as a means of implementing the Beaverton Common Vision as a site-specific permission relating to the subject lands, as part of the Region's Employment Area designation.

Should you have any questions, please contact the undersigned Ryan Guetter (ext. 241) or Adam Santos (ext. 276).

Yours truly,

Weston Consulting

Per:



Adam Santos, BURPL, RPP, MCIP
Senior Planner

- c. Client
 - Regional Chair Henry, Region of Durham
 - Mayor Schummer, Township of Brock
 - Regional Councillor Michael Jubb, Township of Brock
 - Local Councillor Peter Frank, Township of Brock
 - Ryan Guetter, Weston Consulting
 - Sabrina Sgotto, Weston Consulting
 - Colleen Goodchild, Region of Durham
 - Lino Trombino, Region of Durham
 - Robin Prentice, Township of Brock

Attachment:

1. Sensitive Analysis in Proximity to Employment Uses Letter, Dated February 2023

The Corporation of the Township of Brock
1 Cameron Street East
Cannington, Ontario
L0E 1E0

February 2, 2023
File: 10085

Attn: Robin Prentice, Director of Development Services

**Re: Beaverton Commons
Sensitive Analysis in Proximity to Employment Uses**

Weston Consulting is the Planning Consultant for the owner of the lands legally known as Part Lot 11, Concession 5, Beaverton, Township of Brock and referred to as “Beaverton Commons” (the “subject lands”). As you are aware our office has previously provided correspondence to both local and regional staff members on March 24, 2022, April 29 2022, and most recently on December 22, 2022. The correspondence submitted on behalf of Beaverton Commons have been provided in a continued effort to provide valuable information to staff as a means of endorsing our client’s employment conversion request.

The submitted employment conversion request seeks permission to allow for institutional land use permissions on the subject lands, while maintaining existing permissions for traditional employment uses, allowing for a comprehensive mixed-use development. Permissions for institutional uses would enable the development to provide an alternative housing option, such as potential retirement residences, including assisted living quarters and memory care facilities, together with medical facility.

The land holdings currently represent a vacant parcel of land, situated at a prominent location in Beaverton. The request for conversion provides the opportunity for the subject lands to be developed with a mixture of uses, promoting the creation of a complete community. The owner intends to facilitate the construction of a retirement community consisting of independent living (adult lifestyle for adults aged 55 and up), assisted living and long-term care units. Given the location of the subject lands, being in proximity to Highway 12, Simcoe Street, and existing/ planned commercial uses along Highway 12, there is an opportunity to take advantage of the strong locational attributes by facilitating needed alternative housing forms at this location.

Sensitive Use Analysis:

Through recent and past discussions with yourself, Mayor Schummer, and Regional Councillor Jubb, we are pleased to share with you examples of areas in the Greater Toronto Area, where sensitive institutional uses can co-exist with traditional employment uses, in employment areas and abutting employment areas.

Town of Stouffville – Case Study Example

The Town of Stouffville received a number of development applications for potential locations of long-term care facilities, located within the Town’s Business Park Area. Historically, the Town had not considered zoning by-law amendment applications for institutional uses such as seniors long-term care facilities on lands designated Employment Business Park Area, due to potential land use compatibility issues with traditional employment uses. A Recommendation Report was brought to Town Council on September 6, 2016, a brief summary of key findings from the Town’s Staff Report are provided below.

Town Planning Staff undertook a best practise research assignment which reviewed existing Provincial and other guidelines to evaluate whether institutional and other employment uses could co-exist. The Town made a clear distinction between traditional residential uses and institutional uses, with institutional facilities having the following characteristics:

- Generate sustainable jobs;
- Do not include full kitchen in units;
- Does not exceed 220-volt services for cooking purpose; and
- Food preparation and dining take place in communal facilities.

Section 4.3 of the Recommendation Report provided an example of a Sensitive Institutional to Employment Land Use Conflict in Toronto. This case references an area zoned General Employment, surrounding by Heavy Employment, where it was rezoned to permit a long-term care facility and seniors living building. Council supported the application based on the principles of employment generation with respect to nursing staff, administrative staff, and cleaning personal. Through the Site Plan Agreement process, a warning clause requiring each new occupant of the long-term care facility be provided notice of its neighbouring zoning permissions and advising of the ability of future employment uses expansion was established. The mechanism of including appropriate warning clauses into the implementing site plan agreement maintained the viability of nearby and abutting employment uses/ businesses.

The Staff Recommendation Report recommended that where proposed sensitive uses are proposed, the submission of exhaustive studies be provided (traffic, dust, odour, noise, etc.) ensuring impacts on existing and planned employment uses are minimized. Ultimately, Town Council adopted the following recommendations:

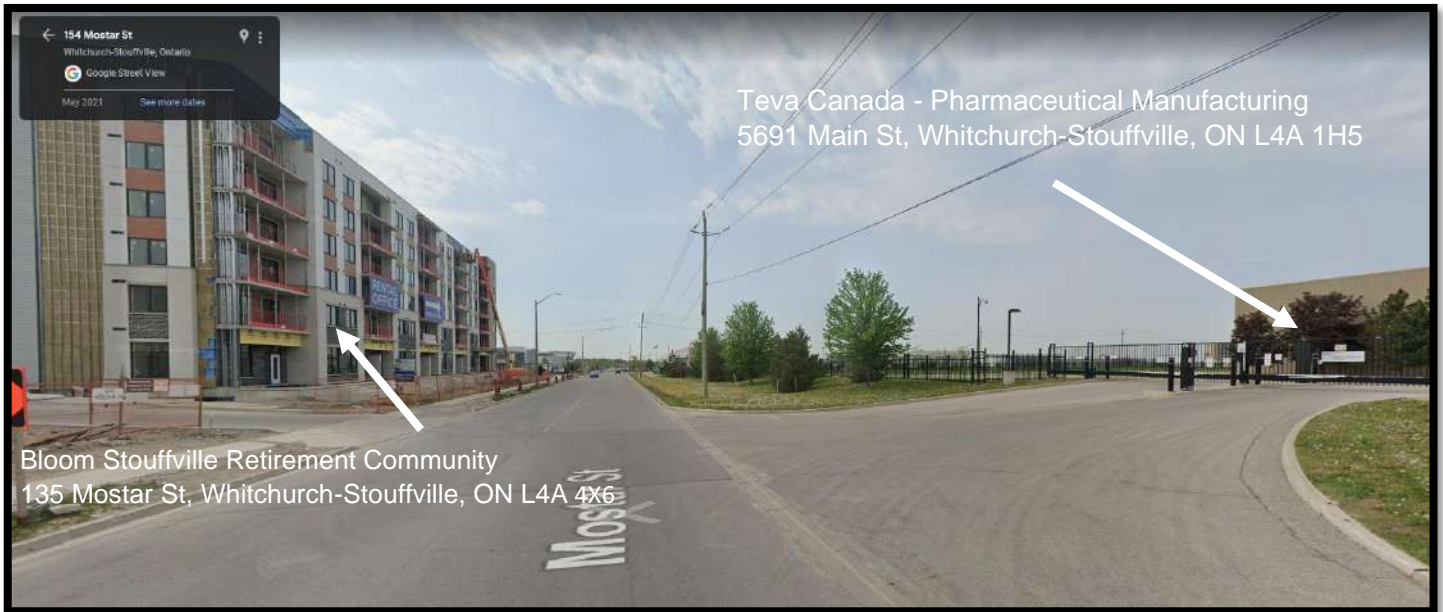
1. THAT Council direct staff to begin accepting zoning by-law amendment applications for potential sensitive institutional uses in the Community of Stouffville Secondary Plan Business Park Areas;
2. AND THAT Council evaluate the merits of zoning by-law amendment applications for locating potential sensitive institutional uses in Community of Stouffville Business Park Areas with respect to the **following non-exhaustive factors: ability to create jobs, potential to compromise the immediate or future viability on nearby employment uses and lands zoned for employment uses, and, potential mitigation measures;**
3. AND THAT Council direct staff to require within the Site Plan Control Agreement, a covenant on title warning purchasers of the possibility of noise, vibration or odours (contaminant discharges) emanating from nearby uses, both existing and proposed, as a condition of approval of potential sensitive institutional developments within the Community of Stouffville Business Park Areas.

With respect to the Town of Stouffville's analysis they have draw upon a clear distinction between institutional uses and residential uses. The Town of Stouffville's analysis sets forward an acceptable framework by which Municipalities across the Greater Toronto Area can tailor and build off of, to suit the needs in their municipality.

In regard to examples across the Greater Toronto Area, where institutional uses can co-exist either in within employment areas or adjacent to employment areas are provided below. The examples contained below are locations identified in varying Municipalities across the Greater Toronto Area:

Greater Toronto Area Case Study Examples:

Town of Stouffville



<https://www.google.com/maps/place/135+Mostar+St,+Whitchurch-Stouffville,+ON+L4A+0L9/data=!4m2!3m1!1s0x89d529843a1ea959:0xa149bb1c59ca54dd?sa=X&ved=2ahUKewiN-u7jkfP8AhVimYkEHQmYB0YQ8gF6BAGREAI>



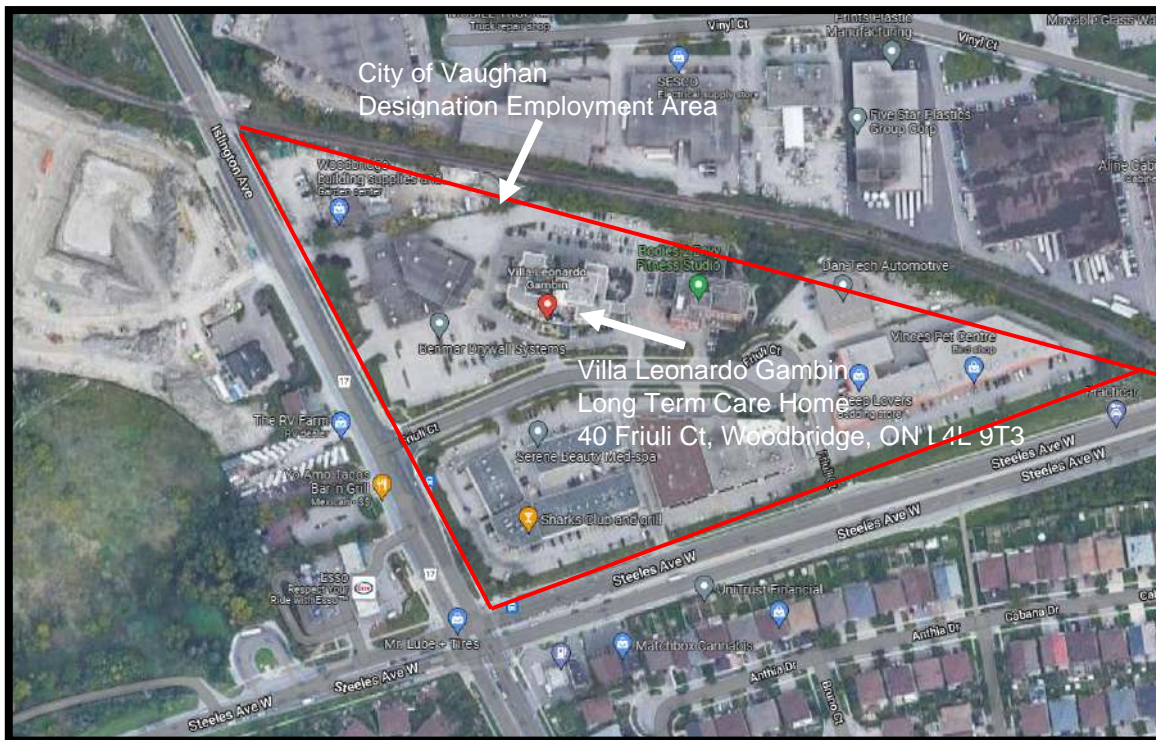
<https://www.google.com/maps/place/162+Sandiford+Dr,+Whitchurch-Stouffville,+ON+L4A+0Y2/@43.9610069,-79.26793,17z/data=!3m1!4b1!4m5!3m4!1s0x89d529bbae53f63f:0xed7262a1d16d24e1!8m2!3d43.9610069!4d-79.26793>

City of Richmond Hill



<https://www.google.com/maps/place/80+Elgin+Mills+Rd+E,+Richmond+Hill,+ON+L4C+0L3/@43.8911373,-79.439358,17z/data=!3m1!4b1!4m5!3m4!1s0x882b2a4281309a7b:0xfaf8ca5a64fe65f!8m2!3d43.8911373!4d-79.439358>

City of Vaughan



<https://www.google.com/maps/place/40+Friuli+Ct,+Vaughan,+ON+L4L+9T3/data=!4m2!3m1!1s0x882b3ab181632975:0x846f74326686653e?sa=X&ved=2ahUKewj16tLRkvP8AhWPKyKEhd8uDjAQ8gF6BAglEAI>



<https://www.google.com/maps/place/7371+Martin+Grove+Rd,+Woodbridge,+ON+L4L+9N2/@43.7666215,-79.6066048,17z/data=!3m1!4b1!4m5!3m4!1s0x882b3b2830b588df:0x6da92ccce79fd4!8m2!3d43.7666215!4d-79.6066048>

The Beaverton Commons development vision of a senior living community will make more efficient use of the subject lands, and based on input from the ownership group the planned development anticipates to provide 250 to 350 jobs, which is substantially greater than currently existing, while improving overall employment opportunities. Anticipated employment opportunities generated from senior living facilities range from nurses, personal support workers, residence support, chefs/ cooking team, administrative and operation staff. The proposed conversion is anticipated to increase the number of current jobs provided, while providing assistance in accommodating anticipated future growth within the municipality and region.

Any form of redevelopment of the subject land which would consider sensitive land uses would need to be consistent/ conform with Provincial Policy, demonstrate land use compatibility, and be subject to recommended mitigation measures established through various technical reports.

Thank you for the opportunity to provide this letter. Our team welcomes a follow up discussion regarding the proposed development and information provided herein at the subject lands. Should you have any questions, please contact the undersigned, Ryan Guetter (ext. 241) or Adam Santos (ext. 276).

Yours truly,

Weston Consulting

Per:



Ryan Guetter, BES, MCIP, RPP
Executive Vice President



Adam Santos, BURPI, RPP, MCIP
Senior Planner

- c. Client
- Mayor Schummer, Township of Brock
 - Regional Councillor Michael Jubb, Township of Brock
 - Local Councillor Peter Frank, Township of Brock
 - Regional Chair John Henry, Region of Durham
 - Brian Bridgeman, Region of Durham
 - Colleen Goodchild, Region of Durham
 - Lino Trombino, Region of Durham

Attachments:

1. Development Concept, Age-in-Place Community
2. Town of Stouffville Recommendation Report Sensitive Institutional uses in Business Park, September 6, 2016



IMAGE LIBRARY



1



2



3



4



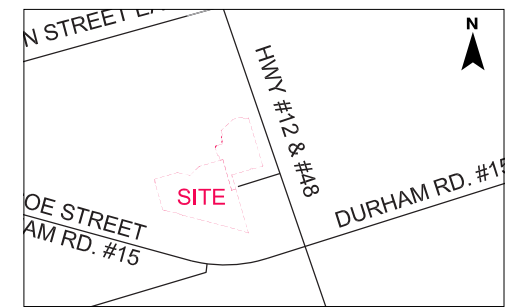
5



6



7



LEGEND

BUILDING A

Long-Term Care Facility
3-STY

BUILDING B

Seniors' Apartment
3-STY

BUILDING C

Commercial/Recreational Uses
1-STY

SENIORS' INDEPENDENT LIVING

Life Lease/Rentals
Urban & Traditional Bungalow Towns

SENIORS' INDEPENDENT LIVING

Life Lease/Rentals
Bungalow Quads

CARICARI LEE ARCHITECTS

DRAWING BASED ON OVERALL SITE PLAN BY
CARICARI LEE ARCHITECTS, DATED JUNE 2022

DRAWN / REVISED

03 AUG 2022 Final Draft

DEVELOPMENT CONCEPT

AGE-IN-PLACE COMMUNITY
BEAVERTON, ONTARIO
REGION OF DURHAM



WESTON
CONSULTING



File Number: 10085
Date: 2022-08-04
Drawn by: SM
Planner: AS
CAD: NA

Drawing

A1

Council in Committee Report
September 6, 2016

SENSITIVE INSTITUTIONAL USES IN BUSINESS PARK AREAS (D26)

Report prepared by: Planning Services Team

RECOMMENDATION:

The Acting Manager of Planning Services recommends:

- 1) **THAT Council direct staff to begin accepting zoning by-law amendment applications for potential sensitive institutional uses in the Community of Stouffville Secondary Plan Business Park Areas;**
- 2) **AND THAT Council evaluate the merits of zoning by-law amendment applications for locating potential sensitive institutional uses in Community of Stouffville Business Park Areas with respect to the following non-exhaustive factors: ability to create jobs, potential to compromise the immediate or future viability on nearby employment uses and lands zoned for employment uses, and, potential mitigation measures;**
- 3) **AND THAT Council direct staff to require within the Site Plan Control Agreement, a covenant on title warning purchasers of the possibility of noise, vibration or odours (contaminant discharges) emanating from nearby uses, both existing and proposed, as a condition of approval of potential sensitive institutional developments within the Community of Stouffville Business Park Areas.**

1. PURPOSE:

The purpose of this report is to seek Council's direction to adopt best practice policies with respect to potential zoning by-law amendment approvals for sensitive institutional land uses such as long-term care facilities, or daycares, dormitories and schools within lands designated as Business Park Areas of the Community of Stouffville Secondary Plan.

2. EXECUTIVE SUMMARY:

The Community of Whitchurch-Stouffville Secondary Plan permits institutional uses in lands designated Business Park Area.

Historically, the Town has not considered zoning by-law applications for certain institutional uses such as daycares and seniors long-term care facilities in lands designated in the Official Plan as Employment Business Park Area due to potential compatibility issues related to contaminant discharges such as noise, vibrations and odours from neighbouring, traditional employment uses. As a result of an increased interest in the siting of potential sensitive institutional uses within the Employment Business Park Areas, staff have initiated a review of current policy and practices within other municipalities.

Staff have reviewed Provincial guidelines that provide a framework on how to address contaminant discharge issues for such institutions that are considered to be sensitive land uses. Further research has also revealed that some municipalities in Ontario have expanded upon Provincial guidelines to address their own specific concerns and have created protocols by which potential land use incompatibilities might be addressed and even mitigated. This report outlines relevant Provincial and Municipal policies and also recommends the adoption of best practices for the Town to follow when considering applications for sensitive institutional uses within Employment Business Park Areas of the Community of Stouffville Secondary Plan.

3. BACKGROUND:

Planning staff have been contacted by and have met with a number of development proponents regarding the potential location of long-term care facilities in the Community of Stouffville, specifically in an area presently designated as Business Park Area in the Secondary Plan where institutional uses are permitted generally and zoned as Employment Business Park (EBP) where many institutional uses including seniors long-term care facilities are not permitted. Staff identified the need to undertake best practice research using existing Provincial and other guidelines to determine if such developments might co-exist with other employment uses.

In order to protect lands for employment purposes, the Provincial Growth Plan restricts the conversion of employment lands to other uses such as residential or retail commercial uses, by mandating that such changes in land use only be permitted through a Municipal Comprehensive Review (MCR) of the Official Plan. The Planning Act requires that municipalities conduct such reviews every five years but in practice the process recurrence typically takes much longer. In many municipalities such as Whitchurch-Stouffville, the authority to approve MCR's rests with an upper tier municipality; York Region in this case. Approvals for conversion of employment lands to other uses are therefore extremely difficult to obtain.

In the GTA there continues to be a significant interest on the part of developers in the creation of residential and retail commercial development to satisfy market forces often creating additional pressures on employment areas. As the Province continues to encourage municipalities toward the creation of mixed use

communities, the lines between traditional land use zones has become more difficult to delineate and more opportunities for incompatibilities between neighbouring uses arise.

Residential land uses are often incompatible with traditional employment uses due to potential contaminant discharges emanating from certain types of employment land uses. These discharges can be in the form of noise, vibration, odour, air pollution, or traffic. Traditional employment land uses, although forming the backbone of traditional employment sectors, can conflict with land uses such as housing, long-term care facilities, or daycares, dormitories and schools due to the vulnerability of the occupants of those buildings. These vulnerable receptors are referred to in policy documents as sensitive land uses.

In response to this conflict, certain municipalities have created their own “Land Use Compatibility Guidelines”, largely based on Ministry of the Environment and Climate Change (MOECC) documentation. The Ministry created a series of guidelines called the “D-Series” in the mid 1990’s, which continue to form the basis for analysis of land use compatibility challenges. These documents outline a means of identifying potential land use conflict situations, as well as mitigation steps that can be undertaken by both municipalities and development proponents to ensure the viability of differing land uses.

The Town has previously delineated the difference between residential developments targeting a seniors market and institutional facilities intended for assisted living or long term care for seniors. Institutional facilities have the following characteristics:

- Generate sustainable jobs;
- Do not include full kitchens in residential units – no 220 volt services may be provided for cooking purposes; and
- Food preparation and dining is to take place in communal facilities.

Residential developments targeting a seniors market are currently not permitted within lands designated for employment uses by the Official Plan or any of the Secondary Plans.

4. ANALYSIS & OPTIONS:

4.1 Overview of Provincial Policies

Policies in the Provincial Policy Statement 2014 (section 1.3.2) and the Growth Plan for the Greater Golden Horseshoe 2006 (section 2.2.6) require municipalities to provide adequate provision of employment areas for current and future use. Proposed amendments to the Employment policies within the Growth Plan arising from the 2016 Provincial planning policy review would introduce a new *prime employment areas* designation, and require municipalities to review their current employment land use designations and policies as well as zoning classifications

and uses. *Prime employment areas* are to be adjacent to or in the vicinity of major goods movement facilities and corridors, and would be reserved for employment uses that are land extensive and/or contain low density employment (e.g. manufacturing, warehousing). Residential and other sensitive land uses, (day care centres, educational and health facilities) institutional uses, and retail, commercial and office uses that are not ancillary to the primary employment uses would not be considered “prime employment uses.” The conversion of prime employment to non-employment uses would be prohibited. The conversion of *prime employment areas* to *employment areas* and *employment areas* to non-employment uses would also be discouraged, and require adequate evidence on the part of the municipality that the conversion of the subject lands is necessary, and that the conversion does not compromise the immediate and long-term viability of the employment areas. Business Park Area lands in the Community of Stouffville comprise a mixture of business and economic activities (warehousing, office, manufacturing, business services, etc.).

However, the MOECC D-Series guidelines provides municipalities with a framework of policies to follow in situations where land use compatibility conflicts exist. This framework provides recommendations based upon common themes explored by the Ministry, as well as a guideline of what studies should be undertaken by a development proponent to demonstrate the compatibility of their project.

4.2 Overview of Municipal Policies

Halton Region undertook an exercise whereby a set of guidelines were created that both condensed and simplified the MOECC D-Series for use by municipal staff, and private sector developers. A draft of these guidelines can be found in Attachment 2.

The Community of Stouffville Secondary Plan does permit institutional uses within Business Park Areas even though the Town is concerned about potential negative impacts of allowing sensitive institutional land uses in close proximity to traditional employment uses. In order to ensure compatibility in this situation, the Official Plan also expressly states (section 7.3) the need for certain studies and supporting documentation to be provided. The Town may require that evaluations of noise, vibration, traffic, air quality, etc. be submitted as part of a complete submission under the provisions of the *Planning Act.*, however, the submission and acceptance of the studies will not guarantee that owners of new sensitive land uses will accept the ongoing activities and potential contaminant discharges of existing or proposed traditional employment uses, therefore mitigation measures are required. The lands currently designated Business Park Area within the Community of Stouffville Secondary Plan are identified as Attachment Nos. 5 & 6 to this Report.

4.2.1 Community of Stouffville Places of Worship Study: Recommendations Report

In response to the increased interest in the development of places of worship within the Employment Business Park lands within the Community of Stouffville, a land use study was initiated. At their Meeting of June 7, 2016, Council received a report entitled Community of Stouffville Places of Worship Study: Recommendations Report, which outlined the findings from the study. The study reinforces the importance of maximizing the Business Park lands for employment rather than institutional uses. However, it does recognize that some institutional uses do provide some employment, while some employment uses do not generate a large number of jobs. It may be appropriate to permit some places of worship to locate in these areas on sites that are not ideal sites for light industrial and office uses.

An evaluation of the Business Park Area lands indicated that such sites would be located:

- Away from Highway 48 which provides the best access and visibility for employment uses;
- Within 400 metres (a five minute walk) of residential and mixed use areas to provide easy access for pedestrians and cyclists
- With access to a designated arterial or collector road for ease of access and to minimize traffic on local streets and recognizing that such routes may be future transit routes; and,
- Where an elementary or secondary school is proposed as an ancillary use, Places of Worship would be restricted to locations immediately adjacent to residential areas or Main Street to maximize access and connections with the surrounding Community.

It was further recommended that where any proposed facilities include sensitive uses, the submission of additional studies will be provided, to ensure impacts on such uses from existing and planned employment uses are minimized, including dust, noise, odour, traffic and parking, demonstrating the provision of adequate parking and access.

The Recommendations report identified input from the public, as well as proposed amendments to both the Official Plan and Zoning By-law. Staff will be bringing forward the proposed Amendments to a future Public Meeting for consideration.

Staff recommend that any applications for potential sensitive institutional uses in Business Park Areas should be evaluated using the same criteria proposed as part of the Places of Worship land use study recommendations.

4.3 Sensitive Institutional to Employment Land Use Conflict in Toronto

A documented land use conflict case in Toronto has also been reviewed in consideration of its similarity to the nature of Whitchurch-Stouffville's compatibility concerns and acted as a case study for Planning Staff.

In the Toronto case study an area zoned Employment General, and surrounded by Employment Heavy, was rezoned to permit a long-term care facility and seniors care condominium. Despite obvious land use compatibility issues, City of Toronto Council allowed the rezoning for sensitive land use development based upon the ability of the development to generate employment (nursing staff, administrative staff, cleaning personnel, etc.). A clause was included in the Site Plan Control Agreement, whereby each new occupant/purchaser of the long-term care facility was given written notice that they were both neighbouring an existing industrial facility, and that surrounding zoning could permit the creation of future industrial uses in adjacent lands. In doing so, the City maintained the viability of the surrounding employment areas for their intended use.

4.4 Conclusions

Planning Staff respect the premises underlying the MOECC D-Series Guidelines, Halton Region Guidelines, and the Toronto sensitive institutional use approval. Planning staff agree that the tools compiled through this review should be used by the Town as guidelines to address future potential land use compatibility conflicts that may arise in consideration of applications for sensitive institutional uses within the Community of Stouffville Secondary Plan Business Park Areas.

5. FINANCIAL IMPLICATIONS:

There are no financial implications as a result of this report.

6. ALIGNMENT WITH STRATEGIC PLAN:

This report is aligned with the Town's Strategic Plan in the following manner:

1. *Community Prosperity and Sustainability*
Balanced growth, environmental protection, economic development, tourism, community character and identity
 - 1.2 *Balanced land use planning – environment, economic and social considerations*
 - 1.3 *Orderly/phased development*
 - 1.4 *Economic development and job creation*

4. Quality of Life

Encompasses community safety, diversity, promoting healthy lifestyles, leisure and culture; complements community prosperity and sustainability

4.1 *Develop and maintain effective community health and safety services*

4.2 *Enhance public safety through collaboration*

4.5 *Cultivate healthier lifestyles and greener communities*

7. **ATTACHMENTS:**

1. Attachment 1 – Definitions of key terms
2. Attachment 2 – Graphic depicting separation distances (MOECC D-Series s. D6-3)
3. Attachment 3 – Chart outlining different types of employment uses (MOECC D-Series s. D6-1)
4. Attachment 4 – Halton Region Draft Land Use Compatibility Guidelines
5. Attachment 5 – Community of Stouffville Secondary Plan Schedule F Land Use and Transportation Plan
6. Attachment 6 – Community of Stouffville Secondary Plan Schedule F2- Western Approach Area
7. Attachment 7 – Correspondences

For further information on this report, please contact Planning Services, at 905-640-1910, ext. 2280 or via email at developmenthelp@townofws.ca.