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**Subject:**                      **Revision to Draft Plan of Subdivision Approval at 11861 and 12045 McCowan Road (MZO3) [File No. 19T(W)-22.004]**

**Staff Report No.**            **DS-030-25**

**Department/  
Commission:**              **Development Services Commission**

**Date:**                        **June 18, 2025**

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**Recommendation:**

- 1) That Council direct Staff to issue a Notice of Decision to approve Revisions to Draft Plan of Subdivision File No. 19T(W)-22.004, subject to the Conditions as set out in Attachment 3 to Report No. DS-030-25, in accordance with Section 51(31) of the *Planning Act*.

**Report Highlights**

- The Draft Plan of Subdivision File No. 19T(W)-22.004 (“Draft Plan”) for the subject lands, was approved by Council on June 26, 2024, subject to conditions of Draft Approval.
- Town has received an application for revisions to the Draft Plan, submitted by Bousfields Inc. (“Authorized Agent”) on behalf of Willowgrove Residences Corp. (the “Owner”) on April 24, 2025 for the subject site.
- The Revised Draft Plan contemplates a reduction to the total number of dwelling units being proposed on the site. The current Draft Plan (approved in 2024) accommodates eight hundred and ninety-five (895) dwelling units. The revised draft plan being considered proposes a total of eight hundred and eight (808) dwelling units.
- The Revised Draft Plan proposes to remove the previously approved Community Centre Block from the subject lands and replace it with residential development blocks. Alternative locations are being considered for Community Centre / Park Blocks, on properties adjacent to the subject lands.

- The application has been reviewed in consideration of Provincial, Regional, and Town policies, and Staff are of the opinion that the application is generally consistent with and conforms to these policies and represents good planning.

## 1. Purpose:

The purpose of this report is to assess the merits of and make a recommendation respecting Revisions to Draft Plan Approval for a plan of subdivision located on the lands municipally known as 11861 and 12045 McCowan Road (the “Subject Lands”).

This report will:

- Provide an overview of the subject property and site (**Section 2.1**);
- Provide an overview of previous approvals on the subject site (**Section 2.2**);
- Provide an overview of the requested Revisions to Draft Approval and associated Draft Plan Conditions (**Sections 3.1 and 3.2**);
- Identify applicable Provincial, Regional, and Town policies (**Section 3.3**); and
- Provide an overview of Town Department and External Agency comments (**Section 3.4**).

This report concludes with recommending approval of the request for Revisions to Draft Plan of Subdivision Approval for the subject lands, as the revised proposal is appropriate for the development of the subject lands, and it generally conforms to provincial, regional, and municipal plans and policies.

## 2. Background:

### 2.1 Location and Property Overview

The Subject Lands are municipally known as 11861 and 12045 McCowan Road and are located on the east side of McCowan Road, south of Stouffville Road, and north of the Whitchurch-Stouffville and Markham municipal boundary.

The lands owned by Willowgrove Residences Corp. have a gross area of approximately 58.87 hectares (145.47 acres), with approximately 28.11 hectares (69.46 acres) being located in the Oak Ridges Moraine Conservation Plan or Greenbelt Plan areas.

The lands are adjacent to the lands approved through Minister’s Zoning Orders O. Reg 172/20, and O. Reg 610/20.

**Figure 1** below provides a map of the subject site and surrounding property context.

**Attachment 1** to this report is a copy of the location map.

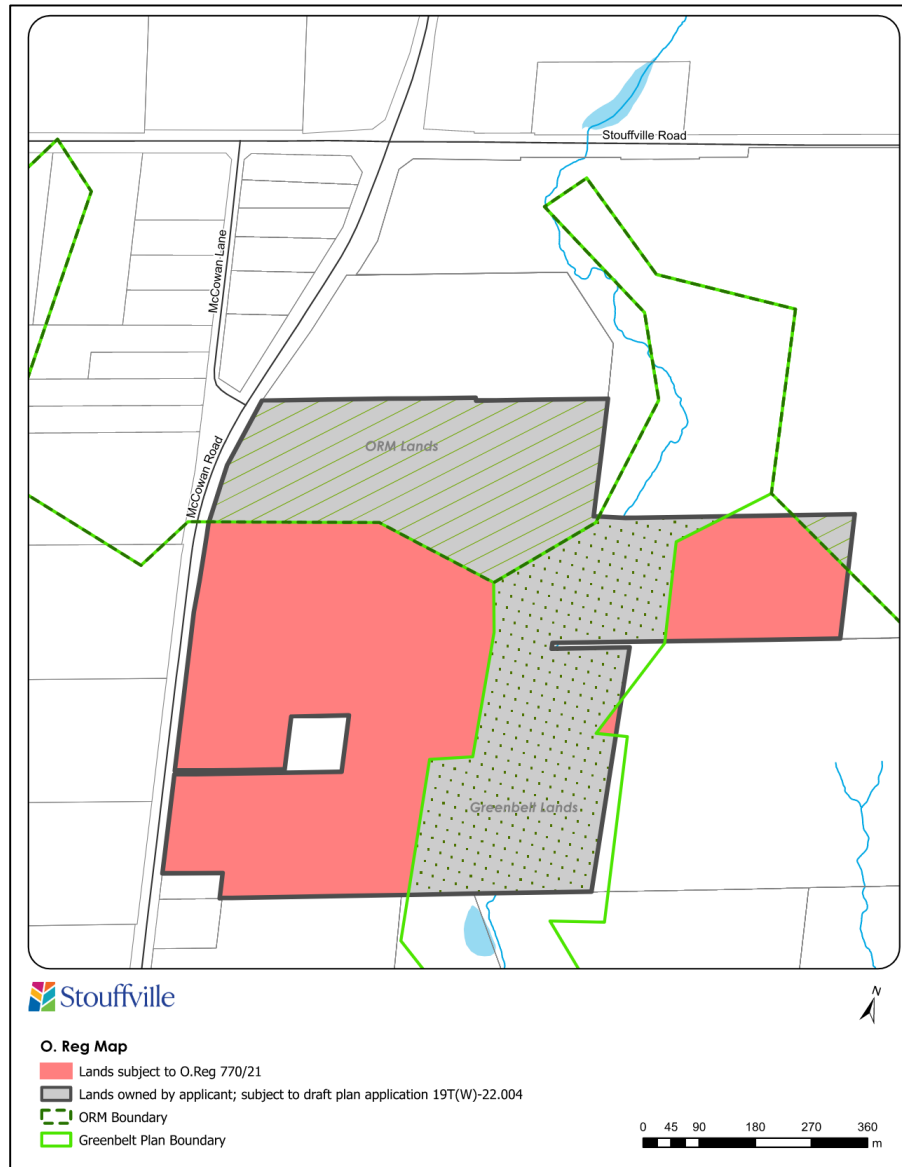
**Figure 1: Subject Site and Surrounding Context**

## **2.2 Previous Approvals**

### **2.2.1 Minister's Zoning Order (2021)**

On November 10, 2021, the Minister issued Zoning Order O. Reg 770/21 for approximately 30.6 hectares of land as identified in **Figure 2** below.

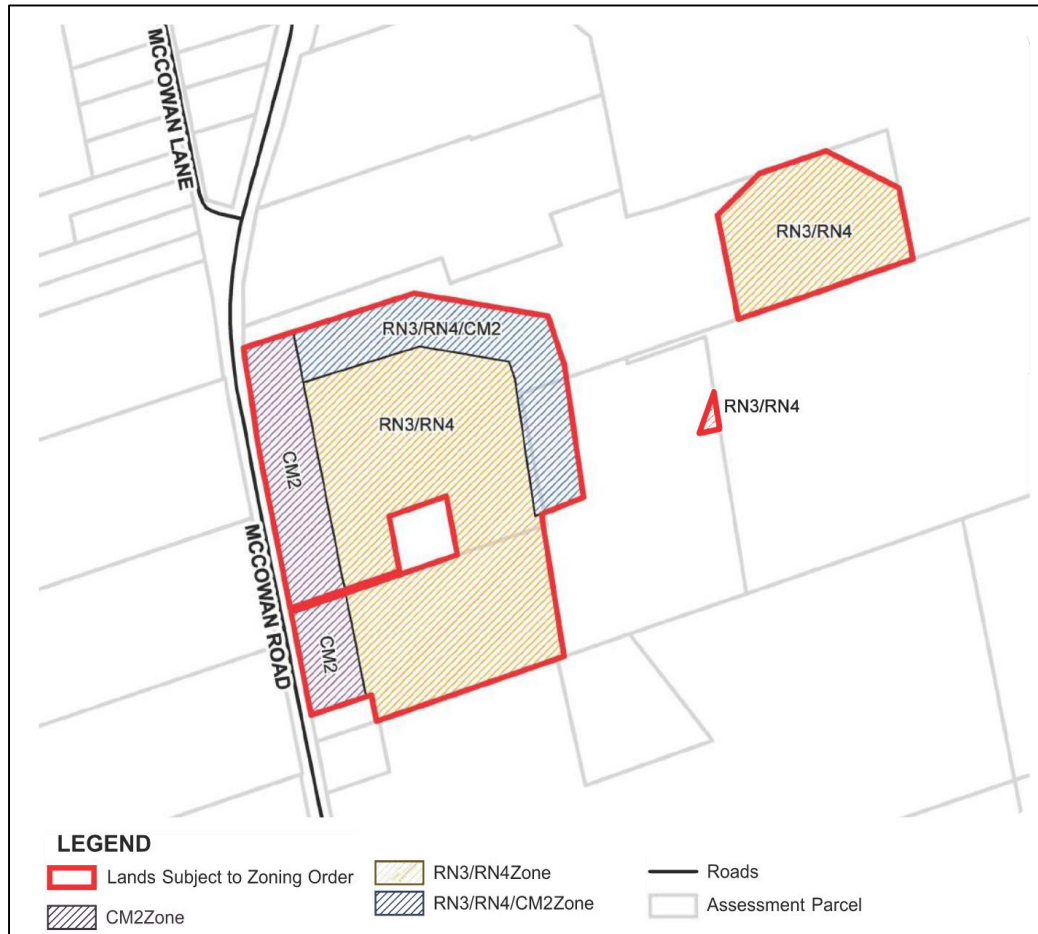
Staff note that the Zoning Order does not apply to the Oak Ridges Moraine Blocks located to the north and east of the site (Blocks H1, H2, and H3), or the Greenbelt Blocks that are centrally located within the site (Blocks G1 and G2).

**Figure 2: Lands Subject to O. Reg 770.21**

As it relates to the subject site, the Zoning Order had the effect of applying the following Zones to the lands:

- Residential New Three and Residential New Four (RN3/RN4) Zones;
- Residential New Three, Residential New Four, and Commercial Residential Mixed – Western Approach (RN3/RN4/CM2) Zones; and
- Commercial Residential Mixed – Western Approach (CM2) Zone.

**Figure 3** below is a copy of the Minister's Zoning Order O. Reg 770/21 map, which visualizes the locations of the various zones on the subject property.

**Figure 3: O. Reg 770/21 Map**

### 2.2.2 Draft Approval (2024)

On June 26, 2024, Council granted approval, subject to conditions, for a Draft Plan of Subdivision consisting of various blocks for the following uses:

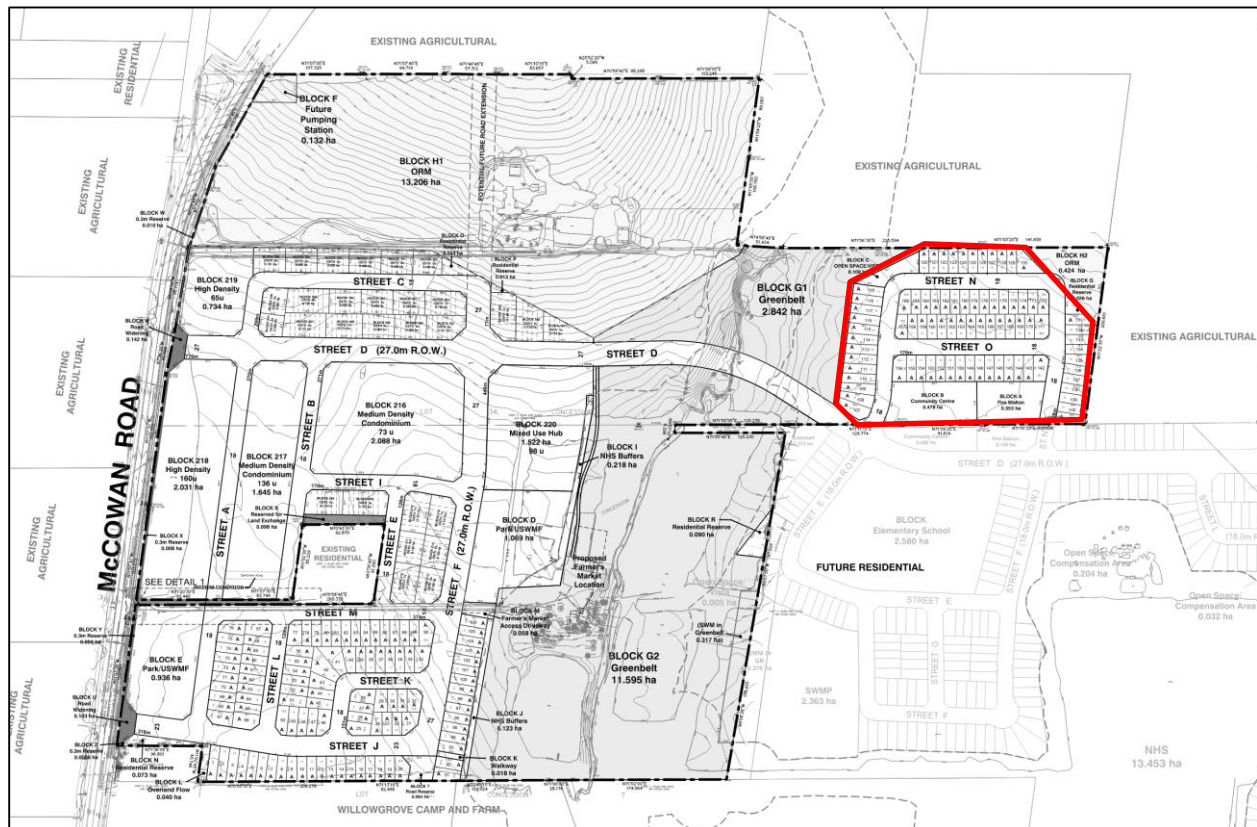
- One hundred and eighty-six (186) single detached units;
- Two (2) medium-density condominium blocks with two hundred and nine (209) units;
- Two (2) high-density blocks with two hundred and twenty-five (225) units;
- A mixed-use hub with ninety-eight (98) units;
- One hundred and seventy-seven (177) townhouse units;
- A Community Centre Block (4.97 hectares);
- Two Oak Ridges Moraine Blocks (13.63 hectares); and
- Other blocks for the purposes of stormwater management, open space and underground stormwater management facilities, and roads.



In granting Draft Plan Approval in 2024, the Town included a three-year lapsing provision with a Draft Plan lapsing date of June 26, 2027.

A copy of the previously approved Draft Plan is provided in **Figure 4** below.

**Figure 4: Draft Plan of Subdivision, 2024 (File No. 19T[W]-22.004)**



*\*Area outlined in red was secured as a Community Centre Block, through associated Draft Plan Conditions.*

For further details on this approval, please refer to the associated Council Report (**Item 1 under Section 10 to this report**).

## 2.2.3 Discussions with Town Staff Regarding Revisions to Draft Plan (2024)

In November 2024, the Owner/Applicant of the subject lands met with Town Staff to discuss revisions to the existing Draft Plan of Subdivision (File No. 19T[W]-22.004), that would see the existing Community Centre Block being removed from the subject site.

As previously highlighted in **Section 2.2.2** of this report, a 4.97-hectare Community Centre Block was secured on the subject lands through the 2024 Draft Approval. Relevant Conditions of Draft Approval were also included at this time that required the Applicant to Convey ORM Blocks H1 and H2 to the Town. This conveyance was contingent upon

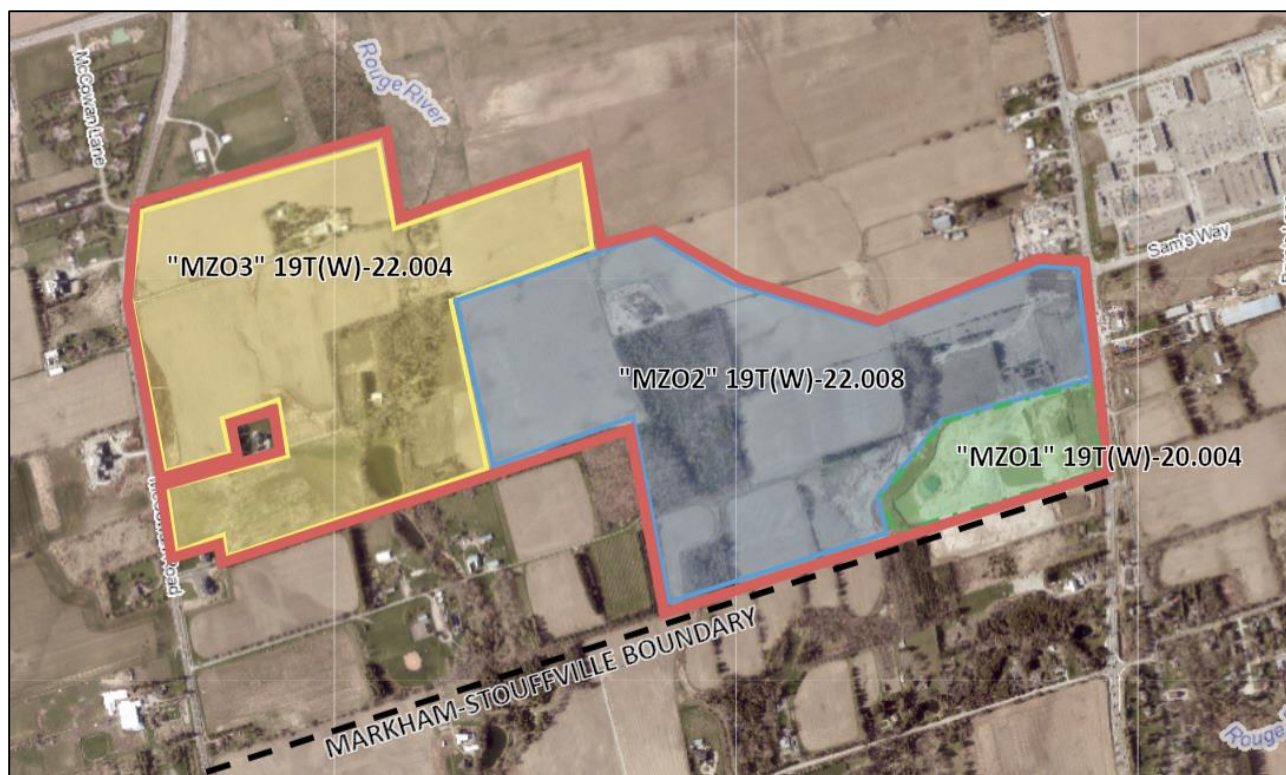
confirmation that an alternative Community Centre / Park Block could be accommodated on adjacent lands. At the time of approval, staff noted that a Community Centre/Park Block with a minimum size of 10 hectares would be required in order to appropriately serve the Highway 48 development area, however, would accept these various Blocks in the interim as “placeholders”, until an alternative location was proposed. Further, relevant Conditions of Draft Approval were included at the time of File No. 19T(W)-22.004 being approved, that required the Applicant to assemble the necessary lands for a minimum 10-hectare Community Centre/Park Block in the Highway 48 development area.

Since November 2024, the Applicant has submitted an application for Revisions to Draft Plan approval for the subject site (i.e. “MZO3 Lands”) to remove the existing Community Centre Block and replace it with residential development blocks. Further details on the revisions being contemplated can be found in **Section 3.1** of this report.

An application for Revisions to Draft Plan Approval is also being considered for the “MZO1 Lands”, which similarly, requests changes to accommodate the relocation of the proposed Community Centre Block to the property. Further details regarding this request and proposed changes can be found in **Staff Report No. DS-029-25**.

**Figure 5** below provides a map of the “MZO Lands” in the Highway 48 development area.

**Figure 5: Location of “MZO Lands”**



### 3. Analysis:

#### 3.1 Proposed Revisions to Draft Plan

On April 24, 2025, the Applicant submitted a Revised Draft Plan consisting of the following Blocks:

- Two hundred and fifty-four (254) single detached units (9.2 hectares);
- One (1) medium-density condominium block with sixty-nine (69) units (2.02 hectares);
- Two (2) high-density blocks with two hundred and twenty-nine (229) units (2.6 hectares);
- A mixed-use hub with ninety-eight (98) units (1.5 hectares);
- One hundred and fifty-eight (158) townhouse units (3.1 hectares);
- Pumping Station Block (1 hectare);
- HydroOne Substation (0.5 hectares);
- Oak Ridges Moraine Blocks (12 hectares);
- Greenbelt Blocks (14.4 hectares);
- Additional blocks for stormwater management, road reserves, and environmental buffers are also proposed.

#### A. Removal of Community Centre / Park Block

If approved by Council, the Revisions to Draft Plan being proposed would remove the existing 4.97-hectare Community Centre / Block from the subject property. In place of this block, residential development blocks are being proposed that would accommodate a total of ninety-three (93) single detached dwellings.

Staff note that the 4.97-hectare Community Centre / Park Block that was secured on the subject lands through the June 2024 Draft Approval was intended to serve as an interim solution until an alternative location was proposed that could offer additional acreage.

As referenced in **Section 2.4** of this report, staff previously requested that a Community Centre / Park Block with a minimum size of 10 hectares be provided for the Highway 48 development area. In order to facilitate this request, several recreational blocks are being proposed on adjacent lands through separate Draft Plan applications as noted below.

- 3.5-hectare Community Centre Park Block (“MZO1 Lands” – 19T[W]-20.004)
- 0.9-hectare Oak Ridges Moraine Block (“MZO1 Lands” – 19T[W]-20.004)
- 20.3-hectare Oak Ridges Moraine Block (“MZO2 Lands” – 19T[W]-22.008)\*

*\*Staff note that File No. 19T(W)-22.008 is not an approved Draft Plan of Subdivision. This file is still under review and is subject to change.*

In summary, a total of 24.7 hectares of land could be conveyed to the Town in the Highway 48 development area for recreational purposes (subject to Council approval). Staff note that the conveyance of Oak Ridges Moraine (ORM) Lands to the Town to satisfy



parkland dedication purposes is contingent on Provincial approval to allow outdoor recreational amenities, and associated uses, in the Oak Ridges Moraine.

**B. Unit Count Changes**

A reduction to the total number of dwelling units is being contemplated through this redline revision application.

The current Draft Plan (as approved in 2024) accommodates a total of eight hundred and ninety-five (895) dwelling units, consisting of one hundred and eighty-six (186) single detached units; two (2) medium-density condominium blocks with two hundred and nine (209) dwelling units; two (2) high-density blocks with two hundred and twenty-five (225) dwelling units; a mixed-use hub with ninety-eight (98) dwelling units; and one hundred and seventy-seven (177) townhouse units.

The revised Draft Plan proposes a total of eight hundred and eight (808) dwelling units, consisting of two hundred and fifty-four (254) single detached dwellings; one hundred and fifty-eight (158) townhouse dwelling units; a mixed-use hub containing ninety-eight (98) dwelling units; a medium-density condominium block containing sixty-nine (69) dwelling units; and two (2) high-density blocks containing two hundred and twenty-nine (229) dwelling units.

**Table 1** below provides a summary of the unit count changes being requested.

**Table 1: Requested Unit Count Changes**

<b>Unit Type</b>	<b>Units Proposed: 2024 Approved Draft Plan</b>	<b>Units Proposed: 2025 Revisions to Draft Plan</b>	<b>Difference</b>
Single Detached	186	254	+68
Medium Density Condominium	209	69	-140
High-Density	225	229	+4
Mixed-Use Hub	98	98	N/A
Townhouse	177	158	-19
<b>Total Unit Count:</b>	<b>895</b>	<b>808</b>	<b>-87</b>

Staff note that slight unit count reduction is a result of some previously proposed townhouse blocks being converted to single detached dwellings. Additionally, the width of some of the existing townhouse blocks is proposed to be increased from 5.5 metres to 6.1 metres in order to offer larger unit layouts and improved livability, which has had a slight impact on unit counts.

The significant difference observed in the number of medium density condominium units being proposed (69 units presently proposed, versus 209 units approved in 2024) is a result of this block being converted to townhouse dwelling units. These units are now captured under the “townhouse” unit type, as opposed to “medium density condominium”.

### **C. Conveyance of ORM Blocks**

Staff note that through this application, the Owner has requested that ORM Block H1 no longer be conveyed to the Town. As previously noted in **Section 2.2.3** this report, at the time of Draft Approval in June 2024, staff included Conditions of Approval that required the Applicant to convey Block H1, along with Block H2, to the Municipality. This conveyance was contingent upon confirmation that an alternative Community Centre / Park Block could be accommodated on adjacent lands in the greater Highway 48 Development Area, with a minimum size of 10 hectares. Since June 2024, alternative lands of an appropriate size have been proposed on adjacent lands for such purposes, which has been reviewed by staff and are considered appropriate for community centre uses, however, are subject to Council approval.

While staff acknowledge that recreation-related needs of the Town have been considered through these revisions and adjacent Draft Plan applications, there is a recognized need for other Community Service facilities in this area, namely, a Fire Station.

At this time, staff have included a Condition of Draft Approval that would require the Applicant to convey a 0.8 hectare Block to the Town for the purposes of a future Fire Station. The location of the Block would be within Block H1, as determined by the Town.

Staff note that the Town's Master Fire Plan (2022) identifies the growing need for additional Fire Stations in Town. The report specifically references development in the Greater Highway 48 Development Area as a primary factor driving growth and the need for additional fire fighting facilities in Town. Through staff's review of the various active Draft Plan Applications in this greater development area, it is noted that there are currently no Fire Stations facilities proposed.

Staff believe that the proposed Draft Plan Condition is an appropriate solution to address the future needs of the Town's Fire and Emergency Services Commission and also established through the Town's Fire Master Plan, as approved by Council. The Block being proposed (location still to be determined) will provide an appropriately-size site to accommodate a future Fire Station, and will serve centrally as this area of Town continues to develop.

### **D. Other Changes**

Staff note that other minor changes are being proposed through this Revision to Draft Plan Approval application. These include, but are not limited to:

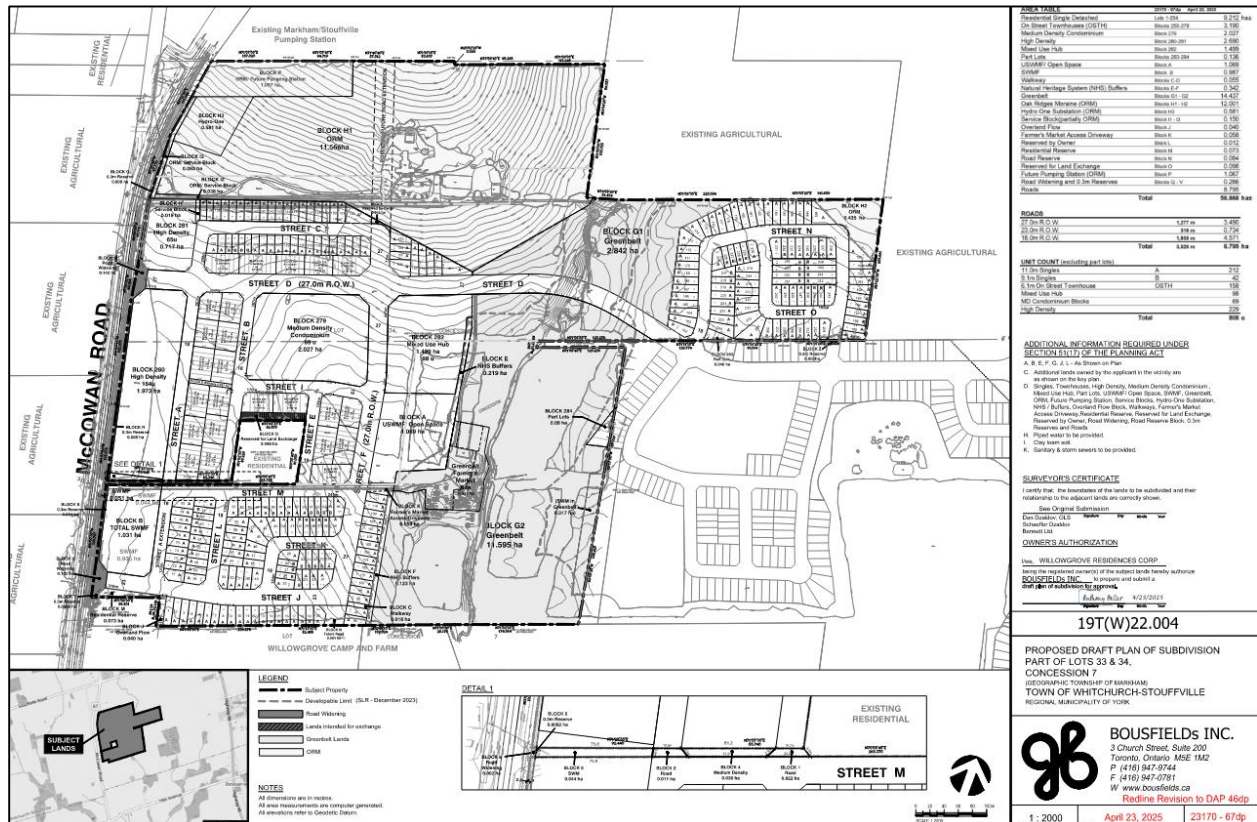
- Minor road network modifications;
- Increased Stormwater Management Facility Block size (Block B);
- Increased Pumping Station Block size (Block P); and
- New HydroOne Substation Block (Block H3).

## Visualization of Changes

**Figure 6** below is a copy of the Revised Draft Plan of Subdivision, and **Figure 7** is a copy of the Redline Revisions being proposed displayed against the previously approved Draft Plan.

**Attachment 2** to this report is the Revised Draft Plan of Subdivision, dated April 23, 2025.

**Figure 6: Revised Draft Plan of Subdivision, 2025**



**Figure 7: Redline Revisions to the Previously Approved Draft Plan of Subdivision**



As part of this application and to reflect the redline revisions to the Draft Plan, the Applicant has requested that several of the associated Draft Plan Conditions be removed or amended in order to reflect the changes being proposed.

- Conveyance of Community Centre / Park Block to the Town (as discussed in **Section 3.1A**);
- Conveyance of ORM Block H1 to the Town (as discussed in **Section 3.1C**); and
- Parkland dedication requirements.

### 3.3 Applicable Policies

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### 3.3.1 Provincial Planning Statement (PPS), 2024

The Provincial Planning Statement (PPS) is a consolidated statement of the Provincial Government's policies on how municipalities shall manage, and direct land uses to achieve efficient development and land use patterns. Section 3 of the *Planning Act* requires that decisions affecting planning matters shall be consistent with policy statements issued under the Act.

Section 2.1 (Planning for People and Homes) of the PPS states, in part, that "planning authorities should support the achievement of complete communities by:

- a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public services facilities, institutional uses, recreation, parks and open space, and other uses to meet long term needs;
- b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and
- c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity deserving groups".

Section 2.2 (Housing) of the PPS states, in part, that "planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

- a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households...; and
- b) promoting densities for new housing which efficiently use land, resources, infrastructure and public services facilities, and support the use of active transportation".

Section 2.3 (Settlement Areas and Settlement Area Boundary Expansions) of the PPS states that "land use patterns within settlement areas should be based on densities and a mix of land uses which:

- a) efficiently use land and resources;
- b) optimize existing and planned infrastructure and public service facilities;
- c) support active transportation;
- d) are transit-supportive, as appropriate; and
- e) are freight supportive".

Section 2.3 also states that "planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities".

Finally, Section 4.1 (Natural Heritage) states that "natural features and areas shall be protected for the long term", and that "the diversity and connectivity of natural features in



an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features”.

In Staff’s opinion, the proposed Revisions to Draft Plan of Subdivision continue to be consistent with the Provincial Planning Statement.

### **3.3.2 Oak Ridges Moraine Conservation Plan (ORMCP), 2017**

The Oak Ridges Moraine Plan (ORMCP) is an ecologically based Plan that provides land use and resource management direction for the 190,000 hectares of land and water that are located within the Moraine area.

Blocks F, H1, H2, and H3 of the subject lands are located within the Oak Ridges Moraine – Countryside Area designation. The purpose of the Countryside Area designation to encourage agricultural and other rural uses, and to maintain, and where possible, improve or restore the ecological integrity of the plan area. Permitted uses in the Countryside Area are generally limited to agricultural-related uses, however, can include infrastructure uses such as public highways, water service systems, stormwater management systems, and their associated rights of way.

As per the Revised Draft Plan, no development is presently proposed within Blocks H1, or H2, however, Block F has been reserved for a future pumping station, and Block H3 has been reserved for a Hydro One Sub-station, both of which conform to the policies of the ORMCP.

In Staff’s opinion, the proposed Revisions to Draft Plan continues to be in conformity with the ORMCP.

### **3.3.3 York Region Official Plan (YROP), 2022**

The York Region Official Plan (YROP) was approved as modified by the Province on November 4, 2022, and on July 1, 2024, the Region was deemed an upper-tier without planning responsibilities (Bill 185). Per Section 70.13(2) of the Planning Act, an Official Plan of an upper-tier municipality without planning responsibilities that is in effect, which applies to any area of a lower-tier municipality, is deemed to be an Official Plan of the lower-tier municipality until the lower-tier municipality revokes or amends it. Therefore, the YROP policies continue to apply as administered by the Town.

The subject lands are designated “Urban Area” as per the YROP, with the exception of the central corridor that is designated “Regional Greenlands System”.

In Staff’s opinion, the proposed Revisions to Draft Plan continue to be in conformity with the YROP.

### 3.3.4 Town of Whitchurch-Stouffville Official Plan, 2004

Under the Town's Official Plan, the Subject Lands are designated "Agricultural Area" and "Significant Environmental Area" (Schedule B) and are identified in the Rouge River Watershed Area (Schedule A1). Additionally, the ORM Blocks H1, H2, and H3 are designated Oak Ridges Moraine – Countryside Area (Schedule B).

### 3.3.5 Town's Comprehensive Zoning By-law 2010-001-ZO

Staff note that the Zoning of the subject lands is superseded by the Minister's Zoning Order O. Reg 770/21 as described in **Section 2.2.1** above.

## 3.4 Town Department & External Agency Comments and Conditions

The request for Revisions to Draft Plan of Subdivision was circulated to relevant Town Departments and applicable External Agencies for comment in April 2024.

The following departments and agencies had no further comments or conditions:

- **R.J. Burnside (Town's Peer Review Engineering Consultant)** – No objections to the proposal.
- **Heritage Planning** – No objections to the proposal.
- **Toronto & Region Conservation Authority** – No objections to the proposal.
- **Fire & Emergency Services** – No objections to the proposal.

The following departments and agencies provided updated comments and/or conditions:

- **Development Planning** – No objections to the proposal. Minor updates to Conditions provided to reflect proposed revisions.
- **Engineering & Public Works** – No objections to the proposal. Minor updates to Conditions provided to reflect proposed revisions.
- **Region of York** – No objections to the proposal. Minor updates to Conditions provided to reflect proposed revisions. Comments provided.
- **Park Development & Operations** – No objections to the proposal. Minor updates to Conditions provided to reflect proposed revisions.

## 4. Conclusions & Options:

Staff have reviewed the proposed revisions to the previously approved Draft Plan of Subdivision and note that the proposal is generally in conformity with provincial, regional, and municipal plans and policies. The application has been reviewed against the criteria in Section 51(24) of the *Planning Act*, with those criteria being satisfied.

Staff note that departments and agencies are generally satisfied, and conditions of approval have been added, revised, and/or omitted in response to the revised plan. Many

of the outstanding issues are technical in nature and can be addressed through future planning applications that will follow the Revised Draft Plan Approval.

#### **4.1 Option A (Recommended)**

Staff recommend that Council approve the request for Revisions to Draft Plan of Subdivision Approval for the subject lands, as the revised proposal is appropriate for the development of the subject lands, and that it generally conforms to provincial, regional, and municipal plans and policies.

#### **4.2 Option B**

That Council does not approve the request for Revisions to Draft Plan of Subdivision Approval for the Subject Lands. This option is not recommended as the revised application represents good planning and generally conforms to provincial, regional, and municipal plans and policies.

### **5. Financial Implications:**

None.

### **6. Broader Intergovernmental Impacts and/or Considerations:**

Refer to **Section 3.2** of the report above.

### **7. Communication:**

Notice of Decision will be communicated as per the requirements of the Planning Act.

### **8. Alignment with Strategic Plan:**

1. A Town that Grows  
A Town that grows in support of complete communities
2. Good Governance  
Provide Good Governance

### **9. Attachments:**

1. Location Map
2. Revised Draft Plan, dated April 23, 2025
3. Conditions of Draft Approval, dated June 18, 2025

4. Composite Plan of MZO Lands
5. Redline Draft Plan of Subdivision, dated April 23, 2025

## **10. Related Reports:**

1. [June 26, 2024 - Council Report – Application for Draft Plan of Subdivision – 11861 & 12045 McCowan Road \(File No. 19T\[W\]-22.004\)](#)

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**For further information on this report, please contact the Department Head:** Dwayne Tapp, Commissioner of Development Services at 905-640-1900 or 1-855-642-8697 ext. 2431 or via email at [dwayne.tapp@townofws.ca](mailto:dwayne.tapp@townofws.ca)