



SUBJECT: **PRELIMINARY REPORT**
Condor Properties Ltd.
Langstaff Phase 1A Development
Zoning By-Law Amendment and Draft Plan of Subdivision to permit a mixed-use high rise development for 910 units at 25, 11, 9 and 5 Langstaff Road, southwest of Yonge Street and Highway 407
File Nos: ZA/SU 18 162178, Ward 1

PREPARED BY: Carlson Tsang, Planner II, West District, ext. 2945

REVIEWED BY: Dave Miller, M.C.I.P., R.P.P., Manager, West District, ext. 4960
Sean Hertel, M.C.I.P, R.P.P., Langstaff Gateway Project Manager
Francesco Santaguida, Assistant City Solicitor, ext. 3583

RECOMMENDATION:

1. THAT the report dated February 25th, 2019, titled “Preliminary Report, Condor Properties Ltd., Langstaff Phase 1A Development, Zoning By-Law Amendment and Draft Plan of Subdivision to permit a mixed-use high rise development for 910 units at 25, 11, 9 and 5 Langstaff Road, south west of Yonge Street and Highway 407, File Nos: ZA/SU 18 162178, Ward 1”, be received; and
2. THAT the proposed Zoning By-law Amendment and Draft Plan of Subdivision applications be referred to the Thornhill Sub-Committee for comments prior to the statutory Public Meeting.
3. THAT City Council direct the City Solicitor and Staff to oppose any appeal of the application for Zoning By-law Amendment and Draft Plan of Subdivision for 25, 11, 9 and 5 Langstaff Road, if an appeal(s)is/are made based on City Council's failure to make a decision within the statutory timeframe set out in the Planning Act, taking a position consistent with the planning comments set out in the report dated February 25th, 2019 and any further direction from the City Solicitor and the Commissioner of Development Services.

PURPOSE:

This report introduces the above zoning by-law amendment and draft plan of subdivision applications which, together, is the first development proposal submitted within the Langstaff Gateway community since the modification and approval by York Region of the Secondary Plan in June 2011. The report provides general information about the proposal, details of the applicable policies and requirements in the Secondary Plan, and some of the matters that need to be addressed prior to approval of the application.

EXECUTIVE SUMMARY

The Langstaff Gateway forms part of the Richmond Hill/Langstaff Gateway Urban Growth Centre in the Provincial Growth Plan for the Greater Golden Horseshoe (2017), and the Richmond Hill/Langstaff Gateway Regional Centre in York Region’s Official Plan (2010). It has been planned for a high concentration of development with a significant share of population and employment growth in the area, to be served by rapid transit and achieve a minimum density of 200 people and jobs per hectare.

In December 2009, Markham's Development Services Committee endorsed the Langstaff Land Use & Built Form Master Plan which was prepared by Calthorpe Associates and Ferris + Associates. The Master Plan contains detailed design principles and implementation strategies that were intended to guide the preparation of the Langstaff Gateway Secondary Plan.

The Secondary Plan was adopted by Council in June 2010 through Official Plan Amendment No.183. It contemplates an ultimate population of 32,000 residents (15,000 units) and 15,000 jobs after full build out. Langstaff is planned to be a transit-dependent and complete community, characterized by direct access to subway and GO rail services, walking and cycling, and a diverse mix of uses including mixed use residential, retail, office, cultural, institutional, open space and park, recreational, community services and facilities.

The Langstaff Gateway area is divided into three Precinct areas in the Secondary Plan. Any development approvals within these Precincts will be conditional upon the provision of Precinct and Phasing Plans and related studies as required by the City and other review agencies including the Region. The Secondary Plan further establishes three phases across the precincts, where development is linked to benchmarks and triggers established in the Secondary Plan related to a number of requirements including transportation improvements (e.g. subway) and the delivery of community facilities (e.g. schools).

The key benchmarks for Phase 1 include the restoration of the Pomona Mills Creek, completion of the Pomona Mills Creek Park, Woodland Park, Linear Park, transit circulator connection to Richmond Hill Transit Station through and under the Highway 407, the northern grade separated crossing of the CN Rail line and the Cedar Avenue extension to High Tech Road in Richmond Hill. The key benchmarks for advancement to Phase 2 include the extension and operation of the Yonge Street subway line, the completion of an elementary school(s) to the satisfaction of the York Region and York Catholic District School Boards, and the construction of the southern grade separated crossing of the CN Rail line. The key benchmarks for the advancement to Phase 3 is to include the completion of the Highway 407 Transitway.

A zoning by-law amendment and draft plan of subdivision applications have been submitted by Condor Properties Ltd. to create the first development block (Phase 1A) within the West Precinct area. The applications will facilitate the construction of two residential towers totaling 910 units, including 27 townhouses integrated into the building podiums, as well as the reconstruction of the Yonge Street-Langstaff Road intersection and the construction of the southern segment of a new north-south public road, Creek Street. The City has received all the supporting studies, plans and reports required by the Secondary Plan, which includes a proposed Precinct Plan, Phasing Plan, Langstaff-wide transportation study, sustainable development strategy, environmental impact study, master servicing plan and sun and shadow analysis. The application was deemed complete on October 18th, 2018. The materials have been circulated to all City Staff and agencies for review.

Many of the comments identified to date do not specifically relate to the Phase 1A development block. However, these comments must be addressed in the Precinct and/or Phasing Plans prior to any development approvals as required by the Secondary Plan. These matters include:

- Addressing ground floor retail spaces
- Securing a school site in the West Precinct to the satisfaction of the York District School Board;
- Developing plans for co-location of community facilities;
- Confirming the location and design of a temporary fire station;
- Addressing the timing and design of the major transportation improvements (such as the CN Rail crossings, Cedar Avenue extension and the multi-modal link connection to Richmond Hill Mobility Hub);
- Addressing timing and design of servicing improvements;
- Planning for the infrastructures to support district heating and Automated Vacuum Waste Collection System (AVAC);
- Determining the ultimate configuration and timing of conveyance of the Pomona Mills Creek park;
- Parkland dedication; and
- Providing mandatory ground floor retail/non-residential uses.

City staff, in coordination with external agencies, will continue to work with the applicant to address the above requirements throughout the in-progress review of the applications. Detailed comments will be provided to the Development Services Committee in a recommendation report following the statutory Public Meeting and a Thornhill Subcommittee meeting.

LOCATION AND AREA CONTEXT

Langstaff Gateway Area

The Langstaff Gateway community has a total area of approximately 47 ha (116ac) (See Figure 1). It is bounded by Holy Cross Cemetery to the south, Yonge Street to the west, Highway 407 to the north and Bayview Avenue to the east. Presently, the community is predominately occupied by various small-scale industrial uses such as warehouse, outdoor storage and auto repair, interspersed with single detached dwellings of varying styles and ages along Essex Avenue and the west end of Langstaff Road. There is a 3.12 ha (7.71 ac) environmentally significant woodlot on the east side of the Langstaff Gateway Community near Bayview Avenue. The west end of the community between Yonge Street and Ruggles Avenue is bisected by the Pomona Mills Creek, a tributary of the East Branch of the Don River. The central area of the community is bisected by a north-south CN Rail line used for freight and commuter/passenger service. There is a GO Transit parking lot at the north end that is connected to Richmond Hill's GO station by a walking platform along the east side of the rail corridor. There is one heritage home, municipally known as 10 Ruggles Avenue, located at the south end of Ruggles Avenue which was constructed in the 1850s by the Munshaw family.

Property Description - Phase 1A Development

The lands subject to the proposed zoning by-law amendment and draft plan of subdivision are municipally known as 25, 11, 9 and 5 Langstaff Road (See Figures 2 and 3). The lands have a combined area of approximately 0.9 ha (2.22 ac) and are located near the south east corner of the Yonge Street and Highway 407 intersection. The lands were previously used for various industrial activities including auto repair, construction material storage and landscaping supply. The site is presently vacant and is undergoing remediation following decades of occupancy by various industrial and storage operations.

BACKGROUND:

Provincial Growth Plan - Richmond Hill/Langstaff Gateway Urban Growth Centre

The Greater Golden Horseshoe region is a rapidly growing metropolitan area with an expected population of 13.5 million and more than 6 million jobs by 2041. The Province released the “Places To Grow - Growth Plan for the Greater Golden Horseshoe” in 2006 (further updated in 2017) which provides a framework to direct the anticipated growth and implement the Province’s vision for building stronger, prosperous and complete communities in the Greater Golden Horseshoe region (See link on the last page). Developments within Urban Growth Centres must conform to the Growth Plan.

The Growth Plan promotes intensification within the built up areas with a focus on Urban Growth Centres where the potential for development at transit supportive densities is greatest. Richmond Hill/Langstaff Gateway is one of the two Urban Growth Centres identified in the City of Markham (along with Markham Centre) to accommodate the greatest levels of intensification based on a minimum density target of 200 residents and jobs per hectare by 2031. It is also the only Urban Growth Centre that crosses the boundaries of two local municipalities.

Developments within Urban Growth Centre must be consistent with the Provincial Policy Statement, 2014 (PPS, 2014), which provides direction on matters of Provincial interest including land use planning and development. The PPS, 2014 provides direction for the efficient use of land and development patterns, which supports sustainability by promoting strong, livable, healthy and resilient communities; protecting the environment and public health and encouraging safety and economic growth.

Staff have conducted an initial review on the application regarding conformity with the Provincial Growth Plan and the City’s applicable Official Plan policies, as well as consistency with the Provincial Policy Statement.

Regional Transportation Plan – Transforming Transportation in the Greater Toronto and Hamilton Area

In 2008, the regional transportation plan (RTP), “The Big Move- Transforming Transportation in the Greater Toronto and Hamilton Area (GTHA)” came into effect, and was updated by the “2041 Regional Transportation Plan” approved in 2017. The plan is prepared by the Province’s transit agency, Metrolinx, to coordinate the future transportation development of the GTHA based on the principles established in the Growth Plan. It identifies 60 different rapid transit lines to provide connectivity across the region. It also designates 51 Anchor and Gateway Mobility Hubs across the GTHA to serve as

major transit stations to support the future developments of the Provincial Urban Growth Centres (See link on the last page).

The Langstaff GO Station within the Richmond Hill/ Langstaff Gateway Urban Growth Centre has been identified as an Anchor Mobility Hub. The Centre is an especially important regional hub, planned to be served by various modes of rapid transit, including the Yonge Subway and Highway 407 Transitway, and GO Express Rail.

Richmond Hill/Langstaff Gateway Regional Centre

Following the release of the “Places to Grow Growth Plan”, there was a shift in the Regional Planning policy towards a growth management model that complements the provincial policy and encourages development within the existing urban areas of the Region. The Region established four Regional Centres (based on the locations of the Provincial Urban Growth Centres) in its Official Plan in 2009 (See link on the last page).

The Regional Centres are intended to serve as primary locations for the most intensive and greatest mix of development. The Richmond Hill/Langstaff Gateway area was one of the Regional Centres identified by the Region. It is subject to a minimum density of 2.5 FSI per development block and 3.5 FSI for lands at and adjacent to the future Langstaff/Longbridge subway station.

To ensure the Richmond Hill/Langstaff Gateway Regional Centre will function cohesively between municipalities, the Region led a planning coordination process in mid-2009 with the City of Markham, Town of Richmond Hill, as well as the City of Vaughan, to work towards developing shared principles and approaches for the future development of the Regional Centre. The intent was to provide a level of structure and consistency for the planning and implementation process to achieve a Regional Centre that functions as a unified whole. The process focused on four key elements: physical infrastructure; planning and urban design; community facilities and services; and financial tools and models.

Looking at the Centre from a broader perspective, the Region initiated several supplemental studies such as a Centre-wide Transportation Study, Financial Assessment and Strategy, Community Facilities and Services Inventory/Requirements, and Water and Waste Water Servicing Capacity Analysis to guide the Region’s approval of the Secondary Plans for the Centre. The studies led to a number of key priorities being incorporated into the future planning of the Langstaff Gateway community which includes:

- The southern extension of Red Cedar Avenue under Highway 407 to Langstaff Road to provide a higher level of connectivity across the Centre. Timing of the extension is to be determined in the Phasing Plan.
- A covered transit, walkway, and cycling concourse under Highway 407, on the west side of the CN Rail, connecting Langstaff to the Richmond Hill Centre Transit Terminal. Timing of the concourse is to be determined in the Phasing Plan.
- Minimum and maximum thresholds of development for each phase of development based on pre- and post- subway construction scenarios
- Community facilities and services within each phase of development to be built to compact urban standards including multi-functional or integrated configuration

The application has been circulated to the Region for review and comments.

Langstaff Gateway Land Use and Built Form Master Plan

On June 24, 2008, Markham Council approved Official Plan Amendment 171 to amend the City of Markham 1987 Official Plan and the Thornhill Secondary Plan (PD3-1) to create the “Langstaff Urban Growth Centre Study Area” which led to the development of a Master Plan. Official Plan Amendment 171 includes general development visions and principles that would guide the preparation of the master plan for the Langstaff area.

Following Official Plan Amendment 171, the City of Markham retained a multi-disciplinary team of consultants led by Calthorpe Associates to prepare the “Langstaff Gateway Land Use and Built Form Master Plan” (See Figure 4). The Master Plan was endorsed by Council on December 14, 2009 and would form the basis of the Secondary Plan (See link on the last page). Table 1 provides a brief summary from the Master Plan of the total area for each major land uses within the community.

TABLE 1

LAND USE SUMMARY	
Residential Spaces	146,750 m ² (1,579,603 ft ²)
Retail Spaces	35,670 m ² (383,948 ft ²)
Civic Space	13,275 m ² (142,890 ft ²)
Park Spaces	7.06 ha (17.44 ac)
Open Space	5.13 ha (12.67 ac)
Total Land Area	47.02 ha (116.18 ac)
EMPLOYMENT	
Office Space	217,850 m ² (2,344,917ft ²)
Jobs (office, civic and retail employment)	9,624
HOUSING	
Total Housing Units	15,140 units
Population	31,790 people
Density	322 units/ha

Langstaff Gateway Secondary Plan

On June 8, 2010, Council adopted Official Plan Amendment 183 to establish a Secondary Plan for the Langstaff Gateway Planning District (No.44) (See Figure 5) (See link on the last page). The Secondary Plan implements the urban structure, design, land use and development frameworks established in the Master Plan. Most importantly, it translates the vision for an intensely urban and transit-focused community into specific policies and related requirements for the logical and successful implementation of the Langstaff Gateway, providing for an ultimate population of 32,000 (15,000 units) and approximately 15,000 jobs.

Based on the Master Plan, the Secondary Plan includes specific requirements such as land use mixes and ground floor uses, maximum heights and densities, location criteria for schools, and critical infrastructure and service requirements for each phase of development. The Secondary Plan plans for two transit nodes created as primary hubs of activity for the community with mandatory ground floor non-residential or retail uses on the ground floor. The West Transit Node will be located directly adjacent to the planned Langstaff/Longbridge Subway Station on the east side of Yonge Street. The East Transit

Node is located near the existing Go Station, at the entrance of a Transit Concourse (covered passageway) which will provide a direct connection between Langstaff Gateway and Richmond Hill Centre. Employment uses will be concentrated in the two transit nodes for greater exposure to Highway 407 and buffer for the interior residential uses.

The Secondary Plan features an integrated transportation system that relies on walking, biking and public transit as the main modes of transportation. Pedestrian and bike routes are designed along most streets in the community. An internal transit circulation system will be focused at the centre of the community to create a transit spine along a linear park system that links the East and West Transit Nodes with the residential neighborhoods and the Richmond Hill Centre to the north. The Secondary Plan also envisions three crossings above the CN Rail line to provide east-west connections. The major collector roads circle the perimeter of the community, while local roads will generally run in a north-south direction. The road network is designed to support and promote pedestrian and cyclist activities. The Cedar Avenue is planned to be extended north into Richmond Hill to allow for greater connectivity between the two municipalities.

Pomona Creek (to the east of Condor's Phase 1A lands) and the woodlot located towards Bayview Avenue are planned to be re-naturalized and integrated with the park and open space system. The Secondary Plan provides six other parks (known as Transit Green, Linear Park West, Hub Green, Cedar Park, Linear Park East, and Promenade Park) for the community (See Figure 4). The community is planned to provide a total of 7.06 ha (17.44 ac) of parks and 5.13 ha (12.67 ac) of open spaces, in addition to private amenity space.

Precinct Plan Requirements

Langstaff Gateway community is divided into the West, East and Central Precinct Areas (See Figure 6). Phase 1A, subject to the current in-process applications, is located within the West Precinct. The West Precinct area is located west of the CN Rail corridor and includes the Pomona Mills Creek and the future Pomona Mills Creek Park, the West Transit Nodes, a portion of the East Transit Node, the northern crossing over CN Rail line and one future public elementary school. The East Precinct is the area east of Cedar Avenue. It includes a natural woodlot, one public and one catholic elementary school, the southern crossing over CN Rail line and the 0.71 ha (1.75 ac) Cedar Park. The Central Precinct is the balance of the community in the center. It includes the central crossing of CN Rail line, a portion of the East Transit Nodes and the majority of the CN Rail line.

Approval of development within each of these precincts is conditional upon the preparation by the applicant of a Precinct Plan and supporting reports and studies consistent with the requirements of the Secondary Plan and to the satisfaction of the City. The Precinct Plan is a non-statutory guidance document that articulates the policies and objectives of the Secondary Plan, demonstrating how each proposed development proposal will contribute to achieving the Langstaff Gateway Vision within each Precinct and development phase. Precinct Plans, which are "living documents", show a high level of information to help coordinate land use development, urban design requirements, and the timing and location of infrastructure and services improvements. The Precinct Plan must comply with the Secondary Plan. The Secondary Plan requires that each Precinct Plan include specific details including, but not limited to:

- Streets and block configuration
- Location of public institutions, day care centres, community services and facilities, and places of worship
- Distribution of housing units, employment spaces, retail and service uses
- The transportation network and required services
- Location, size and configuration of parks and open spaces
- Integration of Heritage Resources
- Affordable housing strategy
- Community services and facilities implementation strategy
- Location, size and phasing of schools
- Details of the grade separation of the CN Rail line

Required Studies, Reports and Plans

The Secondary Plan requires a number of studies, report and plans to be completed and approved by the City prior to consideration of any precinct plan. Development approvals shall be consistent with the recommendations and requirements from these materials. They include the following (See Figure 11 for more details):

- Phasing Plan
- Master Environmental Servicing Plan
- Environmental Site Assessment
- Community Energy Plan and Sustainable Development Strategy
- Master Operations and Maintenance Plan
- Financial Impact Analysis
- Master Emergency Servicing Plan
- Community Services and Facilities Implementation Strategy
- Woodlot Management Plan
- Land Use & Density Distribution Report
- Stormwater Management & Monitoring Study
- Servicing Implementation Plans
- Affordable Housing Implementation Strategy
- Phase 1 Archaeological Assessment
- Green Development Standard Plans
- Comprehensive Mobility Plan
- Microclimate, Wind and Shadow Study

Phasing Plan Requirements

The Secondary Plan requires a Phasing Plan, prepared in concert with the Precinct Plan, to be endorsed by Council prior to any development approval (See Figure 6). The Phasing Plans demonstrates how development will be coordinated with the timely and efficient implementation of the key infrastructures and services needed to support the Langstaff Gateway Community. The Phasing Plan must comply with the Secondary Plan. Each phase is subject to specific development requirements and parameters as outlined below (See Figure 11 for more details):

TABLE 2

Phase 1 Development	
Maximum number of residential units	5,000
Minimum retail and service commercial space	21,600 m ² (232,500 ft ²)
Minimum community services and facilities space	6,100 m ² (65,659 ft ²)
Minimum office space	33,600 m ² (361,667 ft ²)
Minimum Public Park and Open Space	4.83 ha (11.93 ac)

The key benchmarks for Phase 1 include the completion of the Pomona Mills Creek Park, Woodland Park, Linear Park, transit circulator connection to Richmond Hill Transit Station through the Highway 407, the northern grade separated crossing over CN Rail line and the Cedar Avenue extension to High Tech Road in Richmond Hill.

TABLE 3

Phase 2 Development	
Maximum number of units	3,650
Minimum retail and service commercial	20,300 m ² (218,507 ft ²)
Minimum community services and facilities	5,350 m ² (57,586 ft ²)
Minimum office space	132,700 m ² (1,428,370 ft ²)
Minimum Public Park and Open Space	1.64 ha (4.05 ac)

The key benchmarks for advancement to phase 2 include the extension and operation of the Yonge Street subway line, the completion of an elementary school(s) to the satisfaction of the School Boards, and the construction of the southern grade separated crossing over CN Rail line.

TABLE 4

Phase 3 Development	
Number of units	6,514
Minimum retail and service commercial	24,400 m ² (262,639 ft ²)
Minimum community services and facilities	1,775 m ² (19,105 ft ²)
Minimum office space	126,555 m ² (1,362,226 ft ²)
Minimum Public Park and Open Space	0.5 ha (1.23 ac)

The key benchmarks for the advancement to Phase 3 shall include the completion of the Highway 407 Transit way and a multi-level covered passageway that provides connection to the Richmond Hill Transit Terminal.

PROPOSAL (PHASE 1A):

Pre-Consultation

On May 31st, 2017, Condor Properties Ltd. submitted a pre-consultation meeting request (File # PR 17 138286) for the first block of development within the Langstaff Gateway, triggering the future submission of the current draft plan of subdivision and zoning by-law amendment applications (See Figure 7). The subject property is 3.49 ha (8.62 ac) in area and is bounded by Langstaff Road to the east and north, Ruggles Avenue to the west and the Holy Cross Cemetery to the south. The proposal was to establish a development block

(identified as W-03 in the Master Plan) for a high density residential development, private and public streets, and an open space block where the Pomona Creek is located.

A pre-consultation meeting was held on June 27, 2017 between the applicant, City Staff, and external agencies to discuss the concept plan and submission requirements for the forthcoming formal applications. Following the pre-consultation meeting, a submission checklist was provided to the applicant on November 24, 2017 to confirm all the requirements for the application.

The development block is planned to facilitate the construction of two residential towers that are 47 and 38 storeys in height (See Figure 8 & 9). The proposal also includes 27 townhouses (with permissive non-residential uses on ground floor) that will be integrated into the base of the two towers (See Figure 9). The development will have a total gross floor area of 82,500 m² (888,022 ft²) and will result in a total of 910 residential units. There will be 957 parking spaces provided in 4 levels of underground parking.

The conceptual site plan and renderings attached are for illustration purposes. The design may be subject to changes. The applicant will be required to submit a site plan application following the approval of the subdivision to finalize the layout and design of the proposed development.

Application Deemed Complete

Condor made three planning application submissions. The first submission was on April 28th, 2018 which was deemed incomplete. The second submission was made on July 10, 2018 and the third submission was on September 18th, 2018. The application was deemed complete by Staff on October 18th, 2018.

Under the Planning Act, if the local council does not make a decision on a zoning by-law amendment application within 150 days and draft plan of subdivision within 180 days, of the receipt of what is deemed to be a complete application, the applicant may appeal to the Local Planning Appeal Tribunal (LPAT) for a non-decision. The 150-day review and decision period for the proposed zoning by-law amendment application ends on March 17, 2019. The 180 day review period for the proposed draft plan of subdivision application ends on April 16, 2019.

Consequently, Staff recommend that Council give the City Solicitor authority to defend an appeal if one is made based on Council's failure to make a decision within the statutory timeframe set out in the Planning Act.

OFFICIAL PLAN AND ZONING BY-LAW:

2014 Official Plan and Secondary Plan Policies

The Phase 1A lands are designated 'Mixed Use High Rise' in the 2014 Markham Official Plan and 'Residential – Mixed Use' in the Langstaff Gateway Secondary Plan, which are intended to serve as priority locations for intensification and to provide retail and service functions for large populations intermixed with high density residential and office uses. It provides for mixed use apartment or other multiple dwelling forms in accordance with area specific requirements respecting density, height and ground floor uses.

In the Secondary Plan, the subject lands are restricted to a maximum FSI of 15.5, which translates to a maximum gross floor area of approximately 140,399m² (1,511,242 ft²). The proposed development has a total gross floor area of 82,500 m² (888,022.61 ft²), which represents a FSI of 9.10. The overall size and configuration of the proposed development block is also generally consistent with the Development Block Map in the Secondary Plan.

The maximum height for the two corners where the proposed towers are located is between 15-50 storeys. The proposed towers are 38 and 47 storeys in height. The maximum heights for the balance of the subject development block range from between 3-4 storeys and 4-10 storeys. The proposed development meets the height requirements of the Secondary Plan.

The Secondary Plan requires the subject lands to provide ground floor retail uses. The applicant is proposing approximately 1,870 m² (20,128 ft²) of “permissive” retail uses on the ground floor of the proposed buildings. The applicant indicates that the ground floor uses may be residential or non-residential depending on the market demands and the needs of the future occupants. Further details about the ground floor retail requirements in the Secondary Plan are provided in the option/discussion section.

Zoning By-law 2551

The subject site and the majority of lands within Langstaff are presently zoned for industrial uses under By-law 2551, as amended, which do not permit the proposed development (See Figure 2). The lands must be rezoned to accommodate the intensification anticipated in the Langstaff Gateway community. Presently, the subject lands are zoned as follows:

TABLE 5

Address	Zone	Permitted Uses
25 Langstaff Road	M.CS – Select Industrial with Controlled Storage	one residential dwelling, private club and health centre, warehouse, assembly of manufactured goods, repair and servicing of goods, data processing centre, research laboratories, printing establishment and open storage of goods
11 Langstaff Road	R.IND – Rural Industrial Zone	Wholesaling, manufacturing, processing, packaging, bottling, printing and repairing.
9 Langstaff Road	(H) R.IND - Rural Industrial Zone Hold	Wholesaling, manufacturing, processing, packaging, bottling, printing and repairing.
5 Langstaff Road	M – Select Industrial	Warehouse, assembly of manufactured goods, repair and servicing of goods, data processing, research laboratories, printing establishments.

OPTION/DISCUSSION:

Requirements for Mixed Use Development

The Langstaff Gateway community, being one of the Urban Growth Centres identified in the Provincial Growth Plan, must be planned to accommodate the highest concentration and greatest mix of intensity of uses and activities. The subject Phase 1A lands are located within one of the major clusters of density near the future Langstaff/Longbridge subway station. It is intended to accommodate a significant density and diverse mix of uses to

maximize transit-oriented development and transit access. Therefore, to implement the Province's vision for a mixed use centre as required by the Provincial Policy Statement and the Growth Plan, it is critical that the elements of a mixed use development, such as ground floor retail spaces, park and open space (including the creek), civic uses and community service facilities, be provided within Phase 1A.

The Secondary Plan requires ground floor retail and non-residential uses in areas within the major clusters of density. The subject lands are within the area where ground floor retail is required. The applicant is proposing that the ground floor component of the proposed development would accommodate a permissive mix of at grade uses including residential. This proposal would allow the at-grade floor space to be used entirely for residential purposes at the outset of development, when demand for retail may be weak. While retail development typically lags residential development, staff are concerned that if residential uses establish themselves on the ground floor at the outset, it will be unlikely that they would be converted to retail uses in the future as the community matures. It is important to note that to be successful mixed-use development, the ground floor space and its relationship to the public realm will need to be designed and built to a commercial standard.

In the Secondary Plan, there is a minimum requirement for each phase with respect to retail and service, community services and facilities and parks and open space (see Table 2). The distribution of these requirements needs to be addressed in both the Precinct and Phasing Plans. Every development block within each phase should contribute to meeting the minimum requirement, as established by the Secondary Plan. However, some of these requirements are proposed to be deferred to other blocks in future sub-phases.

In order to provide a truly mixed-use development, the park and open space, including the creek, should be designed and constructed to the satisfaction of the City, and then conveyed to the appropriate public authority, as a condition of approval.

While the proposed development is generally consistent with the Province's vision with respect to scale and density, staff are not yet satisfied that the proposed development would fully contribute to the achievement of a complete community. Staff are concerned that the retail elements of mixed use development are not being proposed within Phase 1A as mandated by the Secondary Plan. Consequently the delivery of a true mixed-use centre, as anticipated by Provincial Policies, is not being implemented by this proposal. Staff will continue to work with the applicant to ensure an appropriate mix of uses is provided within Phase 1A. This includes refining the Precinct Plan to ensure the community requirements are appropriately distributed across the Community as contemplated by Provincial Policy and as required by the Secondary Plan.

Preliminary Comments for the Precinct and Phasing Plans

The Secondary Plan requires that the Precinct Plan and Phasing Plan be endorsed by Council prior to any development approvals within the Langstaff Gateway community. While a Precinct and Phasing Plan have been submitted, staff has identified a number of outstanding matters in the proposed Precinct Plan and Phasing Plan. Although the details of these required Plans may not all be directly related to the Phase 1A development block,

the Secondary Plan requires all lands within the West Precinct must be addressed by the Precinct Plan and Phasing Plan before moving forward with the application. In order to provide a comprehensive and coordinated approach to development in the short and long-term, some of the key matters identified to be addressed as a part of the Phasing Plan and Precinct Plan to date include:

1. Modification to the Master Plan

The proposed precinct plan shows changes to the Mater Plan that incorporate reconfiguration of the railway crossing; parks; Pomona Creek and various road and block patterns. Staff are working with the landowners to refine these changes, which will require an update to the Langstaff Master plan, and will also be reflected in the Precinct and Phasing Plans. Staff will also review matters related to the Secondary Plan conformity that may arise from these proposed revisions.

2. School Site and Community Facilities

The Secondary Plan requires that one public elementary school be provided in the West Precinct area between Ruggles Avenue and the CN Rail line. The specific location and size of the school site is to be determined in consultation with the York Region District School Board. The School Boards currently require a 5-acre site for each school in order to secure funding from the Ministry of Education. The School Board indicates that once a school site of this size is secured, negotiations and planning would follow to explore opportunities to reduce the size, up to or including co-location with compatible agencies. The Precinct Plan submitted by the applicant does not currently show a site to the satisfaction of the School Board.

The Secondary Plan encourages schools to be co-located with community services/facilities (i.e. recreation centre, library, day care centre and social service centre, etc) to serve the community. Staff have been working with the School Boards, Recreational Services, Public Library and York Region Community Services to explore suitable co-location programs for joint facilities. Further discussions are required to determine how these programs will be incorporated into the precinct plan. Some of these programs may be incorporated into the spaces of the Phase 1A development. The implementation of these program should be guided by a City-led Vertical Community Hub Design Study and Implementation Strategy.

3. Temporary Fire Hall

Fire Department requires an interim fire station be operational within the West Precinct area at the time of occupancy of the two proposed residential towers. The station should be approximately 464.51 m² (5,000 ft²) in size and may be relocated to another permanent location, possibly incorporated as part of a mixed-use building.

The Precinct Plan submitted shows a fire station located within the Central Precinct on Phase 3 lands located east of the CN Rail line, which will otherwise not be developed until the subway and 407 transitway are completed. Planning Staff need to have further discussions with Fire Department to confirm whether the proposed location and size of the proposed temporary fire hall would meet the City's needs.

4. District Energy Plant

The Secondary Plan requires district heating and cooling facilities to serve all development within the Langstaff Gateway community. The location of the production plant needs to be clearly identified in the Precinct Plan. The Phasing Plan needs to address the timing for the construction and installation of the required major infrastructure as it will affect the design of the road rights-of-way. This work needs to be coordinated with Markham District Energy and Alectra Utilities. Staff will continue to work with the applicant and the appropriate agencies to develop appropriate implementation strategies for the District Energy requirements.

5. Parkland Acquisition

Approximately 6.97 ha (17.22 ac), which is 14.8 percent of the total Langstaff Gateway area, is to be dedicated as parkland. The Secondary Plan policies are established in a manner that assumes that the parkland dedication requirements for the Langstaff Gateway area will be consistent with the policies in the Official Plan. The obligation to meet this requirement will be achieved through a combination of land dedication and cash-in-lieu of parkland. The ultimate amount and location of parkland still needs to be further refined through the Precinct Plan process.

6. Pomona Mills Creek Park

The Secondary Plan requires the Pomona Mills Creek to be restored, protected and enhanced to the satisfaction of the City, in consultation with the Toronto and Region Conservation Authority (TRCA), through appropriate treatments including naturalization, buffers and native planting along its length. The creek is to be integrated into the development of the 0.36 ha (0.9ac) Pomona Mills Creek park on top of the eastern bank. The Master Plan provides for a pedestrian bridge across the centre of the creek to accommodate east-west pedestrian connectivity through the park. The park is planned to serve as a major focal point that offers active and passive recreational opportunities for the community.

While the park is not within Phase 1A development lands, the City will require the completion of the park as a condition of approval for the subdivision. This ensures the park will be provided to serve the first residents and employees generated by phase 1 development. The valley land is also to be conveyed as a condition prior to final approval of development application within the Secondary Plan.

Based on the engineering plans submitted with the application, Condor is proposing to keep a portion of the creek open with retaining walls installed along each side. The plans are currently under review by City and TRCA staff. The overall design of the park shall be developed based on a City-led Parks and Open Space Design Study and Implementation Strategy which will establish requirements for passive and active recreational opportunities within the park and the valley open space. Further discussion is required to determine the ultimate design and configuration of the Pomona Mills Park within the Precinct Plan.

7. Transportation Matters

Full build-out of the Langstaff Gateway community is anticipated to extend beyond the 2031 time horizon. It is important to fully understand how the transportation

network will function during the initial, interim and full build-out stages of development to ensure that trips by walking, cycling and transit are prioritized at each development stage. Staff are working with the applicant, in consultation with senior levels of government and other external agencies, to address the following:

- The design of the right-of-way and cross sections for the interim and ultimate road network;
- Timing and design of the construction of the Cedar Avenue extension, the crossings of the CN Rail line, and the multi-modal link (i.e. concourse) connection to Richmond Hill Mobility hub;
- Phasing strategy for the transportation requirements;
- Intersection design of Yonge Street and Langstaff Road;
- Role and responsibility for key transportation system elements such as the CN Rail crossings, internal transit circulator and multi-modal link connection to Richmond Hill Mobility Hub;
- Physical integration with the Yonge Subway Station; and
- Address the Environmental Assessment requirements for the collector roads.

8. Urban Design Matters

Developments within the Langstaff Gateway community need to respond to and implement the Langstaff Gateway Urban Design and Streetscape Guidelines, and other design principles set out in the Master Plan. Urban Design staff has identified a number of matters that need to be addressed, including:

- Street and block pattern must provide flexibility of development options (e.g. school blocks) and provide adequate tower separation distances (preferably 35 m);
- Design of the public realm, street and active transportation network connections between the west & east side of the CN tracks. The City also needs to determine how and when to secure them (i.e. Letter of Credit);
- Mid-rise podium buildings should provide attractive and appropriately scaled street wall conditions to create a pedestrian-oriented streetscape as envisioned by the Master Plan;
- Residential tower floor plates should be limited to a maximum of 800m²;
- Minimizing shadow and wind effects on parks and school outdoor play areas;
- Incorporating a higher percentage of family-sized dwellings with 2 to 3 bedroom units in order to meet the City's vision to establish a complete, age-friendly community within the Urban Growth Centres;
- Park grades should be at a maximum of 2% and should match the grades of adjoining streets.
- Incorporating retail space, as indicated above.

9. Engineering Matters

Engineering Staff have identified a number of matters, including the following:

- Physical integration of the future Langstaff/Longbridge subway station and future development blocks, including possible designs for direct at- and below-grade pedestrian connections with development;

- Details related to the timing and responsibility for the construction of the crossings of CN Rail (including temporary diversion of tracks);
- Roads and development blocks will need to respect the 36 inches Enbridge gasmain in the easement along the south limit of the plan;
- York Region needs to confirm servicing capacity allocation for the Langstaff community; and
- Finalize the design and agreements for the underground stormwater management tanks proposed under road rights-of-way and public park.

10. Thornhill Sub-committee

The Thornhill Sub-committee acted as the steering committee for the original masterplan/secondary plan process. As such, it is important for the Thornhill Sub-committee to review and provide comments on the proposal, and the Precinct Plan and Phasing Plan prior to scheduling a statutory Public Meeting.

Given all the outstanding issues identified in the report, staff are not yet satisfied that the applications including the supporting Precinct and Phasing Plans, in their current forms, conform to the Secondary Plan. Therefore, it would be premature at this time for staff to provide a final recommendation on the proposed zoning by-law and draft plan of subdivision applications. Should the applications be appealed for a non-decision, staff will have the necessary direction to defend against the appeal. Staff will continue to work with the applicant and stakeholders to address the outstanding matters, including those related to Precinct and Phasing Plans.

FINANCIAL CONSIDERATIONS:

There are no direct financial impacts associated with this report. However, prior to and concurrent with development in the Urban Growth Centre/Regional Centre, significant amounts of capital-intensive infrastructure such as roads, services, transit concourse and local transit circulator system will be required. The City of Markham, Town of Richmond Hill and York Region have been individually and collectively exploring options for new innovative financial tools and models to ensure that the development will pay for itself. Options include Development Charges, Developer Group Agreements, and the use of Planning Act tools such as a Section 37, whereby the City passes a by-law enabling the provision by applicants of specified community benefits (e.g. funding for day care spaces) in return for increased height and density permissions.

HUMAN RESOURCES CONSIDERATIONS

Not applicable

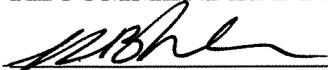
ALIGNMENT WITH STRATEGIC PRIORITIES:

The developments anticipated in the Langstaff Gateway Area will align with Council's six areas of strategic focus: Growth Management; Transportation/Transit; Environment; Parks, Recreation, Culture and Library Master Plan, Public Safety; Municipal Services; and Diversity.

BUSINESS UNITS CONSULTED AND AFFECTED:

Internal Departments, external agencies, adjoining municipalities, senior levels of government, transit service providers, school boards, and other stakeholders have participated in the review process of the proposed zoning by-law amendment and draft plan of subdivision application.

RECOMMENDED BY:



Ron Blake, M.C.I.P., R.P.P.
Senior Development Manager



Arvin Prasad, M.C.I.P., R.P.P.
Commissioner, Development Services

Figure 1: Phase 1A Location Map

Figure 2: Area Context/Zoning

Figure 3: Aerial Photo

Figure 4: Langstaff Gateway Land Use and Built Form Master Plan

Figure 5: Langstaff Secondary Plan Schedule "AA"- Land Use Map

Figure 6: Langstaff Secondary Plan Schedule "II" - Development Precinct & Phasing Plan

Figure 7: Draft Plan of Subdivision

Figure 8: Concept Site Plan

Figure 9: Renderings

Figure 10: Proposed Precinct Plan

Figure 11: Precinct and Phasing Plan Requirements

APPLICANT/AGENT:

Andrew Ferancik, Walker, Nott, Dragicevic Associates Ltd.
90 Eglinton Avenue E, Suite 970, Toronto, Ontario, M4P 3Y3
Phone: 416-968-3511 (x120)

Links:

1. Langstaff Gateway Secondary Plan OPA 183 and Langstaff Gateway Land Use and Built Form Master Plan:
<https://www.markham.ca/wps/portal/home/business/planning/planning-documents-and-studies/studies/langstaff-master-plan-project>
2. Growth Plan for the Greater Golden Horseshoe:
https://www.placestogrow.ca/index.php?option=com_content&task=view&id=9
3. York Region Official Plan
<https://www.york.ca/wps/portal/yorkhome/yorkregion/yr/regionalofficialplan>
4. The Big Move – Transforming Transportation in the GTHA:
http://www.metrolinx.com/en/regionalplanning/bigmove/big_move.aspx