



Report to: Development Services Committee

Meeting Date: February 11, 2020

SUBJECT: RECOMMENDATION REPORT
PREPARED BY: Application for Zoning By-law Amendment and Draft Plan of Subdivision, submitted by Condor Properties Ltd. to permit two residential towers of 50 and 45 storeys connected by a 10 storey podium at 25, 11, 9, and 5 Langstaff Road East (Ward 1)
File Nos. ZA 18 162178 and SU 18 162178

PREPARED BY: Marty Rokos, MCIP, RPP, Senior Planner

REVIEWED BY: Ron Blake, MCIP, RPP, Senior Development Manager

RECOMMENDATION:

1. That the staff report entitled “RECOMMENDATION REPORT, Application for Zoning By-law Amendment and Draft Plan of Subdivision, submitted by Condor Properties Ltd. to permit two residential towers of 50 and 45 storeys connected by a 10 storey podium at 25, 11, 9, and 5 Langstaff Road East (Ward 1), File Nos. ZA 18 162178 and SU 18 162178”, be received; and
2. That the record of Public Meeting held on June 18, 2019 regarding the applications by Condor Properties Ltd. for Zoning By-law Amendment and Draft Plan of Subdivision 19TM-18006, be received; and
3. That Council endorse the “Final Draft West Precinct Plan” attached as Appendix ‘C’; and
4. That Council endorse the “Final Draft Phasing Plan” attached as Appendix ‘D’; and
5. That Zoning By-law Amendment application (ZA 18 162178) submitted by Condor Properties Ltd. and attached as Appendix ‘B’ be finalized and enacted without further notice; and
6. That Draft Plan of Subdivision 19TM-18006 (SU 18 162178) submitted by Condor Properties Ltd. be approved subject to the conditions outlined as Appendix ‘A’ as may be modified by the Director of Planning and Urban Design or designate; and
7. That Council assign servicing allocation for a maximum of 1,090 apartment units; and

8. That in accordance with the provisions of subsections 45 (1.4) of the Planning Act, R.S.O. 1990, c.P.13, as amended, the Owners shall through this Resolution, be permitted to apply to the Committee of Adjustment for a variance from the provisions of the accompanying Zoning By-law, before the second anniversary of the day on which the by-law was approved by Council; and
9. That Staff be authorized and directed to do all things necessary to give effect to this resolution.

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 (2019), 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.

The Langstaff Gateway Secondary Plan 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. Any development approvals are subject to the provision of Precinct and Phasing Plans and related studies as required by the City and other review agencies including the Region.

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 1060 units, as well as an additional 30 units or so to accommodate affordable housing. The reconstruction of the Yonge Street-Langstaff Road intersection and the construction of the southern segment of a new north-south public road, Street B, are also proposed. The City has received studies, plans and reports required by the Secondary Plan in support of the applications, including a proposed Precinct Plan, Phasing Plan, Langstaff-wide transportation study, sustainable development strategy, environmental impact study, master servicing plan and sun and shadow analysis.

As a condition of draft plan of subdivision approval, several matters must be addressed in the Precinct and/or Phasing Plans to the City's satisfaction, prior to final approval. These matters include:

- Addressing the timing and design of the major transportation improvements (such as the CN Rail crossings and the multi-modal link connection to Richmond Hill Mobility Hub);
- Mandatory provision of retail/non-residential uses on the ground floor;

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- Securing a school site in the West Precinct to the satisfaction of the York District School Board;
 - Confirming the location and design of a temporary fire station;
 - Addressing timing and design of servicing improvements;
 - Planning for the infrastructure 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.

These matters have been substantially resolved in accordance with the requirements of the Secondary Plan. City staff and agencies will continue to work with the owner to satisfy remaining technical comments through the clearance of Draft Plan Conditions.

PURPOSE:

The purpose of this report is to provide an overview, evaluation and recommendation of the applications for zoning by-law amendment and draft plan of subdivision (the “Applications”) submitted by Condor Properties Ltd. (the “Owner”). The report details the applicable policies and requirements in the Secondary Plan and provides a comprehensive list of matters to be addressed as conditions of Draft Plan approval.

LOCATION AND AREA CONTEXT:Langstaff Gateway Area

The Langstaff Gateway community has a total area of approximately 47 ha (116 ac) (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 warehouses and 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 GO Station by a walking platform along the east side of the rail corridor. A heritage home, municipally known as 10 Ruggles Avenue, is 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 southeast corner of the Yonge Street and Highway 407 interchange. 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 6.3 million jobs by 2041. The Province released the “Places to Grow - Growth Plan for the Greater Golden Horseshoe” in 2006, replaced by “A Place to Grow: Growth Plan for the Greater Golden Horseshoe” in 2019. The Growth Plan 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. 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 an 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 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.

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 floor space index (FSI) (i.e. the ratio of building floor area to lot area) 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, including:

- 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

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. 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 (2,344,917 ft 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). The Secondary Plan was approved by the Region in August 2011. 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 such uses will provide a buffer to the residential uses to the south.

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. 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.

As noted, the Secondary Plan was approved in 2011 and provided a viable framework for development. It has since become evident that the Secondary Plan requires an update to look at issues such as amount and connectivity of parkland, provision of linear infrastructure, full integration of development with higher order transit including the Yonge North subway extension, and current thinking in terms of land use and urban design elements. Staff will be seeking Council's approval of appropriate budget in 2020 to commence the process to update the Langstaff Secondary Plan with anticipated completion in Q4 2021.

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 line 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 the 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 the CN Rail line and the 0.71 ha (1.75 ac) Cedar Park. The Central Precinct is the balance of the community in the centre. It includes the central crossing of the 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 owner 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, to be approved by Council, 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, are "living documents", which provide additional details on the layout, planning and design of the precinct plan area to

help coordinate land use development, urban design requirements, and the timing and location of infrastructure and service improvements. The Precinct Plan must comply with the Secondary Plan. The Secondary Plan requires that each Precinct Plan includes specific details that cover, but are 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
- 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 12 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
- 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
- Transportation Impact Study
- Noise and Vibration Analysis

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 the 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 (SUBPHASE 1A):

On April 26, 2018, Condor Properties Ltd. submitted applications for Zoning By-law Amendment and Draft Plan of Subdivision. The applications proposed a development block to facilitate the construction of a 47 storey residential tower and a 38 storey

residential tower connected by an 8 storey podium. A statutory public meeting was held on February 25, 2019 and staff and agency comments were sent to the owner.

A second submission was received by the City on October 30, 2019. The revised proposal increased the heights of the two residential towers to 50 and 45 storeys (See Figure 8 & 9). The proposal also includes 23 permissive use retail/residential townhouses to be integrated into the podium of the two towers (See Figure 9). The proposed development has a total gross floor area of 91,500 m² (984,898 ft²) and a total of 1083 residential units. 769 parking spaces are provided in four levels of underground parking.

The conceptual site plan and renderings attached are for illustration purposes. The design may be subject to changes. The owner 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.

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 of 15.5 FSI, which translates to a maximum gross floor area of approximately 140,399 m² (1,511,242 ft²). The proposed development has a total gross floor area of 91,500 m² (984,898 ft²), which represents an FSI of 12.72. 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 50 and 45 storeys in height. The maximum heights for the balance of the subject development block range from between 4 and 10 storeys. The proposed development meets the height and density requirements of the Secondary Plan. However, as noted in the Affordable Housing section below, the applicant has recently proposed two additional floors, one on each building, to accommodate affordable housing. An additional floor on the 50 storey building would contravene the Secondary Plan height limit.

Section 6.3 of the Secondary Plan requires the ground floor to accommodate non-residential uses such as civic uses, retail, personal service uses, offices, etc. Residential uses are prohibited other than for lobbies and similar accessory uses. The owner is proposing approximately 1,955 m² (21,043 ft²) of “permissive” retail uses on the ground floor of the proposed buildings. The owner indicates that the ground floor uses may be residential or non-residential depending on the market demands and the needs of the future occupants. The proposed residential uses on the first floor appear to contravene the

Secondary Plan provisions and will be discussed further under the “Requirements for Mixed Use Development” section below.

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 Owner has submitted an application to rezone the lands to accommodate the proposed intensification 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.

OPTIONS/ DISCUSSION:

Requirements for Mixed Use Development

As a largely self contained community with limited vehicle access, it is essential that residents and employees in the Langstaff Gateway area are able to meet their day to day needs within the community without relying on driving. The Secondary Plan requires street oriented retail and non-residential uses on the ground floor of buildings at this location. The ground floor units could initially be occupied by community or non-retail commercial uses that could relocate as later phases are developed as retail becomes viable.

The development as proposed by the owner provides that the majority of the at-grade floor space and street frontage (with the exception of the 695 m² of floor space dedicated to community uses) would be used 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 would be extremely unlikely that they would be converted to retail uses in the future as the community matures.

Staff are also concerned that the ground floor may be designed in a way that prioritizes the residential character of the ground floor, making for a less attractive commercial and pedestrian streetscape. It is also important to note that in order to achieve a 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.

To address these concerns, and consistent with the Secondary Plan policies, staff recommend that the draft zoning by-law attached as Appendix 'B' permit a range of non-residential uses on the ground floor including retail, office, restaurants, civic uses, personal service, and uses ancillary to residential such as lobbies and amenity areas.

Community Services and Facilities

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.

The Secondary Plan requires that a Community Services and Facilities Implementation Strategy be completed prior to the consideration of any Precinct Plans to ensure that the delivery of services and facilities can be allocated and delivered in a comprehensive manner. The Strategy would identify the size, location, proportional sharing between landowners, method of securing and the phasing of schools, public institutions, places of worship, and day care centres. Draft Plan Conditions require the revisions to the Community Services and Facilities Implementation Strategy be submitted to the satisfaction of the Director of Planning and Urban Design, which will include specific facility needs including those to be provided in the ground floor. A draft plan condition has been included to identify how the ground floor civic uses proposed by the applicant will be designed, divided and programmed, to be defined by City departments and related agencies as appropriate.

Mix of dwelling unit types

Providing a higher percentage of family-sized dwelling units, including 2 to 3 bedrooms, contributes to the City's vision for creating complete and age-friendly communities within the Urban Growth Centres. To that end, as shown in the Precinct Plan, nearly 50% of the units proposed by the Applicant are 2 bedroom and 2 bedroom plus den units. Staff are satisfied that this proposed unit mix is supportive of the City's vision and consistent with the Secondary Plan.

Revisions to the Precinct and Phasing Plans Are Required

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 Precinct and Phasing Plans have been submitted, staff have 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 to be addressed by the Precinct Plan and Phasing Plan before moving forward with approval of the application. In order to provide a comprehensive and coordinated approach to development in the short and long term, the key matters that need to be further resolved prior to final endorsement of the Phasing Plan and Precinct Plan include:

1. **Grade Separated CN Rail Crossings and Impacts**

The grading plans submitted in support of the current proposal contemplate the east-west public roads as well as the linear park crossing over the CN tracks, consistent with the Langstaff Master Plan and the Secondary Plan, in order to connect the east and west portions of Langstaff. The applicant has also investigated the opportunity to have roads cross under the CN tracks due to concerns about the costs of constructing roads over the rail corridor, the need for a very high retaining wall along the southern property boundary fronting the cemetery, the amount of fill required to implement this option and the complexity associated with implementing interim development phases, among other matters. However, CN has raised concerns about the feasibility of this grade separated crossing under the rail line, which include significant difficulties associated with providing an alternative rail alignment during the construction period. If the ultimate option involves crossings over the CN rail line as currently proposed, grading issues will arise and must be resolved through an appropriate grading strategy through the Precinct Plan.

The slopes of all streets will need to be designed to accommodate street related retail and appropriate barrier free access to both street related retail and Pomona Mills Creek park. The CN Rail line is approximately 7 m higher in elevation than Sub-Phase 1A and the grade separated crossings will need a vertical clearance of approximately 7.6 m from the tracks to the bottom of the overpass structure. The distance between Sub-Phase 1A and the CN Rail line appears to be too short to accommodate a maximum slope of 5% (subject to further confirmation and analysis) to accommodate appropriate street retail and access to the park. Therefore, the applicant must demonstrate in the Precinct Plan how Sub-Phase 1A and future development blocks can accommodate the grading conditions along the interim and ultimate road network.

Demonstrating how the West Precinct can be constructed to support an above grade crossing of the CN Rail line is critical to ensuring that future phases can be constructed in accordance with the Secondary Plan.

Based on preliminary grading plans submitted by the Owner, the relationship between the grading of the Pomona Mills Creek, park, and surrounding roads has not been shown in detail. Staff are concerned that the grading of the roads and linear park that has been submitted by the owner to accommodate the grade separation over the CN tracks would result in unacceptable impacts to the Pomona Mills Creek and park. These impacts may include steep grades and retaining walls several metres in height surrounding the park and creek. The park grades should accommodate a maximum slope of 2%. These details must be submitted by the applicant to the satisfaction of staff.

The grading strategy submitted to date does not demonstrate that the grade separated CN Rail crossings can be achieved while ensuring the viability of at grade commercial uses and avoiding unacceptable impacts to the Pomona Mills park and creek. The conditions of draft plan approval require that grading matters be

satisfactorily addressed in the revised precinct plan prior to release of Sub-phase 1A for registration.

2. School Site

The Secondary Plan requires that the exact location, size, and phasing of schools be determined during the Precinct Plan stage and prior to any planning approvals. Given that the school is not required within the proposed development site, the applicant has been unwilling to provide this level of detail in the Precinct Plan.

However, Section 4.5 of the Precinct Plan submitted by the owner has been updated to show an enlarged conceptual school zone to be refined through future updates of the Precinct Plan. YRDSB is generally in agreement to this approach subject to certain refinements.

A Draft Plan Condition has been included to address this matter to the satisfaction of the Director of Planning and Urban Design in consultation with the school board prior to final release for registration.

3. Temporary Fire Station

The Fire Department requires that 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 465 m² (5,000 ft²) in size and may be relocated to a permanent location.

The Precinct Plan submitted indicates that a temporary fire station will be located at 29 Ruggles Avenue. The Fire Department has advised that discussions with the Owner are ongoing and that the location is not finalized. The Draft Plan Conditions include a requirement that the Owner finalize the location of the temporary fire station to the satisfaction of the Director of Planning and Urban Design in consultation with the Fire Department prior to release for registration.

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 central 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 owner and the appropriate agencies to develop appropriate implementation strategies for the District Energy requirements.

The owner has developed a Memorandum of Understanding (MOU) with Markham District Energy Inc. (MDE). According to the draft Precinct Plan, the MOU “commits to working together to explore opportunities of mutual benefit to make District Energy a reality in Langstaff Gateway”. The MOU has not yet been signed. As the location of the production plant and the timing of construction has not been clearly identified, these items must be addressed in the Phasing Plan and Precinct

Plan prior to release for registration. This has been included as a Draft Plan Condition.

5. Pomona Mills Creek and 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 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 (0.9 ac) Pomona Mills Creek park located to the east and adjacent to the creek. The Master Plan proposes 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 recreational opportunities for the community. While the park is not within the Phase 1A development lands, the City will require the conveyance of the park as a condition of approval for the subdivision. In addition, prior to release for registration the applicant will be required to submit a conceptual design for the park that demonstrates accessibility from public roads and appropriate internal grading (maximum 2% slope) to the satisfaction of the Director of Planning and Urban Design.

Based on the conceptual plans submitted with the application, Condor is proposing a realigned, open creek channel within a 36 metre wide valleyland corridor. While staff and the TRCA are generally satisfied with this approach in principle, additional tree and shrub plantings are required and mapping inconsistencies and errors need to be addressed before release for registration. Revised grading and restoration planting plans to address these comments are required. The valley land is also to be conveyed to the City as a condition prior to final plan approval.

The Precinct Plan as currently drafted only references parkland at a high level since the ultimate amount and location of parkland for the precinct, and the Phase 1A lands in particular, has not been refined in the Plan. Similarly, sufficient information to finalize the precinct plan with respect to Pomona Mills Creek remains outstanding.

As a Condition of Draft Plan Approval, the Precinct Plan will have to be revised to the satisfaction of the Director of Planning and Urban Design to determine the size, location and configuration of the parkland, creek, and valleylands.

6. **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.

In addition to the CN Rail crossing matters noted previously, staff are working with the owner, in consultation with senior levels of government and other external agencies, to address the following:

- Timing and design of the construction of the Cedar Avenue extension and the multi-modal link (i.e. concourse) connection to Richmond Hill Mobility hub;
- Phasing strategy for the transportation requirements;
- Role and responsibility for key transportation system elements such as the internal transit circulator and multi-modal link connection to Richmond Hill Mobility Hub;
- Physical integration with the Langstaff/Longbridge subway station; and
- Intersection design of Yonge Street and Langstaff Road.

As of the date of the preparation of this report, comments from CN and the 407 ETR have not yet been received. However draft plan conditions have been included to address these matters, and those of other agencies.

7. **Urban Design**

Developments within the Langstaff Gateway community will be consistent with the Langstaff Gateway Urban Design and Streetscape Guidelines, and other design principles set out in the Master Plan, as approved by Council.

Wind impacts and Street and Block Pattern

To achieve acceptable wind conditions, parks and outdoor amenity spaces should be suitable for sitting during the spring and fall seasons. Primary building entrances should be designed for a wind speed that allows for standing.

A wind study was submitted by the Owner and indicates that most sidewalks surrounding the site and building access points will have acceptable wind conditions on a seasonal basis. However, parts of Pomona Mills Park and some sidewalk areas will experience conditions that are uncomfortable and, occasionally, unsafe during strong wind events. Wind speeds in Pomona Mills Park and around the primary building entrance in the spring and fall may be much higher than acceptable, based on staff's analysis to date. Mitigation measures may include wind barriers, canopies, and recessed façades and doorways as well as possible refinements to the street and block pattern.

Refinements to the street and block pattern are required to be satisfactorily addressed through the Precinct Plan and will be implemented if required through revisions to the draft plan of subdivision and a condition of draft plan approval.

Such may include an enlargement of the development block up to and possibly including consolidating adjacent blocks, to provide adequate tower separation distances and public roads where required.

As a Draft Plan Condition, the Precinct Plan needs to be revised to address the issues outlined above to the satisfaction of the Director of Planning and Development.

8. Engineering Matters

The design of the municipal infrastructure needed to support the Langstaff Gateway is required to support an intensely urban and transit focused built form. Staff and the owner have identified the following issues that will need to be addressed and finalized as part of Sub-Phase 1A and subsequent development phases:

- 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 the CN Rail line (including temporary diversion of tracks);
- Roads and development blocks will need to respect the 36 inch Enbridge gas main in the easement along the south limit of the plan;
- Finalize the location, design and agreement on the underground stormwater management tanks proposed under road rights-of-way and public park. The proposed underground stormwater management storage tanks are considered an alternative form of infrastructure. Alternative Infrastructure is typically proposed by developers to allow them to maximize their developable land, however, this type of infrastructure result in higher costs for the City to maintain, operate and replace. The City has in place an Alternative Infrastructure Policy (AIP) that allows for the approval of alternative infrastructure provided that the additional costs associated with such infrastructure in recovered from the developer.

Issues regarding the underground stormwater management tanks, 36 inch Enbridge gas main, and physical integration of the Langstaff/Longbridge subway station will be secured through the draft plan condition.

9. Affordable Housing

Section 6.1.2g) of the Secondary Plan requires an Affordable Housing Implementation Strategy to be developed through the Precinct Plan, including details on the implementation mechanisms necessary to contribute to the Regional affordable housing target of 35%. The Strategy should explain in detail the appropriateness of, and rationale for, the mix and size of housing units. The Owner, in a letter to the City dated February 4, 2020, has proposed, in addition to the 35% requirement, two storeys and up to 30 affordable housing units that have not been included in the development application.

The submitted Affordable Housing and Special Needs Implementation Study summarizes the unit mix and states that the Owner will strive to achieve the 35%

affordability threshold through the sale of affordable ownership units that are below the affordability thresholds identified in the Region's 10 year housing plan.

A draft plan condition has been added to specify how the affordable housing strategy will be implemented through the subdivision agreement, including details relating to the construction and conveyance of the proposed two floors of affordable housing.

10. Waste Management

The Owner needs to plan for the infrastructure to support an Automated Vacuum Waste Collection System (AVAC) as a part of the Precinct Plan.

Further details are required in the Precinct Plan to address support for AVAC. A condition to this effect has been included as a condition of draft plan approval.

Section 37

A condition of draft plan approval has been included to require the owner to enter into a Section 37 agreement with the City to comply with the provisions of Section 11.6.2c) of the Secondary Plan. Section 37 is also addressed through the draft Zoning By-law attached as Appendix 'B'.

FINANCIAL CONSIDERATIONS

Not applicable.

HUMAN RESOURCES CONSIDERATIONS

Not applicable.

ALIGNMENT WITH STRATEGIC PRIORITIES:

The proposed Zoning By-law Amendment and Draft Plan of Subdivision applications have been reviewed in the context of the City's strategic priority of Growth Management.

BUSINESS UNITS CONSULTED AND AFFECTED:

The applications have been circulated to various City departments and external agencies.

CONCLUSION:

It is the opinion of staff that the proposed Zoning By-law Amendment and Draft Plan of Subdivision applications are appropriate and are acceptable. It is therefore recommended that the proposed applications be approved subject to the draft plan approval conditions attached as Appendix 'A' and the draft zoning by-law attached as Appendix 'B'.

RECOMMENDED BY:

Biju Karumanchery, M.C.I.P, R.P.P
Director, Planning and Urban Design

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

ATTACHMENTS:

- 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 Phasing & Precinct Plan
- Figure 7: Draft Plan of Subdivision
- Figure 8: Conceptual Site Plan
- Figure 9: Renderings
- Figure 10: Proposed West Precinct Plan
- Figure 11: Ground Floor Plan
- Figure 12: Precinct and Phasing Plan Requirements

APPENDICES:

- Appendix 'A': Recommended Conditions of Draft Plan Approval
- Appendix 'B': Draft Zoning By-law Amendment
- Appendix 'C': Final Draft West Precinct Plan
- Appendix 'D': Final Draft Phasing Plan