



Report to: Development Services Committee

Report Date: September 10, 2018

SUBJECT: INFORMATION REPORT
Sixteenth Land Holdings Inc.
4134 16th Avenue (York Downs Golf Course)
North of 16th Avenue, west of Kennedy Road

Applications for Official Plan and Zoning By-law
amendments, and Draft Plans of Subdivision Approval to
permit a new residential neighbourhood
Ward 6
File No.'s: OP/ZA 16 179225 AND SU 16 179225 (1 AND 2)

PREPARED BY: Dave Miller, MCIP, RPP, ext. 4960
Manager, West District

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

RECOMMENDATION:

1. That the Information Report dated September 10th, 2018 titled, "Sixteenth Land Holdings Inc., 4134 16th Avenue (York Downs Golf Course), North of 16th Avenue, west of Kennedy Road Applications for Official Plan and Zoning By-law amendments, and Draft Plans of Subdivision Approval to permit a new residential neighbourhood", be received;

EXECUTIVE SUMMARY:

The development proposal applies to the York Downs Golf Course lands, an approximately 168.6 ha. (416.6 acres) site municipally known as 4134 16th Avenue (subject lands). The proposal is for approximately 2,295 residential units, including a mixed-use block with 110 units, for a total population of 7,250 people. The subject lands are located north of 16th Avenue, west of Warden, east of Kennedy Road, and south of Angus Glen Village neighbourhood which is south of Major Mackenzie Drive East (See Figure 1). The Bruce Creek bisects the subject lands and the Berczy Creek is located on the southwestern portion of the lands. There is also an approximately 7.45 ha (18.4 ac) woodlot/wetland feature, that is located approximately 150 m (492 ft) west of Kennedy Road, opposite Wilfred Murison Ave.

The majority of the subject lands are presently used as a golf course (York Downs Golf and Country Club). At the north east corner of the site, north of Wilfred Murison Avenue

immediately west of Kennedy Road, there is an approximately 19.8 ha (48.93 ac) portion of the subject lands, which are surplus to the golf course operations and which the owners intend to develop as a first phase (see Figure 7). The rest of the golf course will remain in operation until 2021.

The Subject Lands are designated: Open Space, Hazard Lands and Future Urban Area by the 1987 Official Plan, and Private Open Space and Greenway by the 2014 Official Plan. Neither the 1987 or the 2014 Official Plans provide for residential uses.

The lands are zoned Commercial Recreation Zone (CR) and Open Space One Zone (O1) by By-law 304-87, as amended (see Figure 2). This zoning does not permit residential uses.

The applications submitted include:

- a) Official Plan amendments to the City's: 1987 Official Plan and the 2014 Official Plan (as partially approved on November 24, 2017 and further updated on April 9, 2018) to provide for the proposed residential and mixed use development and to preserve environmental areas. (The applications were submitted prior to the 2014 Official Plan [as partially approved on November 24, 2017 and further updated on April 9, 2018] coming into effect);
- b) An implementing Zoning By-law amendment to permit the proposed residential and mixed use development and establish development standards;
- c) Two draft plans of subdivision. The west plan is approximately 76 ha (188 acres) and includes the Berczy and Bruce Creek valleylands. The east plan is approximately 93 ha (230 acres).

PURPOSE:

The purpose of this report is to provide an update on additional agency comments that have been received since the previous Interim Report, dated June 25, 2018, went to Development Services Committee and Council and to report on how the applicant is proposing to address the outstanding matters identified in the June 25, 2018 Interim Report.

BACKGROUND:

Property and Area Context

The subject lands comprise the 168.6 ha. (416.6 acres) York Downs Golf Course lands located north of 16th Avenue, west of Kennedy Road (see Figure 1). The subject lands east of Kennedy Road and north of the Kennedy Road/Wilfred Murison Avenue intersection are surplus to the golf course operations and will constitute the first phase of development, with the majority of the balance of the lands currently used by the golf course, which is anticipated to close in 2021. There is a clubhouse building on site and there are also several associated golf course maintenance buildings. The main entrance to

the golf course is from 16th Avenue at a signalized intersection opposite Normandale Road. There is a maintenance access driveway from Kennedy Road, immediately south of the Angus Glen Village neighbourhood. There is currently no vehicular access from Warden or from Angus Glen Boulevard to the north. The Bruce Creek bisects the subject lands and the Berczy Creek is located on the southwestern portion of the lands (see Figures 1, 3, 4 and 5).

The surrounding context is as follows:

- To the north is the Angus Glen Village neighbourhood
- To the south, across 16th Avenue is the Normandale Road neighbourhood and continuation of the Berczy and Bruce creeks
- To the east is the developing Yorkton subdivision
- To the west is Warden Avenue and Glenburn Forest Way, and Glenridge Drive and Walnut Glen Place, and Country Estates Drive (neighbourhoods that contain large estate lots)

Markham Official Plan and Zoning By-law

The 1987 Official Plan (Revised 1987), as amended, which was in effect at the time the applications were submitted, designates the golf course portion of the subject lands 'Open Space' and the valleyland portion of the lands 'Hazard Lands'. The vacant portion of the lands adjacent to Kennedy Road are designated 'Future Urban Area'.

The 2014 Official Plan (as partially approved on November 24, 2017 and further updated on April 9, 2018) designates the golf course portion of the subject lands 'Private Open Space' and the valleyland portion of the lands 'Greenway'. Neither of these Official Plans provide for residential uses on the site.

Policy 9.1.4 York Downs Area of the 2014 Official Plan (as partially approved on November 24, 2017 and further updated on April 9, 2018) provides that:

"In the event the existing golf course ceases operation, an appropriate alternative land use shall be determined through an Official Plan amendment process".

With the update to the 2014 Official Plan, in April of 2018, the majority of the 2014 Plan is in force.

The lands are zoned Commercial Recreation Zone (CR) and Open Space One Zone (O1) by By-law 304-87, as amended (see Figure 2). This zoning does not permit residential uses.

Proposal

Sixteenth Land Holdings Inc. has applied to amend both the 1987 Official Plan (Revised 1987), as amended, and the 2014 Official Plan to redesignate the developable portion of the subject lands to allow for a predominately low density residential community, some

medium and high rise residential north of 16th Avenue and west of Kennedy Road, and a mixed use block adjacent to 16th Avenue. The total units proposed is approximately 2,295. The mixed use block would consist of 110 residential units and 3,700 m² (39,827.8 ft²) of commercial floor area.

The applicant has submitted two draft plans of subdivision; the western plan is approximately 76 hectares (188 acres) and contains the Berczy and Bruce creek valley lands. The eastern plan between Kennedy Road and the eastern boundary of the Bruce Creek valley lands and associated wetlands is approximately 93 hectares (230 acres) (See Figure 4).

The primary and secondary access points into the development are proposed to include (see Figure 4):

- Two 16th Avenue accesses opposite the Normandale Road intersections
- The extension of Yorkton Boulevard
- Two Kennedy Road accesses, one opposite Bur Oak Avenue and one opposite Wilfred Murison Avenue
- Three access points from the north one each at: Angus Glen Boulevard, Prospectors Drive and Dancers Drive

The proposal also includes several parks, storm water management ponds, an elementary school block, and the Greenway System including valley land, woodlands and a woodlot and several wetlands, including Provincially Significant Wetlands. (The site statistics are shown in Table 1.)

Approximately thirty nine percent of the total area of the plan of subdivision (excluding roads) would be conveyed into public ownership.

The proposed development would be built out in phases. The first development phase is located on an unused portion of the golf course adjacent to Kennedy Road. It has an area of approximately 19.8 ha (48.93 ac) (see Figure 7). It is planned to include 116 single detached units, 298 townhouse units and 145 medium density townhouse units. The applicant anticipates that these units would be occupied by 2021.

Subsequent phases would be developed following the closure of the golf course, which is anticipated in mid-2021. Occupancy of these units is anticipated to occur between 2022 and 2026. Staging of development would be tied to the provision of adequate transportation infrastructure improvements. The transportation section of the report provides a more detailed discussion of the proposed staging plan.

The two proposed plans of subdivision combined include the following:

Table 1 – Site Statistics

Land Use	Units	Hectares	Acres
Single Detached Dwellings	1039		
Townhouses	671		
Medium Density Block	220		
Back-to-Back Townhouses	72		
High-rise	167		
Mixed Use (3,700 m ² (39,827.8 ft ²) of commercial space)	110	3.429	8.47
Total Dwelling Units	2,279		
Total Residential Area		63.798	157.65
Parkland		7.872	19.45
Elementary School		2.429	6.0
Valley and Woodlot/Open Space		46.266	114.33
Stormwater Management Ponds		9.395	23.22
Roads and Lanes		35.07	86.66
Total Area of Subdivision		168.583	416.58
Net Developable Area (Total Area of Subdivision – Valley and Woodlot Area)		122.317 (72.56%)	302.25 (72.56%)
Density	18.76 units/hectare (7.6 units/acre)		
Total Estimated Population	7,200		

Public Consultation

Since the application was deemed complete in late 2016, there has been extensive community consultation. To date staff have prepared two reports to Development Services Committee (including a preliminary report dated March 20, 2017; and an interim report dated June 25, 2018), where members of the public provided comments, and a statutory Public Meeting was held on April 5, 2017. In addition there were:

- two community information meetings hosted by the local Ward Councillors whose residents would be potentially impacted by the proposed development;
- six meetings of the Unionville Sub-committee, which the public attended, and;
- a series of informal meetings between the applicant, residents and staff.

Next Steps

The LPAT had scheduled a prehearing conference regarding the subject appeals for May 16th, 2018. At the request of the appellant (16th Land Holdings Inc) and the City of Markham, the LPAT adjourned the May pre-hearing conference and has rescheduled the prehearing conference for October 1st, 2018.

DISCUSSION

Conveyance of natural heritage features on the subject lands.

If approved, conditions of draft plan of subdivision approval would require the applicant to convey to the City valley land, woodlot/wetlands, environmental buffers and any other natural features that need to be preserved or retained in public ownership as each phase of the draft plans is registered.

The proposed draft plan of subdivision proposes the removal of one wetland and one woodland community. These two vegetation communities are approximately 1.19 ha (2.94 ac) and are isolated from the rest of the Greenway System. The subdivision also proposes to encroach into approximately 1.58 ha (3.90 ac.) of the environmental buffers. These encroachments are confined to the outer portions of the buffers or are proposed in support of cut-and-fill of the floodplain which has been reviewed by the Toronto and Region Conservation Authority (TRCA). The environmental impacts as a result of these feature removals and buffer encroachments will be fully off-set by providing additional compensation lands to the Greenway System. Approximately 2.92 ha (7.22 ac) of additional lands will be added to the Greenway System resulting in an overall net gain of 0.15 ha (0.38 ac).

The Ministry of Natural Resources and Forestry (MNRF) and the TRCA have completed their review of the wetland communities on the subject lands and several wetlands have been classified as Provincially Significant Wetlands (PSW). Encroachments into a portion of the wetland buffer are required for the proposed northern extension of Yorkton Boulevard and an engineering submission was provided to analyze options to minimize impacts to the wetland while meeting road design standards. The area of buffer proposed to be lost to the road alignment will be fully offset by providing larger buffers to this wetland elsewhere within the draft plan of subdivision. A Class Environmental Assessment (Class EA) Study for this road may be required to be carried out by the applicant prior to registration of the registration of a draft plan that includes this road extension.

If the subdivision is approved, conditions of draft plan approval would address how the status of the wetland will be resolved and also include a requirement to incorporate future red line revisions to the draft plan, if required by MNRF and TRCA, prior to the registration of any phase of the draft plans.

Tree Compensation and Enhancement Strategy

The site is vegetated with a variety of trees, planted at the time of golf course construction, along with remnant hedgerows from the time that the property was farmed. Since extensive cut and fill is required to accommodate the grading required for the proposed development, it will be difficult to retain most of the tableland vegetation. All trees over 20cm (8 inch) caliper have been inventoried and evaluated. Approximately 3,750 trees over 20 cm in caliper have been identified for removal while approximately 500 trees are to be preserved within the developable areas of the draft plan of subdivision. Key locations where trees can be preserved include: the greenway system (including

approximately 10 hectares of woodlands), rear yards adjacent to the greenway system; two park blocks (Blocks 21 and 5) which contain a number of mature oak trees, and along the boundaries of the property.

The applicants have submitted a Tree Compensation and Enhancement Strategy to address both the preservation of existing vegetation and a tree planting plan to achieve a 'no net loss' of canopy cover within 10 years. This includes the planting of approximately 27,350 new trees of various sizes and species within the draft plan of subdivision. This strategy includes a plan for the restoration, implementation and phasing of tree planting and trail infrastructure works. If approved, conditions of draft plan approval would require the applicants to enter into a Tree Planting Agreement that would set out the details of the tree planting strategy including ground cover/seed mixes and plant species, planting practices, proposed timing and phasing of work, maintenance responsibilities and securities and other guarantees. This agreement will be executed by the applicants prior to the first registration of any phase of the draft plans of subdivision. Within the lands that are surplus to the golf course's current operation (the first phase of development), a portion of the proposed restoration planting and associated trail implementation would be implemented on the portion of these lands that are proposed to remain as open space.

The highest priority for preservation and restoration of vegetation is within the greenway system. Currently, the system is not in a natural state and is bisected with golf course functions (tees and fairways). The golf course is anticipated to continue to operate in the greenway and most of the table land (other than the development of the surplus lands adjacent to Kennedy Road) for several more years so the majority of the restoration efforts would begin once the golf course ceases operations. The highest density of new planting is in the outer portion of the meander belt within the Greenway system.

Other areas for tree compensation plantings would include:

- Residential lots backing onto the greenway system. These lots have been supported in locations where existing trees can be preserved in rear yards and where the use of reversed lotting can facilitate the transition of grading between street level and the outer edge of the environmental buffer adjacent to the greenway. The rear yards have been designed to be deeper in order to accommodate tree preservation and restoration.
- Parks and storm water management ponds would accommodate additional tree planting.
- In addition to the street trees, a row of trees would also be provided in the front yards of residential lots along collector road "A, B, C, and D". The front yard setbacks would be increased to 4.0 metres to accommodate these trees. While street trees planted in the road rights of way are not counted towards tree compensation, trees planted in the front yards would be included.

Trees that are identified for protection on private lands would be required to be maintained in good health for a maintenance period of 2 years, plus an additional 2 years for any required re-plantings.

In summary tree compensation planting would be provided in:

- Rear yards
- A second row of street trees (on private land) along collector roads “A, B, C, and D”
- Storm water management blocks
- Parks and open space
- Greenway System (valleylands, environmental buffers, and other ecological enhancement areas)

Pedestrian trails through the natural heritage features are proposed

The Berczy Creek and the Bruce Creek systems define and enhance the community. The Berczy Creek is located at the west end of the plan and provides a green edge between the new community and existing residential lands to the west. The Bruce Creek bisects the community and is part of the greenway system extending to the north and south of the lands.

Pedestrian trails are proposed in the Community Design Plan in both the Berczy Creek and Bruce Creek systems. Trail-heads are proposed from the table lands into the valley lands at regular intervals. Multi-use Pathways (MUP) are proposed within the right-of-way for Street “A”, the main collector road for the community. Access to the trail system to the south of 16th Avenue is proposed at three signalized intersections. York Region’s EA for 16th Avenue, is considering provision for a MUP within the right-of-way. Staff have also requested the Region to consider provision of a pedestrian underpass/ecological link under 16th Avenue as part of the EA study.

The cost of implementation would be the responsibility of the subdivision developers and shall include the following:

- 1) Trails on both sides of the Greenway system;
- 2) Bridge crossings/trail improvements; and
- 3) Restoration planting to the satisfaction of the TRCA, MNR and the City of Markham

If approved, conditions of draft plan approval would require that prior to the registration of the first phase of development, the applicants must submit a trails plan to the satisfaction of the Director of Planning and Urban Design. In addition, the applicants must enter into a trails agreement with the City, setting out trail design, phasing, coordination with the tree compensation strategy and securities, also prior to the registration of the first phase. Given the strong relationships between the tree planting program and the trail system in the valley lands, staff recommend that these two strategies be considered concurrently.

Parkland dedication has been provided to satisfy 100% of park requirements

Parkland dedication requirements have been met through 100% land dedication [7.8 ha (19.27 ac)], based on the requirement of 1ha/300 units. A hierarchy of parkland has been

provided which conforms to the requirements of the 2014 Official Plan. Parks will form part of an integrated system with valley lands and trails and will provide a range of passive and active recreational opportunities for residents within a five minute [400m (1,312 ft)] walking distance.

The street network has been designed to provide maximum visibility and interface to parks and open spaces and provide structure to the community. An approximately 4.58 ha (11.32 ac) neighbourhood park/public school node (Blocks 5 and 8) will be the centerpiece of the community. Five parkettes are distributed throughout the plan.

The proposed development will be built out in stages to ensure that subdivision development is linked to the provision of transportation infrastructure

As a condition of draft plan of subdivision approval, staging of development will be tied to the provision of transportation infrastructure improvements to the satisfaction of the City and York Region. The applicants, York Region and City staff have prepared a three-stage strategy (the “**Transportation Staging Plan**”) that identifies specific transportation infrastructure improvements (both internal and external to the subdivision) that must be constructed as specific numbers of residential units are approved. Stage one includes - 1,099 units, stage two – an additional 750 units, and stage three – an additional 430 units (full buildout). For example, the transportation infrastructure improvements associated with Stage one includes:

- the extension of Yorkton Boulevard,
- improvements to the intersection of Kennedy Road and 16th Avenue,
- construction of traffic signals at 16th Avenue and Normandale Road (east) when the signals are warranted, and
- Installation of a multi-use path along the north side of 16th Avenue across the full frontage of the development plan to Warden Avenue.

Prior to each of these stages the applicant will be required to submit, for approval, a **Transportation Mobility Plan Study**. The Transportation Mobility Plan Study recommendations must be implemented during each stage, to the satisfaction of the City and the Region. Prior to the end of each stage, a detailed **Transportation Monitoring Study** will be required, to the satisfaction of the Director of Engineering in consultation with the Region of York.

The Transportation Monitoring Study will: provide traffic information to understand vehicular movements by mode, evaluate the effectiveness of the transportation improvements implemented to date, and inform decision making for the subsequent stages of development as input to the Transportation Mobility Plan Study for the next stage.

Yorkton Boulevard extension configured to minimize impacts on the adjacent woodlot/wetlands

Yorkton Boulevard is proposed to be extended north to Prospectors Drive, resulting in a continuous collector road between Major Mackenzie Drive and 16th Avenue. A section

of the proposed Yorkton Boulevard extension is located adjacent to a Provincially Significant Wetland / Significant Woodland. A review of several alignment options has been undertaken. The preferred alignment being proposed avoids the existing wetland and minimizes impacts to the buffer around the wetland and adjacent woodlot to the extent possible but does encroach into the buffer in one location. Portions of the buffer being lost to the road alignment will be fully offset by providing larger buffers, for this wetland and elsewhere in the draft plan of subdivision. It should be recognized that design elements of Yorkton Boulevard such as boulevard features, street lighting, and grading must also be further refined to mitigate impacts to the woodlot/wetland. As mentioned above a Class EA Study for the extension of Yorkton Boulevard may be required to be carried out by the applicant.

If approved, a condition of draft plan of subdivision would be included, requiring that these matters be addressed to the City's satisfaction in consultation with TRCA and MNRF prior to registration of the first phase. This matter will not be fully resolved prior to the October 1st 2018 LPAT pre-hearing. Staff would also include draft plan conditions that allow the draft plan to be further revised, if required by MNRF and TRCA to reflect further refinements to the alignment of the Yorkton Boulevard extension, prior to registration of this phase of the draft plan of subdivision.

Street 'D' to Angus Glen Boulevard

The draft plan of subdivision includes a new "T" intersection where Street 'D' meets Angus Glen Boulevard. This connection is necessary for improved internal access and connectivity from both the Angus Glen and future York Downs communities to amenities such as retail and commercial uses along 16th Avenue and the Angus Glen Community Centre on Major Mackenzie Drive.

In order to address concerns that were raised by residents whose properties front onto Angus Glen Boulevard across from the proposed intersection, the applicant has proposed an enhancement to the "T" which includes a service lane and a landscaped median opposite Street 'D'. This solution has been proposed as an attempt to mitigate potential noise and reduce the impacts of northbound vehicle headlights shining onto houses on the north side of Angus Glen Boulevard opposite the Street D intersection (See Figure 6). The implementation of this proposal requires a southern shift in the alignment of Angus Glen Boulevard, which is incorporated into the draft plan of subdivision for the east part of the site.

This proposal was reviewed with Operations and they have provided their support subject to certain refinements to the conceptual design. If approved, a draft plan condition would be included that requires the applicant to finalize the design of the intersection and the landscaped median to the satisfaction of the Commissioner of Development Services prior to registration of the adjacent phase of the draft plan of subdivision. Detailed implementation requirements would be set out in the accompanying subdivision agreement for the adjoining phase of development.

Functional Traffic Design Study

A Functional Traffic Design Study (FTDS) is required prior to the registration of the first phase of the draft plan to determine the final physical layout and design details of the transportation system in relation to the proposed development. The applicant submitted a FTDS in June 2018. City staff have reviewed and provided transportation comments on the study. The applicant will need to provide an updated FTDS to address staff comments. If approved, conditions of draft plan approval would require that any changes to the draft plan submission resulting from the final revisions to the FTDS be incorporated as red-line revisions, if required.

Laneway Lengths

The applicant has revised the laneway configurations in the most recent plan, so that all of the laneways now meet the City standards for the maximum laneway length. The laneways that exceed 120m (394 ft.) and are less than 150 m (492 ft.) will be designed to meet the City's current criteria with respect to location and size, and provision of appropriate snow storage areas. Detached rear garages on laneways that exceed the City's current criteria will also be required to be designed with sprinklering. Lanes longer than 150m are no longer proposed.

Road Connection to Warden Avenue

A vehicular connection to Warden Avenue, through a narrow strip of land that fronts onto Warden Avenue immediately north of the Glenborough Farm townhouse development, is not viable due to significant physical constraints. The constraints include:

- having to cross a low lying valley with significant vegetation,
- a grade difference between the subject lands and Warden Avenue,
- having to connect to Warden Avenue at an existing bridge, and
- a lack of opportunity to extend a road west of Warden Avenue.

This strip of land is also immediately adjacent to an existing townhouse development to the south, and a road would create significant noise and privacy impacts for these residents.

There is an opportunity to provide a trail connection to Warden Avenue through this strip of land. This option has been incorporated into the applicant's conceptual trail network set out in the Community Design Plan. If approved, this trail connection would be incorporated into the trail plan and implementation agreement, which would be required as a condition of draft plan approval as previously discussed.

Community Design Plan

A Community Design Plan (CDP) is required for the subject lands. The CDP sets out the vision, development objectives and principles for the community structure. It is through the preparation of this plan that the municipality can ensure the new community is designed comprehensively to address built form and site design issues, sustainability and environmental protection, streetscape treatments as related to the road hierarchy and

transportation systems, parks and open space distribution, economic and social needs. Staff requested that the following revisions be incorporated into the CDP:

- Updated Figures to reflect recent revisions to the community design concept plan;
- Update Section 2.0 - Sustainable Development Principles to comply with the “Draft Subdivision of Land Low-rise Housing checklist”;
- Updated cross-section for Figure 8 to indicated the second row of trees;
- Updated figures 11 and 12 to comply with fire requirements;
- Update to Section 3.3.3 - 16th Avenue Special Character Area to reflect City of Markham Urban Design Guidelines for mixed use blocks;
- Update Section 4.4 to reflect agreed to High Density Residential Product;
- Update Section 4.5 and 4.7 to reflect City of Markham Urban Design Guidelines for mixed use blocks and the additional design principles proposed;
- Update Section 4.5 to reflect the number of storeys proposed for the mixed use block;
- Update Section 6.0 to reflect revised parkland configurations;
- Update Section 7.0 to reflect updated zoning requirements;
- Update Section 8.0 A to reflect Updated Sustainable Development Principles to comply with the “Draft Subdivision of Land Low-rise Housing checklist”;
- Update Section 8.0 C to include a “laneway coach house” option.

An update to the CDP was received on August 17, 2018. Staff is in the process of reviewing it in regard to the above-noted revisions.

Mixed-Use Block

The Mixed-Use Block (Block 19) on the north side of 16th Avenue, opposite the Normandale Road neighbourhood, has an area of approximately 3.429 ha (8.47 ac). It is proposed to be developed as a mixed-use commercial/residential block.

In response to concerns raised by the Normandale Community Resident Association (NCRA) and the Unionville Ratepayers Association (URA), the developers have revised their proposal for this block. The first submission of the application in October 2016 sought approval of a 210 unit mixed-use mid-rise building of three to eight storeys, with a maximum height of 20 metres (65.6 ft.).

The applicants are now proposing to develop the block as a mixed-use low rise development, with a maximum of 3,700 m² (39,828 ft²) of commercial space and 110 townhouse units. (The uses included in the commercial space maximum are: Financial Institutions, Personal Service Shops, Repair Shops, Restaurants, Retail Stores, Commercial Schools, Private Schools and Supermarkets.) Other permitted uses such as Offices are not included in the maximum. These uses would also be limited by the size of the site and the availability of parking. The non-residential buildings would be

between two and three storeys. Any individual commercial premise's size would be limited to a maximum of 2,350 m² (25,295 ft²).

The buildings on the south half of the commercial block, closest to 16th Avenue, would be limited to a maximum height of 13.5 metres (44.3 feet) (two commercial stories), and on the north half to a maximum height of 15 metres (49.2 feet). They are also proposing that the townhouses will be separated from 16th Avenue by a private lane, which will resemble a single loaded window street. These units will be permitted to a maximum height of 13.5 metres (44.3 feet) (three residential stories).

The Community Design Plan includes policies regarding the development of this site. These include:

- Primary building facades and entrances should be oriented towards public streets;
- Clearly define commercial entrances of the building and differentiate them from residential entrances;
- Provide taller first floors than upper floors, and combine first floor heights with canopies, storefront windows, and details for an animated pedestrian scaled frontage;
- Provide expansive storefront windows for views to activities inside, creating interest for passersby and to serve as a visual connection to the outdoors;
- Non-residential parking, driveways and service areas should not be located between the building and the street;
- Buildings located on corner sites should be located to address both street frontages through the placement of entrances and building articulation;
- Buildings should have adequate transition in height and scale to adjacent and surrounding buildings;

The development of this block is subject to future site plan application(s). This process will provide the City with an opportunity to continue to work with the applicant to further refine the development and mitigate impacts on the residents within the Normandale neighbourhood.

High Density Block

In response to concerns raised by the Normandale Community Resident Association (NCRA) and the Unionville Ratepayers Association (URA), the developers have relocated the High Density Block (Block 20) within the west plan. The 1.33 ha (3.29 ac) block is now approximately 120 metres (394 ft.) north of 16th Avenue. A 1.357 ha (3.35 ac) block for a storm water management pond is now proposed to be located on the north side of 16th Avenue between this arterial road and the proposed high density block.

The developers have also proposed reductions to the number of storeys and the height of the future high rise building. They are proposing that:

-
- the Official Plan amendment limit the buildings on the south half of the block, closest to 16th Avenue, to a maximum of seven storeys, and on the north half to a maximum of ten storeys, and
 - the Zoning By-law amendment limit the buildings on the south half of the block, closest to 16th Avenue, to a maximum height of 25 metres (82 feet), and on the north half to a maximum height of 33 metres (108 feet),

whereas, in their April 2018 submission they proposed a high rise building with a maximum 15 storeys and a maximum height of 46 m (151 ft.)

Sustainability Measures

Sustainability measures for this community have been addressed through the development review process and consist of the following measures:

Natural Environment:

- A tree compensation and enhancement strategy has been provided – Individually significant heritage trees have been preserved and extensive restoration planting will be provided;
- A linked open space system – the Berczy and Bruce valley systems have been linked through the provision of parks and storm water management blocks
- Enriched soil through and the provision of 30cm (11.8 inches) of topsoil for planting areas;
- Bird friendly design;

Green Buildings and Green Infrastructure:

- Buildings will be designed for enhanced energy and water conservation;
- Buildings will be designed and constructed to be adapted for solar power;

Built Environment:

- A diverse range of housing options have been provided, including single family homes; townhouses; back to back townhouses and apartments;

Mobility Networks and Active Transportation:

- Blocks are walkable and do not exceed 250m;
- Multi-use trails are located within the boulevard on collector roads and throughout the Greenway system which will encourage walking and cycling;
- A second row of trees will provide a complete canopy over multi-use boulevard trails;
- Usable porches and active facades contribute to a safe pedestrian zone.

Storm Water Management

- Stormwater management facilities provide downstream flood improvements;
- Stormwater management facilities provide enhanced stormwater quality and quantity control;
- Use of green infrastructure to meet water balance requirements; and,

- Stormwater management strategies to accommodate heavy rainfall.

Number of residential units and density have been slightly reduced

The number of units has been reduced from 2,421 to 2,279. The density of the proposed development has been reduced from 19.2 units per hectare to 18.6 units per hectare.

This density is generally reflective of other new Greenfield communities in the area and is acceptable to staff. The densities proposed in this draft plan of subdivision are lower than the densities required by the Provincial Growth Plan for new Greenfield development. However, the York Downs property was included within the City's "Built Boundary" when the Growth Plan was originally prepared. As a result, it is not subject to the Growth Plan's minimum density provisions.

A mix of dwelling types are being proposed ranging from single detached to high rise

The York Downs community will provide a variety of grade related housing typologies such as laneway and conventional townhouses; back to back townhouses and a range of laneway and front loaded single detached product. A high rise block is proposed internal to the site along the edge of the Bruce Creek and within a reasonable walk to 16th Avenue. Staff have encouraged the provision of coach houses and secondary suites within the plan; if approved, permissions for these uses will be included in the zoning by-law amendment. Large lots (50ft and above) have been located along the perimeter of the proposed development to reduce the number of lots abutting existing residential lands and have been configured where possible to reflect the rear yard widths of adjoining lots in adjacent lands

Several of the proposed dwelling types including high and midrise apartments and back to back townhouses are "intrinsically" more affordable than other dwelling types.

Stormwater Management Issues

Low Impact Developments (LIDs) concepts have been proposed in the community design based on direction from City staff consistent with applicable agency policies, the City of Markham's Official Plan and the City of Markham Low Impact Development Guidelines (Draft February 2018).. When LIDs are proposed in parks and open spaces, they should follow the City LID Guidelines requirements:

1. Community Park – maximum of 20% of surface area can be used for LIDs
2. Neighbourhood Park – maximum of 15% of surface area can be used for LIDs
3. Parkette – maximum of 10% of surface area can be used for LIDs

No trees can be located on top of LIDs. LIDs in parks must fit with other park services and tree planting requirements. The location of LIDs, on private property, along collector roads will need to be coordinated with the placement of the second row of street trees that the applicant has agreed to provide. In cases where proposed LIDs conflict with the locations of the second rows of street trees, the provision of the street trees will take

priority wherever possible and LIDs must be compensated for elsewhere within the development.

A Wildlife Management Plan has been submitted in support of the proposed development

A Wildlife Management Plan has been submitted by the applicant. The development has been designed to allow connectivity throughout both valley lands, as well as from these valley lands to adjacent woodlots, parks and ponds. The Wildlife Management Plan recommends measures and techniques to be applied during construction.

In order to promote future wildlife connections between the valleyland corridors on both sides of 16th Avenue staff have requested that York Region include an ecological corridor under 16th Avenue as a component of the Region's Environmental Assessment study

The Endangered Barn Swallows

Barn swallows are an endangered species and are protected by the Endangered Species Act (ESA). The applicant's environmental consultant has been in contact with the Ministry of Natural Resources and Forestry (MNR). In accordance with the City's normal practices, if approved the draft plan conditions would include a standard condition requiring the applicant to agree that, notwithstanding any approvals made or given by the City, the onus is on the developer to comply with the requirements of the Endangered Species Act and the Species at Risk Act. MNR permitting and approval is required with respect to compliance with the Endangered Species Act (ESA). Consequently, if MNR advises that changes to the plan are required to comply with the SARA or ESA, revisions to the draft plan will be required. The applicant has advised that they have recently met with staff at MNR, to review the proposed mitigation measures. The applicant reported that the MNR supports their proposed mitigation measures.

Toronto and Region Conservation Authority (TRCA) has reviewed the application

The TRCA in a letter dated August 24th, 2018 provided comments on the proposed development. The TRCA has also provided conditions of draft plan approval which will be included in draft plan conditions if the applications are approved. The TRCA has set out the following broad conditions of draft plan approval:

- the MESP and other supporting reports being finalized to their satisfaction,
- a complete restoration and enhancement plan being provided and secured for the stormwater management ponds and the natural heritage system, and
- the environmental management plan/adaptive management plan being provided, including for issues which may arise from construction.

The TRCA believes that 'the design of the two draft plans strikes a balance for all agencies while providing for an overall ecological gain for this sensitive natural environment'.

School Block

The proposed development includes an approximately 2.5 ha (6.18 ac) school block. It will be located on the south side of Street 'A' (the extension of Bur Oak Avenue) in the east part of the plan. Subject to the availability of funds, the York Region District School Board intends to acquire the lands and build an elementary school. The timing of the school construction is not yet known.

To the west of the proposed school site is an approximately 2.15 ha (5.31 ac.) park block. Staff in the Community Services Commission have expressed an interest in working with the school board to develop a "joint use" program to create a community hub to serve the local residents.

Place of Worship Site

The City's Place of Worship policies recommend one Place of Worship site be identified for every 6,000 persons of planned population. Existing sites may be included in this number. St. Phillip's On-the-Hill Anglican Church, located at 9400 Kennedy Road is adjacent to the east side of the York Downs Golf Course. Notwithstanding that St. Phillip's would generally satisfy the policy, the applicants are also planning to provide for Place of Worship space within the proposed commercial building, on the mixed use block.

The Place of Worship space will be secured by including a Holding provision in the zoning for the Mixed-Use Block (Block 19). The provision states that the Hold shall not be lifted until:

- a site plan agreement for a building containing a Place of Worship is executed, or
- five years has passed since the date of the approval of the Official Plan Amendment or three years have passed since the date of registration of the subdivision, which includes the Mixed-Use Block (Block 19), whichever is greater.

The anticipated population, at full build-out, of the York Downs development will be approximately 7,250 people. Considering the presence of St Phillip's adjacent to the York Downs site, the proposal to have space available within the commercial portion of the Mixed-Use Block, for the time as outlined above, is reasonable and meets the general intent of the policy.

FINANCIAL CONSIDERATIONS:

Not applicable

HUMAN RESOURCES CONSIDERATIONS:

Not applicable.

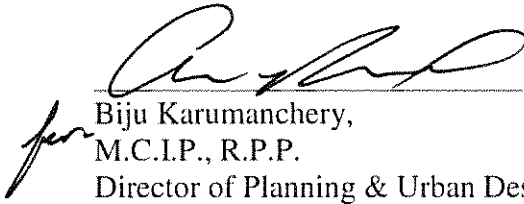
ALIGNMENT WITH STRATEGIC PRIORITIES:


The proposal has been reviewed in the context of Growth Management, Transportation and Municipal policies and it complies.

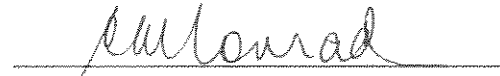
BUSINESS UNITS CONSULTED AND AFFECTED:

The applications have been circulated to various City departments and external agencies whose comments, where applicable, have been incorporated into this report and will be reflected in the Official Plan and Zoning By-law Amendments, and conditions of draft approval to be approved by the LPAT.

RECOMMENDED BY:


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


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


Catherine M. Conrad
City Solicitor

ATTACHMENTS:

- Figure 1: Location
- Figure 2: Area context/Zoning
- Figure 3: Air Photo (2015)
- Figure 4: Composite Draft Plan (June 2018)
- Figure 5: Land Use and Trails
- Figure 6: Proposed Street D/Angus Glen Intersection
- Figure 7: Lands Surplus to the Golf Course

- Appendix "A" - Summary of Community Consultation Process
- Appendix "B" - Summary of Public Comments

Appendix “A”

Process to Date:

- Oct 5, 2016 – Official Plan, Subdivision and Zoning applications were received.
- 2 Public information meetings held in January and March 2017 by Councillors Amanda Collucci and Don Hamilton respectively
- March 20, 2017 – Preliminary Report to Development Services Committee
- April 5th, 2017 – Development Services Statutory Public Meeting
 - Staff were directed to schedule additional meetings with the Unionville subcommittee
- June, 2017 – The proponents appealed the applications to the Ontario Municipal Board
- The Unionville Subcommittee met 4 times between April and September 2017, as follows:
 - April 24th, 2017 – the proponents provided an overview of the proposed development and staff provided a briefing on City, Regional and Provincial land use policies (see Figure 4)
 - May 23, 2017 – the agenda focused on environmental issues
 - June 12, 2017 – the agenda focused on transportation issues
 - Sept 25, 2017 – the proponents presented a revised development proposal in response to feedback from the committee, staff and the public
- Nov. 6, 2017, the proponents made a second submission,
- April 12, 2018, the proponents made a third submission, which was the subject of the June 25th report to Development Services Committee
- Two additional Unionville Subcommittee meetings have been held:
 - April 17, 2018, the proponents provided an overview of building design
 - May 30, 2018, the proponents provided an overview of their revised development proposal to the Unionville Subcommittee (see Figure 5)
- Many other informal meetings between residents, the applicant and staff have also been held during the review of the application.
- June 25th, 2018 staff provided two interim reports to Development Services Committee. The first report was an in-camera report and the second was a public

report. The in-camera report recommended that Council endorse in principle the Official Plan and zoning By-law amendment applications and the draft plans of subdivisions, and that staff report back to Council with a final recommendation report containing draft Official Plan and Zoning By-law amendments, and proposed conditions of draft plan of subdivision, and draft minutes of settlement. Council, at its meeting on June 26th, 2018 resolved that based on the overall merits of the application staff continue to work with the applicants and the community to resolve issues related to the proposed:

- high density block, the mixed use block (the red block), including the maximum size of retail;
- unit number triggers for transportation improvements;
- timing for improvements at the intersections of Warden and 16th Avenues, and Kennedy Road and 16th Avenue;
- better definition of the trail system; and,
- as part of the Region's Environmental Assessment process for the widening of 16th Avenue, staff pursue a continuous trail connection to the trail system south of 16th Avenue, and ecological passage(s) under 16th to facilitate wildlife movement.

A number of residents and stakeholders also made deputations. These comments have been incorporated into the Summary of Public Comments below and into Appendix 'B'.

Appendix “B”

Summary of Public comments:

By Issue:

Transportation:

- concerns about the traffic generated by the proposed development.
- concerns about congestion levels on 16th Avenue and residents’ ability to enter and exit the Normandale neighbourhood.
- concerns that the proposed intersection of Street D and Angus Glen Boulevard will create additional traffic on Angus Glen Boulevard
- concerns regarding future potential traffic on Angus Glen Boulevard. Some Angus Glen residents have proposed that the connection to Angus Glen Boulevard be a multi-use pedestrian pathway instead of a vehicular street.

Environment:

- Concerns about the loss of trees.
- Concerned that wildlife habitat isn’t being adequately protected.
- Suggested an endangered bird species habitat for barn swallows be located on the property.

Density:

- Concerns that the proposed density may be too high and that Markham has already met its growth projections,
- Concerns about the implications of rapid growth on infrastructure and livability.

Built Form and Uses:

- Concerns that the proposed heights and uses in the Mixed Use block on 16th Avenue and the High Density block north of 16th Avenue are not compatible with the existing residential house forms in the surrounding area, and that the existing residential lots south of 16th will lose privacy due to overlook from the proposed high rise buildings and the development in the mixed use block. Residents are proposing that window streets be implemented along 16th Avenue in the mixed use block and that the high density block be relocated further to the north or to the Kennedy Road frontage within the subject lands or offsite to a designated intensification corridor (e.g. Highway 7).

-
- Request that Mixed Use block on 16th Avenue be removed and replaced with ground-oriented residential
 - Concerns with the lack of affordable housing options proposed.

Community Facilities:

- Concerns with the effect the proposed development will have on the capacity of existing schools in the surrounding area.
- Concerns with the effect the proposed development will have on the capacity of existing community centres in the surrounding area.
- Suggested the incorporation of a community centre, seniors centre, place of worship, and other community amenities as part of the proposed development.

Stormwater Management:

- Concerns with the proposed stormwater management solutions and future maintenance.
- Concerns with the effect of the proposed development on the existing high water table, water wells, and floodplain in the area.
- Concerns that the proposed development is located on wetlands and will be subject to flooding.
- Concerns that the difference in grades between adjacent properties and subject property will create flooding hazards once the proposed development proceeds.
- Concerned that run-off from the proposed development may contaminate groundwater quality and existing wells on adjacent lands.

By Stakeholder Group:**Angus Glen residents:**

- Concerned that the proposed intersection of Street D and Angus Glen Boulevard will create additional traffic on Angus Glen Boulevard and that it will add to the existing safety concerns regarding vehicle traffic and pedestrians on the streets.
- Proposed that a reduction in density would address the concerns regarding future potential traffic on Angus Glen Boulevard.
- Proposed that the connection to Angus Glen Boulevard be a multi-use pedestrian pathway instead of a vehicular street.

Normandale Community Residents Association (NCRA):

- Concerned generally with the additional traffic resulting from the proposed development, and more specifically how it might affect congestion levels on 16th Avenue and residents' ability to enter and exit the Normandale neighbourhood.
- Concerned with the proposed density.
- Concerned with the loss of trees.
- Concerned that the proposed heights, and uses in the Mixed Use block on 16th Avenue and the High Density block north of 16th Avenue are not compatible with the existing residential house forms in the surrounding area, and that the existing residential lots south of 16th will lose privacy due to overlook from the proposed high rise buildings and the development in the mixed use block. Residents are proposing that window streets be implemented along 16th Avenue in the mixed use block and that the high density block be relocated further to the north or to the Kennedy Road frontage within the subject lands or offsite to a designated intensification corridor (e.g. Highway 7).

Unionville Residents Association (URA):

- Concerned with the traffic generated by the proposed development, including the need to require ongoing monitoring of development to ensure transportation improvements are linked to development approvals, and the need for improvements to the intersection at Warden and 16th Avenue.
- Concerned with the loss of existing trees.
- Suggested the incorporation of guiding principles to determine the parameters for development of the Mixed Use block.
- Concerned about the proposed building heights on the high rise block and propose medium rise buildings instead. Propose that development should be phased to generally concur with transportation infrastructure improvements but acknowledge that ongoing traffic monitoring between phases and additional transportation impact analysis prior to the approval of each phase may address their concerns
- Suggested the incorporation of window streets in the mixed use block adjacent to 16th avenue.
- Requested that no retail, office, place of worship, or supermarket uses be permitted within the Mixed Use block on 16th Avenue. Concerns with the lack of affordable housing options proposed.
- Suggested that Markham has already met its growth projections, concerned with the implications of rapid growth on infrastructure and livability.

Glenburn Forest residents:

- Supportive of the development as proposed, provided there is no road connection to Warden Avenue.

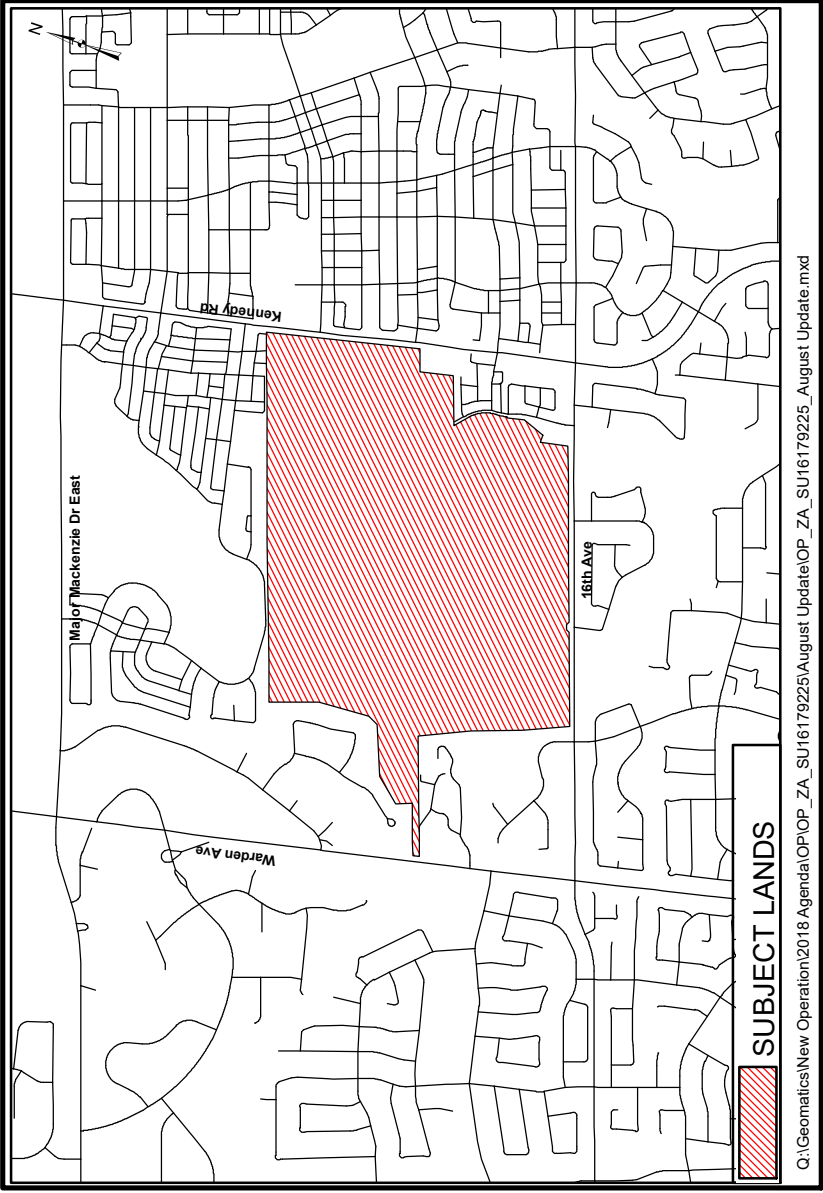
The Deacons (owners of the farmhouse adjacent to the west side of the subject lands):

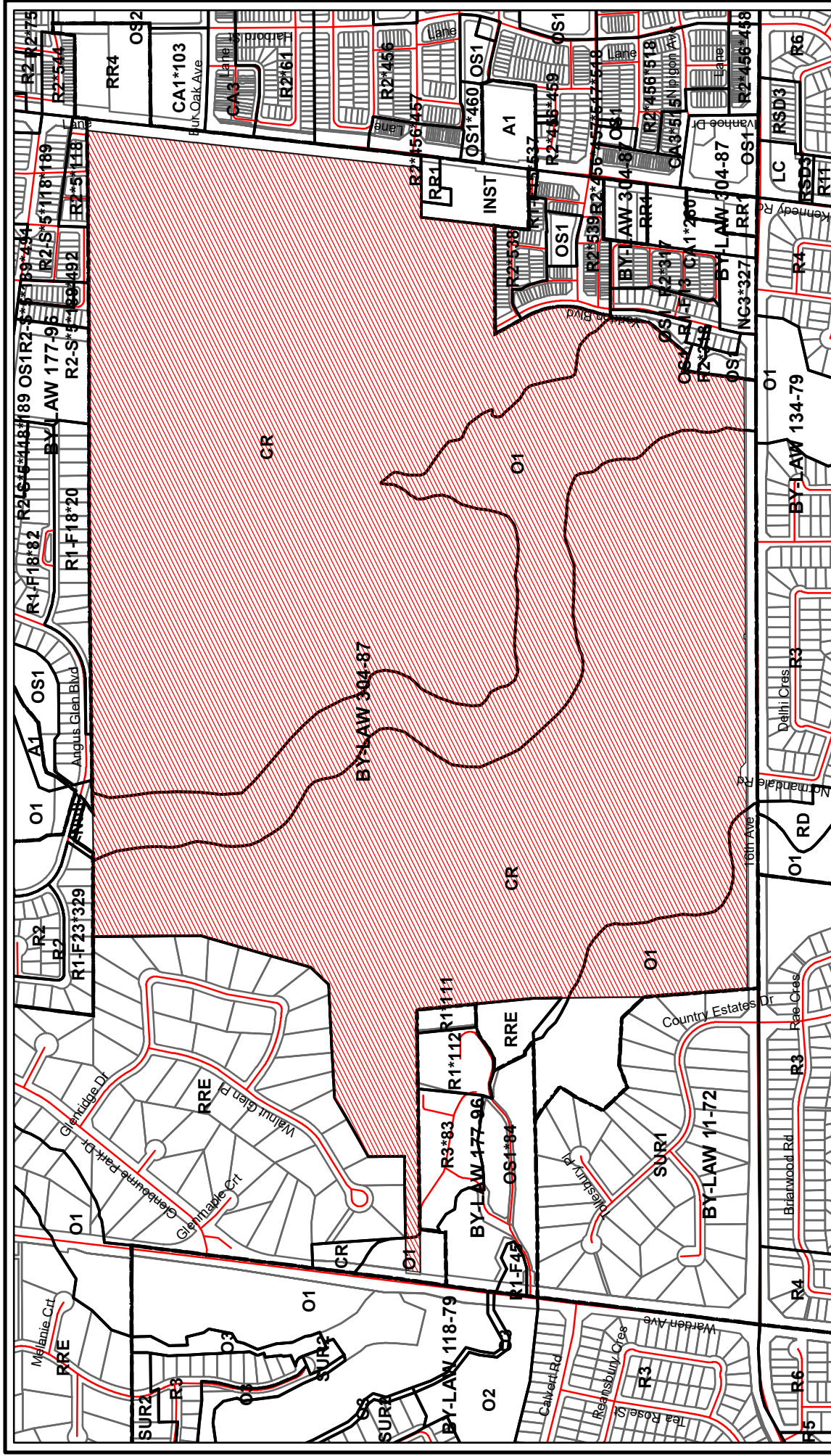
- Concerned with the loss of trees and privacy.
- Concerned that wildlife habitat isn't being adequately protected.
- Suggested an endangered bird species habitat for barn swallows be located on the property.
- Concerned that run-off from the proposed development may contaminate groundwater quality particularly the well on their property.
- Concerned with the proposed density.

General public:

- Concerned with the traffic generated by the proposed development.
- Concerned with the proposed density.
- Concerned with the proposed park locations.
- Concerned with the loss of existing trees.
- Concerned with the effect the proposed development will have on the capacity of existing schools in the surrounding area.
- Concerned with the effect the proposed development will have on the capacity of existing community centres in the surrounding area.
- Suggested the development should provide sidewalks on both sides of all public streets.
- Concerned with the location of the proposed land uses (e.g. commercial/ retail uses) on the plan.
- Concerned with the lack of office uses proposed.
- Concerned with the absence of wildlife management and planning.
- Concerned with the proposed stormwater management solutions and future maintenance.
- Concerned with the effect of the proposed development on the existing high water table, water wells, and floodplain in the area.
- Concerned that the proposed development is located on wetlands and will be subject to flooding concerns.

- Concerned that the proposed development of marshy areas on the property will release methane gas from the removal of topsoil.
- Concerned with the difference in grades between the adjacent properties and subject property, will create flooding hazards once the proposed development proceeds.
- Suggested that the proposed development occur as two separate communities, without the proposed bridge crossing.
- Suggested the incorporation of a community centre, seniors centre, place of worship, and other community amenities as part of the proposed development.
- Suggested a trail system that is connected with the surrounding existing trails and pathways should be incorporated into the proposed development.
- Suggested the need to incorporate a mix of dwelling types and smaller dwellings to increase the density to support transit ridership.
- Supportive of the proposed development, adds to the existing housing supply.
- Supportive of additional community and retail uses to be provided as part of the proposed development.
- Supportive of the proposed development which adds to the population of the area which will help support local businesses





AREA CONTEXT / ZONING

APPLICANT: SIXTEENTH LAND HOLDINGS INC
(YORK DOWNS GOLF COURSE)
4134 16TH AVENUE

FILE No. OP/ZA/SU16179225 (DM)

Q:\Geomatics\New Operation\2018 Agenda\OPOP_ZA_SU16179225\August Update\OP_ZA_SU16179225_August Update.mxd

MARKHAM DEVELOPMENT SERVICES COMMISSION

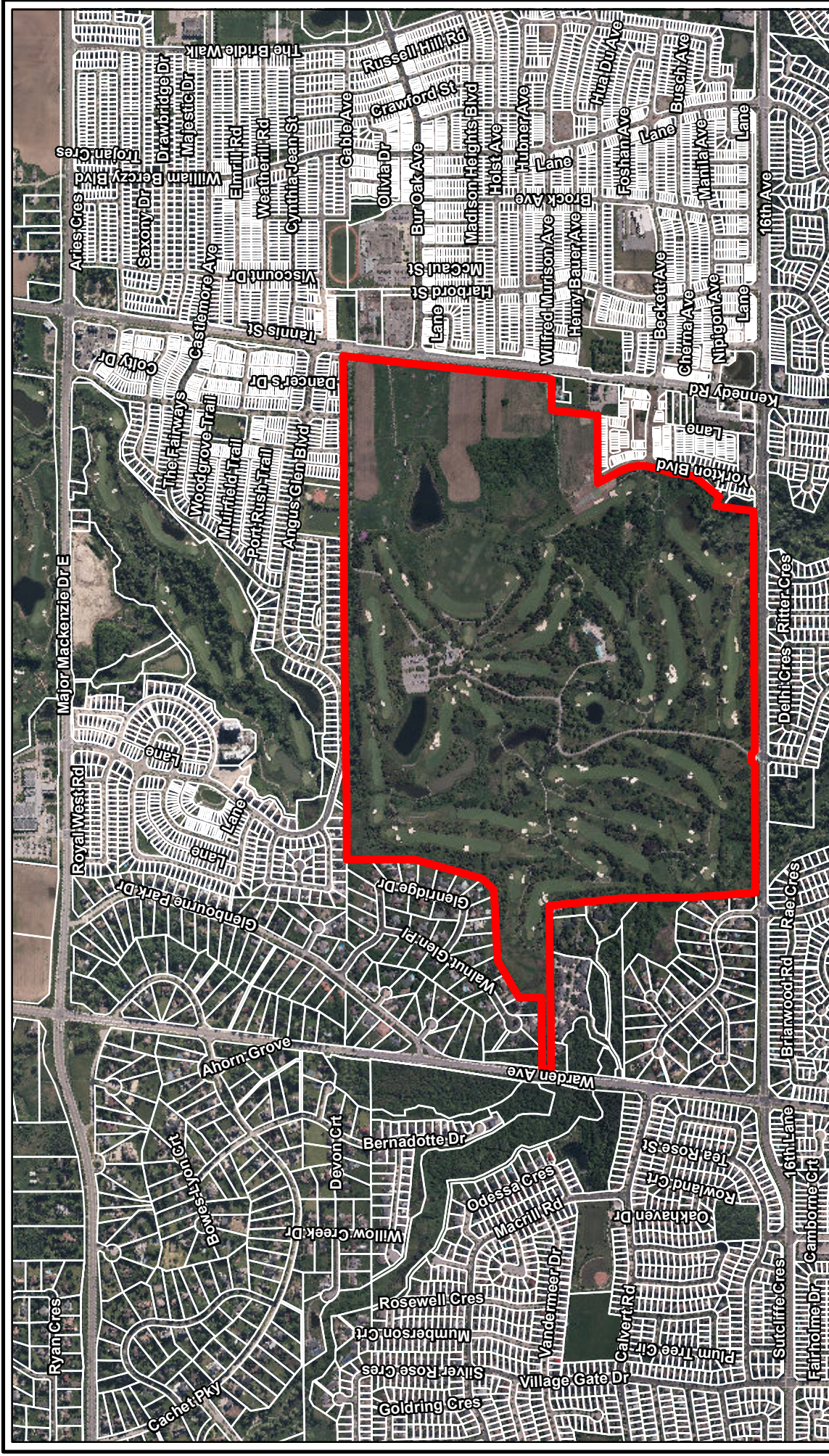
Drawn By: LW

Checked By: DM

Date: 28/08/2018

FIGURE No. 2

SUBJECT LANDS



AIR PHOTO

APPLICANT: SIXTEENTH LAND HOLDINGS INC
(YORK DOWNS GOLF COURSE)
4134 16TH AVENUE

FILE No.OP/ZA/SU16179225 (DM)

Q:\Geomatics\New Operation\2018 Agenda\IOP\OP_ZA_SU16179225\August Update.mxd




MARKHAM DEVELOPMENT SERVICES COMMISSION

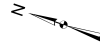
Drawn By: LW

Checked By: DM

Date: 28/08/2018

FIGURE No. 3

 SUBJECT LANDS



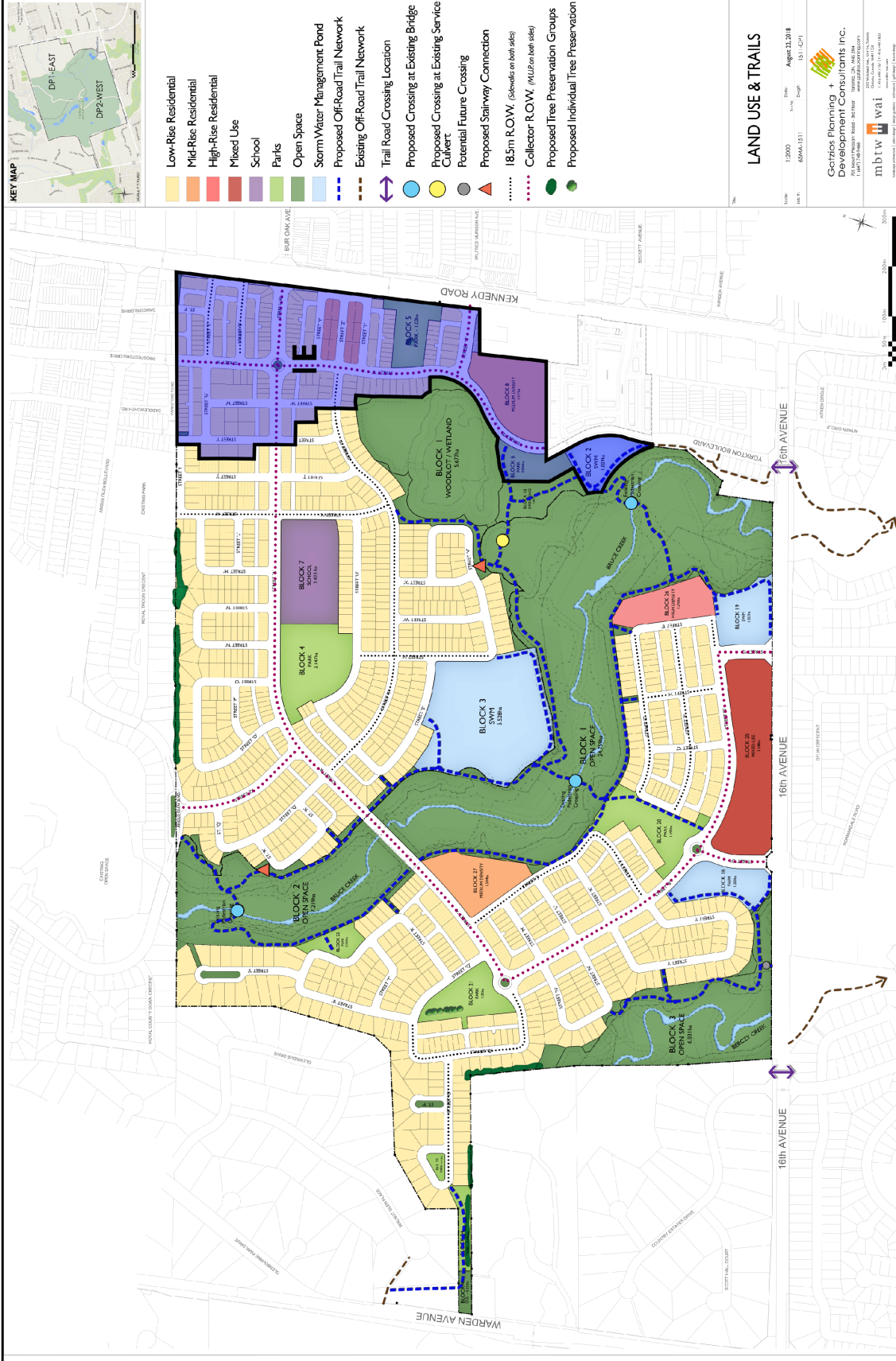


LAND USE AND TRAILS

APPLICANT: SIXTEENTH LAND HOLDINGS INC
(YORK DOWNS GOLF COURSE)
4134 16TH AVENUE

FILE No.OP/ZA/SU16179225 (DM)

Q:\Geomatics\New Operation\2018 Agenda\OPOP_ZA_SU16179225\August Update\OP_ZA_SU16179225_August Update.mxd



LANDS SURPLUS TO THE GOLF COURSE

APPLICANT: SIXTEENTH LAND HOLDINGS INC
(YORK DOWNS GOLF COURSE)
4134 16TH AVENUE

FILE No.OP/ZA/SU16179225 (DM)

Q:\Geomatics\New Operation\2018 Agenda\OP\OP_ZA_SU16179225\August Update\OP_ZA_SU16179225_August Update.mxd