

SUBJECT: Milliken Centre Secondary Plan Update and
Draft Development Concept

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RECOMMENDATION:

- 1) That the report dated October 16, 2017 entitled “Milliken Centre Secondary Plan Update and Draft Development Concept” be received;
- 2) That the Draft Development Concept for the Milliken Centre Secondary Plan, attached as Figure 2 to the report dated October 16, 2017 entitled “Milliken Centre Secondary Plan Update and Draft Development Concept” be released for public comment as input towards the preparation of the Draft Secondary Plan for Milliken Centre and guide consideration of planning applications within Milliken Centre;
- 3) And that staff be authorized and directed to do all things necessary to give effect to this resolution.

EXECUTIVE SUMMARY:

The update to the Milliken Centre Secondary Plan is required by the Markham Official Plan (2014). The Milliken Centre Secondary Plan Area is intended to provide a focal point for the larger Milliken district and to be developed at transit supportive densities to reflect the proximity to GO transit. The update also contributes to the implementation of the City’s strategy for accommodating growth to 2031 and beyond.

Through the Markham Official Plan (2014) the land area of the Milliken Centre Secondary Plan has been doubled in size from the existing Secondary Plan for Main Street Milliken (OPA # 144) and is forecasted to accommodate approximately 15,000 - 17,000 residents and 4,800 jobs within a compact, connected, pedestrian oriented, transit supportive, sustainable and complete community.

The Draft Development Concept (attached as Figure 2) has been prepared by the City in collaboration with the Landowner Group and key agencies. The Draft Development Concept provides a high level development concept for the initial engagement of the public and stakeholders, toward the preparation of the statutory Secondary Plan. The Draft Concept will also serve to guide the consideration of future planning applications within the secondary plan area to ensure they do not compromise the long term intent for the area.

The Draft Development Concept identifies the community structure, including Mixed Use and Residential neighbourhoods, as well as a protected Greenway System, a school and park campus, an integrated network of Parks and Open Space, Commercial Areas and Old Kennedy Road “Main

Street” and proposed heritage enclave, along with the transportation, active transportation, and transit network, consistent with Markham and York Region Official Plan requirements.

The Draft Development Concept is recommended to be released for initial public review and comment. Concurrently, the Landowner Group, in consultation with the City, will continue the preparation of the requisite supporting technical studies, namely, the Master Environmental Servicing Plan, and the Transportation Study. With the completion of these studies and the initial public and stakeholder input, the Draft Secondary Plan will be prepared and brought to Council at a later date to initiate the statutory public meeting and notice pursuant to the *Planning Act*.

PURPOSE:

The purpose of this report is to present the Draft Development Concept, attached as Figure 2 to this report, along with the recommendation that it be released for public review and comment. The Draft Concept will also serve to guide the consideration of future planning applications within the secondary plan area to ensure the long term intent for the area is not compromised.

The report also outlines the next steps in the planning process.

BACKGROUND:

The Milliken Centre Secondary Plan Area identified in the City of Markham Official Plan (2014) is outlined in Figure 1. The update to the current Main Street Milliken Secondary Plan (OPA #144) is required by the Markham Official Plan (2014) and is intended to provide a focal point for the larger Milliken district and to ensure development is planned at transit supportive densities to reflect the current investment in transit including the existing GO train station south of Steeles, the planned all-day, two-way Regional Express Rail (RER) on this GO line and the planned transit infrastructure, including the City’s recommendation that a GO train station be established at Denison Street. (See Figure 2)

The area of the Secondary Plan is double the size from that identified in the existing Main Street Milliken Secondary Plan (i.e., from 35 ha to approximately 70 ha). The expanded area now includes the two large westerly quadrants included on Figures 1 and 2 - the lands north of Steeles Ave., between the GO line and Kennedy Road (Pacific Mall, Market Village, and Kennedy Corners) and the lands west of Kennedy Road and south of Denison Street. The expansion of the secondary plan area aims to ensure future development is planned in a comprehensive manner and implements the City’s strategy for accommodating growth to 2031 and beyond.

Milliken Centre is identified as a Local Centre in the 2014 Official Plan. Local Centres are intended to serve as important neighbourhood focal points and provide for intensification in the form of a range of housing, shopping, employment and recreation opportunities. Milliken Centre is also shown as a Potential Secondary Hub on Map 2 – Centres and Corridors and Transit Network. This identification supports the review of transit supportive redevelopment opportunities around the existing GO station and the consideration of potential additional stations along the Stouffville GO train line.

Since the approval of OPA # 144 (2006), Metrolinx has announced its Regional Express Rail service enhancement (all-day, two-way service) along the Stouffville GO line through Milliken. In addition, redevelopment of the Market Village lands west of the GO rail line, and the commercial lands west of Kennedy Road near Denison Street are being contemplated by current landowners.

Metrolinx, the City of Toronto and York Region have been moving forward on related transportation improvements in the vicinity including: the Metrolinx/City of Toronto environmental assessment for grade separation of Steeles Avenue at the railway, the identification of future grade separations on Kennedy Road and Denison Street, as well as the York Region environmental assessment of Kennedy Road improvements in this area. These infrastructure investments support the appropriate level of intensification in this Centre.

DISCUSSION

The Draft Development Concept is the result of a City led process in collaboration with the landowners and key stakeholders

The Draft Development Concept, attached as Figure 2 to this report, is intended to be the basis for initial public and broader stakeholder engagement, serve as input towards the preparation of the statutory Draft Secondary Plan and will guide the consideration of planning applications within the Secondary Plan Area. The Draft Development Concept has been developed through a collaborative process within the City departments as well as with the participating landowners and key agencies including: York Region District School Board, and Toronto and Region Conservation Authority and Metrolinx.

Further opportunities for public input will be available once the Draft Secondary Plan is prepared and circulated through the statutory planning process.

Vision and Planning Principles

Based on the 2014 Official Plan, the draft vision and planning principles were developed in collaboration with the Landowner Group early in the planning process and are summarized in "Appendix A".

The Vision aims to provide a focal point for the larger Milliken district through a sustainable, compact, connected, pedestrian oriented, complete community at transit supportive densities that provides a balance and diversity of residential, retail, office, and public uses, and ensures there are ample public spaces and amenities to serve the future residents of the community, while ensuring that identified natural and cultural heritage resources are protected and enhanced.

The planning principles expand on the Vision and are addressed in detail in Appendix A under seven main themes:

- community structure and land uses,
- built form,
- cultural heritage resources,
- transportation and active transportation,
- natural heritage features,

- parkland,
- open space and school site,
- community energy plan and sustainability.

The overarching goal is to ensure the development of a healthy and resilient complete community.

Draft Development Concept

Milliken Centre is intended to be the focal point for the larger Milliken district and accommodate mid and high rise residential development, mixed use, commercial and office development. It will continue to provide regional and community scale shopping, and provide an integrated school and neighbourhood park site along with additional parks and urban squares - all connected through an open space system and transportation and active transportation network. The community will be designed at transit supportive densities and promote active transportation as the preferred mode of transportation.

Community Structure

The Milliken Centre Secondary Plan area is proposed to consist of the following key structural components:

- Protected Greenway System
- Mixed Use and Residential Neighbourhoods
- Central School and Park Campus
- Commercial Areas (including local and regional retail, services and office uses, and a “Main Street” commercial area and heritage enclave along Old Kennedy Road)
- Transportation Network (focusing on transit and active transportation).

Each of these components is described in more detail below.

Protected Greenway and Open Space

A natural heritage study undertaken by the City identified a wetland and wooded areas for protection in the northern portion of the Secondary Plan area. The Greenway System identified in the Draft Development Concept identifies these features and reflects the opportunity for proposed tree compensation areas adjacent to the wetland located east of Kennedy Road, and along the linear Open Space corridor abutting the railway.

Mixed Use and Residential Neighbourhoods

The north-west quadrant - west of Kennedy Road and south of Denison Street is proposed to be developed predominantly in a Mixed Use High Rise designation (maximum 12-25 storeys) while ensuring that the role of this area for community shopping is met. Transit supportive densities are proposed in this quadrant to reflect the existing and planned transit infrastructure.

Within this quadrant, a small Mixed Use Mid Rise block (maximum height 8 storeys) is proposed west of Kennedy Road to provide for a transition in scale from the residential uses west of the rail corridor and west of Kennedy Road.

North of Denison Street - a Residential Mid Rise designation (maximum of 4 storeys) is proposed in order to create a built form that would be compatible with the low rise residential uses to the north.

The south-west quadrant - located between the rail corridor and Kennedy Road (containing Pacific Mall, Market Village and Kennedy Corners) is proposed to be designated Mixed Use High Rise (maximum height 30 storeys) and is intended to retain the current destination shopping role, while permitting residential and office uses.

The area north of Steeles Avenue, east of the GO rail line - capitalizes on the proximity of the GO train station and is proposed to provide transit supportive uses including Mixed Use High Rise Office Priority and Mixed Use High Rise (maximum height 30 storeys).

In the central part of the community - Residential Mid Rise (maximum 4 - 8 storeys) is proposed in proximity to the Neighbourhood Park and school campus, and ensures compatibility and appropriate transition from the exiting townhouse development within this area as well as the low rise development outside the secondary plan area.

At Gorvette Drive and Kennedy Road - Residential High Rise is proposed in support of the existing and planned transit for this area, e.g., City recommended GO train station at Denison Street, existing transit on Kennedy Road and Denison Street.

Central School and Park Campus

A neighbourhood park and elementary school campus is planned central to the community. Two local parks are also proposed to serve the proposed new neighbourhoods and are located west of Kennedy Road in the north-west quadrant, and east of Old Kennedy Road, south of Aldergrove Drive. Additional public parks, urban squares and privately owned, publicly accessible spaces will be identified in more detail through the secondary plan process.

Commercial Areas

Retail and office uses are planned to continue to be focused predominantly within the north-west and south-west quadrants of the Secondary Plan area, and along the Old Kennedy Road "Main Street" and heritage enclave.

A retail and service needs study will be undertaken by the City to define and guide the retail needs of the existing and planned community and the development of the Secondary Plan, particularly with respect to the redevelopment of the current retail uses west of Kennedy Road in the north-west quadrant. Subject to the results of the study, retail uses will be planned at the ground floor level fronting on the streets within this quadrant (e.g., Denison St., Kennedy Rd. and Gorvette Dr.) to ensure the future needs of the existing and planned community are met and to create an animated and inviting local commercial space fronting on the planned local park.

The Old Kennedy Road "Main Street", including the proposed heritage enclave is proposed on Old Kennedy Road south of Sunrise Drive, generally as envisioned in OPA # 144. This section of Old Kennedy Road is planned to function as a pedestrian oriented "Main Street" providing a lively and animated commercial space for local residents and visitors to the community. Retail and service uses will be required on the ground floor of buildings fronting on Old Kennedy Road.

A commercial heritage enclave is envisioned as part of Old Kennedy Road "Main Street" to provide space for the relocation and adaptive re-use of local heritage buildings identified for conservation

through the heritage research and assessment process currently underway. This proposed heritage enclave is identified in the vicinity of Sun Yat Sen Avenue (approximately 0.2 ha) and currently contains one designated property (73 Old Kennedy Road) and two (2) “Listed” properties (51 and 59 Old Kennedy Road). In addition, there are 4 more “Listed” cultural heritage properties in close proximity (30, 58, 64 and 93 Old Kennedy Road).

The creation of the heritage enclave as part of the Old Kennedy “Main Street” would create a human scale heritage oasis of protected heritage buildings in commercial uses within a high density community, and provides the opportunity to tell the “story” of Milliken. This unique space could also provide a hardscaped meeting place for local and community events, in addition to a quiet respite from the “Main Street.” Cultural heritage assessments of all of the cultural heritage buildings in the Secondary Plan area are currently underway.

Transportation Network (Active Transportation, Transit, Roads)

The transportation network consists of a series of arterial, collector and local roads that also form the basis of the active transportation and transit systems. The Draft Development Concept builds on the City’s objective to ensure development supports planned infrastructure for transit and active transportation, including the Midland Avenue extension (Environmental Assessment approved in November 2015) and the rapid transit identified on Steeles Avenue by the Province in the Draft 2041 Regional Transportation Plan (Draft Plan for consultation September 2017). The Draft Development Concept supports the existing GO train station, south of Steeles Ave., existing and planned transit and the City recommended GO train station at Denison Street.

The existing and the City recommended GO train stations are within a 15 minute walking distance (1200 m) of the Milliken Centre community.

The proposed elementary school and Neighbourhood Park campus is planned within a 5 minute walk of the majority of the residents of the community. Local parks are planned within a 2 minute walk of the residents they are intended to serve.

A robust active transportation network is planned including an active transportation corridor east of the GO train railway (within the 30 m setback from the railway for development). Cycling facilities and sidewalks are also planned throughout the street network to serve and promote walking and cycling. Separated cycling facilities within boulevards will be planned and designed as the preferred option for the active transportation network. Pedestrian facilities will be required on both sides of public streets.

Further refinements to the Draft Development Concept are expected through the more detailed work being undertaken through the Transportation Study underway, and through the preparation of the Secondary Plan.

Preliminary Population and Job Forecasts

The land use designations identified in the Draft Development Concept are anticipated to accommodate approximately 15,000-17,000 residents (7,500 – 8,000 units) and 4,800 jobs. These preliminary forecasts will be tested through the Transportation and Master Environmental Servicing Studies underway by the Landowner Group and through community and stakeholder input.

NEXT STEPS:**Public consultation to be initiated**

With the endorsement of the recommendations of this report, consultation will be initiated with the public and stakeholders to assist in informing the preparation of the Secondary Plan.

Technical Analysis to be completed

As mentioned, a number of supporting studies are being prepared by the City and/or by the Landowner Group, including:

- Transportation Study
- Master Environmental Servicing Plan
- Retail and Service Needs Study
- Cultural Heritage Resources Research and Assessment.

Once the studies are substantially completed, a Draft Secondary Plan will be prepared and presented to Council for consideration and at a statutory public meeting pursuant to the *Planning Act*.

A Community Energy Plan will also be developed for the Milliken Centre Secondary Plan Area

The Markham Official Plan requires that a Community Energy Plan be developed for secondary plans, where appropriate. The Community Energy Plan is intended to address reductions in energy demands, optimize passive solar gains, maximize active transportation and transit, and make use of renewable, on-site generation and district energy options.

Preparation of a city-wide Municipal Energy Plan is currently underway, led by Sustainability and Asset Management Department. In addition, the City will be developing a Community Energy Plan for Milliken Centre. Staff will continue to work with the landowners to ensure the applicable components of community energy planning are integrated into the Secondary Plan in order to ensure city-wide greenhouse gas reduction targets, once established through the city-wide Municipal Energy Plan, are addressed.

FINANCIAL CONSIDERATIONS:

The Secondary Plan Update is being undertaken by a team of City staff and consultants in collaboration with the Milliken Centre Landowner Group. Funding for any required planning-related studies is available through the previous Capital Budget requests.

HUMAN RESOURCES CONSIDERATIONS:

Not applicable.


ALIGNMENT WITH STRATEGIC PRIORITIES:

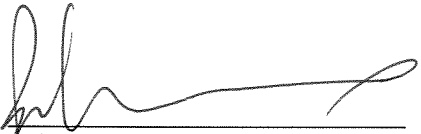
The Secondary Plan will accommodate a portion of Markham's growth to 2031 and beyond as identified in the Markham Official Plan 2014 and York Region Official Plan 2010. The principles in developing this community are aligned with the goal of the Strategic Plan to create a "safe and sustainable community."

BUSINESS UNITS CONSULTED AND AFFECTED:

All relevant City departments have been consulted and their comments have been addressed in the development of this staff report.

RECOMMENDED BY:


Biju Karumanchery, MCIP, RPP
Director, Planning & Urban Design


Brian Lee, P. Eng.
Acting Commissioner of Development Services

ATTACHMENTS:

Appendix 'A' Vision and Planning Principles - Milliken Centre Secondary Plan Update

- Figure 1: Milliken Centre Secondary Plan Area
- Figure 2: Milliken Centre Draft Development Concept
Map 1 - Land Use and Heights

Appendix A

Vision and Planning Principles – Milliken Centre Secondary Plan Update

Vision

To provide a focal point for the larger Milliken district through a sustainable, compact, connected, pedestrian oriented, complete community at transit supportive densities that provides a balance and diversity of residential, retail, office, and public uses, and ensures there are ample public spaces and amenities to serve the future residents of the community, while ensuring that the identified natural and cultural heritage resources are protected and enhanced.

Community Structure and Land Uses

1. Ensure Milliken Centre is planned to accommodate a diversity of residential, retail, office, and public uses at transit supportive densities.
2. Provide for a range of housing types, including affordable housing.
3. Recognize the importance of the Milliken GO Station and the potential Denison GO Station with appropriate land uses and densities.
4. Ensure that the north-west quadrant west of Kennedy Road supports a mixed-use built form developed at transit supportive densities while continuing to provide local retail and service uses to the community.
5. Allow for a mix of uses, including residential, in the south-west quadrant (Pacific Mall, Market Village and Kennedy Corners) while retaining its role as a “destination” commercial area.

Built Form

1. Ensure development is designed with an appropriate transition in scale and land use; compatibility between building types will be achieved through built-form, massing, height, setbacks and landscaping.
2. Locate high-rise development along Steeles Ave., and in proximity to the Kennedy Road/Gorvette Drive intersection to support investment in transit.
3. Locate mid-rise development adjacent to existing lower scale development within and outside the Secondary Plan Area to ensure compatibility in scale and use.
4. Create a pedestrian scale “Main Street” on Old Kennedy Road, south of Sunrise Drive.

Cultural Heritage Resources

1. Conserve and facilitate the restoration of identified Cultural Heritage Resources.

Transportation and Active Transportation

1. Recognize the significant investment at the provincial, regional and local levels in transportation and transit infrastructure including Regional Express Rail on the Stouffville GO line, the Midland Avenue extension, Steeles Avenue Rapid Transit, and grade separation, etc.
2. Ensure a hierarchy of street types in a modified grid pattern.
3. Ensure a street and block layout that:
 - ✓ promotes walkability and cycling
 - ✓ provides a high level of permeability
 - ✓ contributes to a high quality public realm
 - ✓ enhances and creates place-making opportunities.
4. Ensure that parkland, the school site, transit stations, and shopping are well connected within the community as well as connected to the broader community through both the transportation and active transportation networks.
5. Provide strong pedestrian and bicycle linkages in both a north-south and east-west direction, e.g., along the railway corridor and Old Kennedy Road, as well as connected to the surrounding community.

Natural Heritage Features

1. To confirm the natural heritage features (wooded areas and wetlands) that are to be protected and enhanced.
2. Minimize impacts to natural heritage features and enhance biodiversity and ecological functions.
3. Connect the natural heritage features with the community structure and the parks and open space system.
4. Preserve trees where opportunities exist, and require compensation for any tree loss to be planted within the Secondary Plan Area.

Parkland, Open Space and School Site

1. Ensure that the parks and open space system is well-integrated and evenly distributed to meet the needs of the community.
2. Provide a variety of park types, including a centrally located Neighbourhood Park, a series of smaller parks, parkettes and urban squares.

3. Locate the elementary school next to the Neighbourhood Park in order to promote joint-use facilities such as playing fields, parking and passive recreation.
4. Ensure that the parks and open space system is well-integrated and connected to the natural heritage features.
5. Maximize visibility and accessibility of the parks to the community.

Community Energy Plan and Sustainability

1. Develop a Community Energy Plan in accordance with the provisions of the Region of York Official Plan and the City's Official Plan (2014).
2. Ensure that new development contributes sustainable initiatives at both the community and building scale.

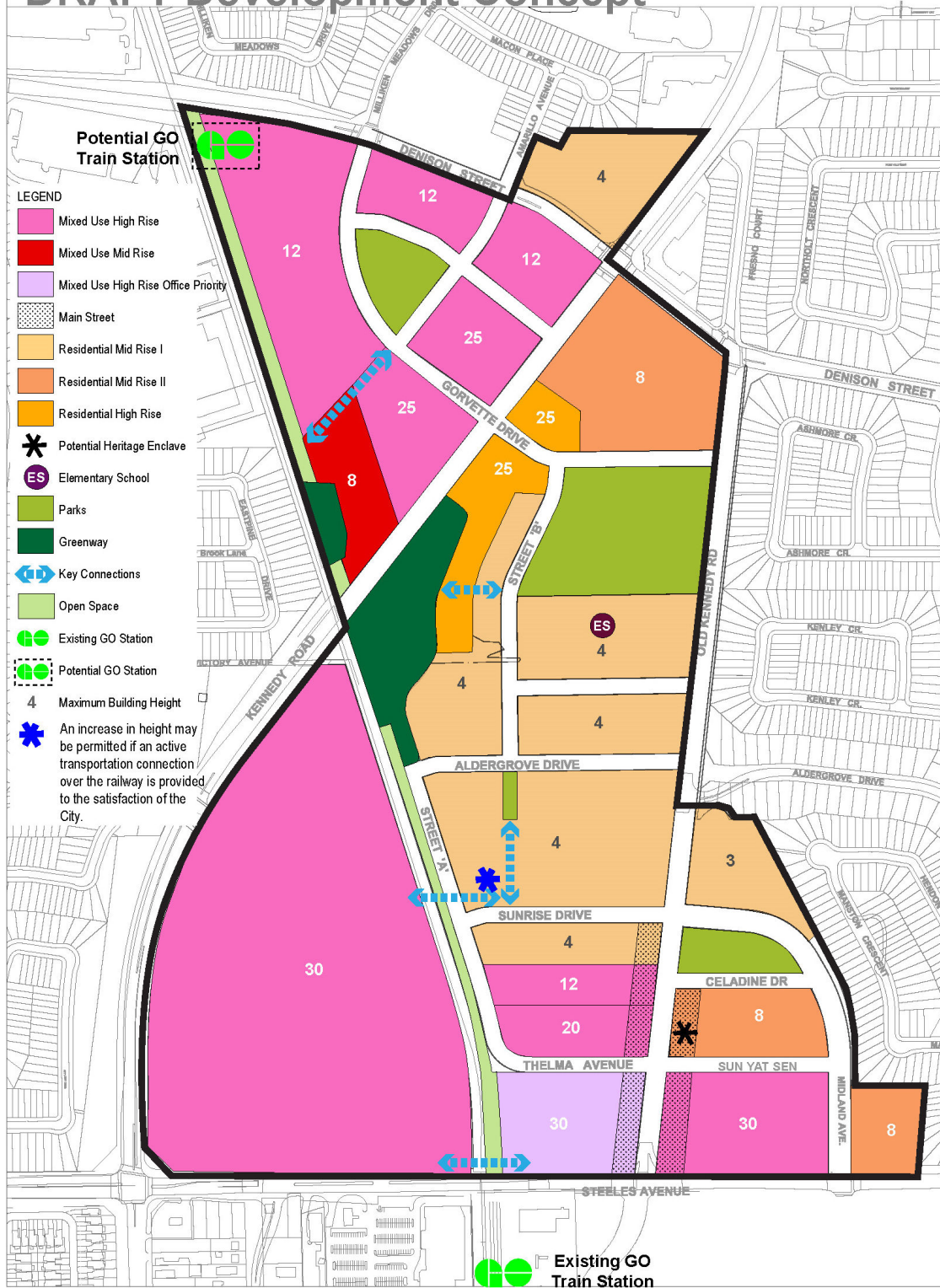


Milliken Centre Secondary Plan Area



Figure 1

DRAFT Development Concept



Milliken Centre Draft Development Concept Land Use and Heights

Notes:

1. Configuration of the wetland to be determined through further discussion with TRCA and the City of Markham.
2. SWM facilities to be determined.