



Report to: Development Services Committee

Report Date: March 20, 2017

SUBJECT: PRELIMINARY 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
File No.'s: OP/ZA 16 179225 AND SU 16 179225 (1 AND 2)

PREPARED BY: Gary Sellars, MCIP, RPP, ext. 2960
Senior Planner, West District

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

RECOMMENDATION:

- 1) That the report dated March 20, 2017 titled, "PRELIMINARY 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", be received as input to the statutory Public Meeting scheduled for April 5, 2017;
- 2) And that the presentation by Sixteenth Land Holdings Inc. be received.

PURPOSE:

This report provides preliminary information on the applications for Official Plan and Zoning By-law amendments, and Draft Plans of Subdivision Approval submitted by Sixteenth Land Holdings Inc. for the York Downs Golf Course. This report contains general information in regards to applicable Official Plan or other policies as well as other issues and the report should not be taken as Staff's opinion or recommendation on the applications. A Statutory Public Meeting has been scheduled for April 4, 2017 to seek public input on the applications.

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, north of Wilfred Murison Avenue immediately west of Kennedy Road are surplus to the golf course operations, with the majority of the balance of the lands currently used by the golf course. There is a club house building on site, and there are also several associated golf course maintenance buildings. The main driveway to the golf course is from 16th Avenue; it is 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 Figure 4).

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 neighbourhood
- 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)

Proposal

The applicant has applied to amend both the 1987 Official Plan (Revised 1987), as amended, and the 2014 Official Plan (as partially approved on October 30, 2015 and May 26, 2016) to redesignate the developable portion of the subject lands to allow for a predominately low density residential community with some medium density residential adjacent to 16th Avenue and Kennedy Road. A mixed commercial and residential use block is also proposed adjacent to 16th Avenue. Draft plans of subdivision and implementing zoning by-law amendment applications have also been submitted.

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 valleylands, and the eastern plan is approximately 93 hectares (230 acres).

Primary and secondary access points into the draft plans of subdivision are shown on Figure 4 and include:

- both of the Normandale Road intersections with 16th Avenue
- Yorkton Boulevard
- Bur Oak Avenue and Wilfred Murison Avenue intersections with Kennedy Road
- Angus Glen Boulevard, Saddleworth Road, Prospectors Drive and Dancers Drive to the north

The applicant does not propose a road connection to Warden Avenue. One crossing of the Bruce Creek is proposed.

The two proposed plans of subdivision combined include the following (see Figure 4):

Table 1

Land Use	Units	Hectares	Acres
Single Detached Dwellings	1,087		
Townhouses	597		
Stacked Townhouses	151		

Back-to-Back Townhouses	76		
Mid-Rise Condominium	300		
Mixed Use	210		
Total Dwelling Units	2,421		
Total Residential Area		71.0	175.4
Parkland		6.2	15.3
Elementary School		2.5	6.2
Valley and Woodlot		42.6	105.3
Stormwater Management Ponds		10.3	25.5
Roads and Lanes		35.4	87.5
Total Area of Subdivision		168.6	416.6
Net Developable Area (Total Area of Subdivision – Valley and Woodlot Area)		126.0	311.3
Total Estimated Population - 7,422			

(for more details see Appendix 'A' - Development Proposal Statistics)

The net residential site density is comparable to the new community of Upper Unionville east of Kennedy Road, north of 16th Avenue.

Markham Official Plan and Zoning By-law

The 1987 Official Plan (Revised 1987), as amended, 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 October 30, 2015 and May 26, 2016) designates the golf course portion of the subject lands 'Private Open Space' and the valleyland portion of the lands 'Greenway'. These designations do not provide for residential uses.

Policy 9.1.4 York Downs Area 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"*.

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.

DISCUSSION:

Studies submitted by the applicant in support of their proposed development are currently under review by City staff and external agencies.

The studies include the following:

- Planning Justification Report

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- Master Environmental Servicing Plan (includes a Natural Environment Report/Environmental Impact Study)
 - Community Design Plan
 - Traffic Impact Assessment
 - Internal Functional Traffic Design Study
 - Arborist Report
 - Functional Servicing Report
 - Geotechnical Investigation
 - Archaeological Assessment
 - Preliminary Environmental Noise Study

Transportation impacts of the proposed development on the surrounding community are under review.

A transportation impact study has been prepared by the applicant and is currently under review by City and Region of York staff.

The Public School Board will require an elementary school site within this development.

A public elementary school block is proposed on the primary road central to the new community and adjacent to a proposed park

The applicant is required to submit a Community Infrastructure Study for review prior to any approvals being granted.

This study will evaluate the future need for both public and private community services that will be generated by the proposed development and determine how those needs can be accommodated.

The applicant will be required to convey to the City natural heritage features on the subject lands.

The applicant will be required to delineate the valleylands, woodlot and any other natural features required to be preserved and convey them to the City. Conveyance of environmental buffers adjacent to the natural heritage features will also be required.

Compensation for the loss of trees will be required.

There are a large number of trees located throughout the subject lands. Staff are currently assessing a tree inventory to establish preservation requirements. The applicant will be required to provide compensation for the loss of trees in accordance with City policies.

Pedestrian trails through the natural heritage features will be required

Pedestrian trails through these features that connect to the existing trails south of 16th Avenue will be required. Potential crossings of the creeks will be reviewed with the Toronto and Region Conservation Authority (TRCA).

Land conveyance will be required to satisfy parkland dedication requirements

The applicant will be required to satisfy the City's parkland dedication requirements by the conveyance of lands. The amount of parkland currently shown on the plans of subdivision does not fully satisfy parkland requirements.

The proposed development would be built out in phases.

Phase 1 of the proposed development is located on the vacant lands adjacent to Kennedy Road (see Figure 3). Subsequent phases would follow the closure of the golf course in 2020.

Two community information meetings have been held with area residents.

Both Councillors Collucci and Hamilton have organized separate community information meetings for their residents at which the applicant has presented their proposed development.

The applicant is seeking an Area Specific Official Plan Amendment for the proposed development

An Area Specific OPA is being sought by the applicant, rather than a new Secondary Plan. Staff will assess this request.

ISSUES TO BE RESOLVED:

The following is a brief summary of issues raised to date. These matters, and any others identified through the circulation and detailed review of the proposal and supporting documents, and at the Public Meeting, will be addressed in a final staff report to be presented to Committee at a later date.

- amount of back lotting abutting the natural heritage features (valleyland and woodlot)
- lane lengths do not fully comply with City standards
- stormwater management ponds are shown within the Regional floodplain, which is subject to further review and comment by the TRCA
- the subject lands need to be assessed by the Ministry of Natural Resources (MNR) to determine the extent of provincially significant wetlands
- appropriate interface with adjacent residential communities that contain large estate lots
- tree preservation and compensation for loss of trees
- amount of parkland and its location
- unit type distribution, lot pattern and size, and road network
- use of Section 37 of the Planning Act where applicable

FINANCIAL CONSIDERATIONS:

Not applicable.

HUMAN RESOURCES CONSIDERATIONS:

Not applicable.

ALIGNMENT WITH STRATEGIC PRIORITIES:

The applications are being evaluated to determine conformity with the City's strategic priorities including growth management.

BUSINESS UNITS CONSULTED AND AFFECTED:

The applications have been circulated to various City departments and external agencies and are currently under review.

RECOMMENDED BY:



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



Jim Baird, M.C.I.P., R.P.P.
Commissioner of Development Services

ATTACHMENTS:

Figure 1: Location Map

Figure 2: Area Context/Zoning

Figure 3: Air Photo

Figures 4 and 5: Proposed Draft Plans of Subdivision (combined)

Appendix 'A' – Development Proposal Statistics

APPLICANT CONTACT INFORMATION:

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File path: Amanda\File 16 179225\Documents\PreliminaryReport

Current City of Markham Official Plan (Revised 1987)

- Designated 'Open Space' which allows for the golf course use.
- The 'Future Urban Area' overlay is over the lands west of Kennedy Road.
- Valleylands designated 'Hazard Lands'.
- Proposed amendment to redesignate from 'Open Space' to 'Urban Residential', and remove the 'Future Urban Area' overlay

New 2014 City of Markham Official Plan (partially in effect)

- Designated 'Private Open Space' which allows for the golf course use.
- Valleylands designated 'Greenway'.
- Policy 9.1.4 York Downs Area 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.*".
- Proposed amendment to redesignate from 'Private Open Space' to 'Residential Low Rise', 'Residential Mid Rise', and 'Mixed Use Mid Rise'.

The development proposal is to create a new predominately low density residential neighbourhood on the developable portions of the Property. A summary of the development statistics is found below in Table 1 – Development Proposal Statistics.

The landowner has submitted an OPA to redesignate the developable portion of the Property from 'Private Open Space' to a variety of urban residential designations to permit the development.

The ZBLA proposes to rezone the Property for land uses such as single detached lots, townhouses, school, parks and stormwater management ponds.

There are two Plans of Subdivision covering the east and west portions of the Property. The West Plan of Subdivision is approximately 76 hectares (188 acres) and contains the valleylands associated with both the Berczy creek and the Bruce creek. The East Plan of Subdivision is approximately 93 hectares (229 acres).

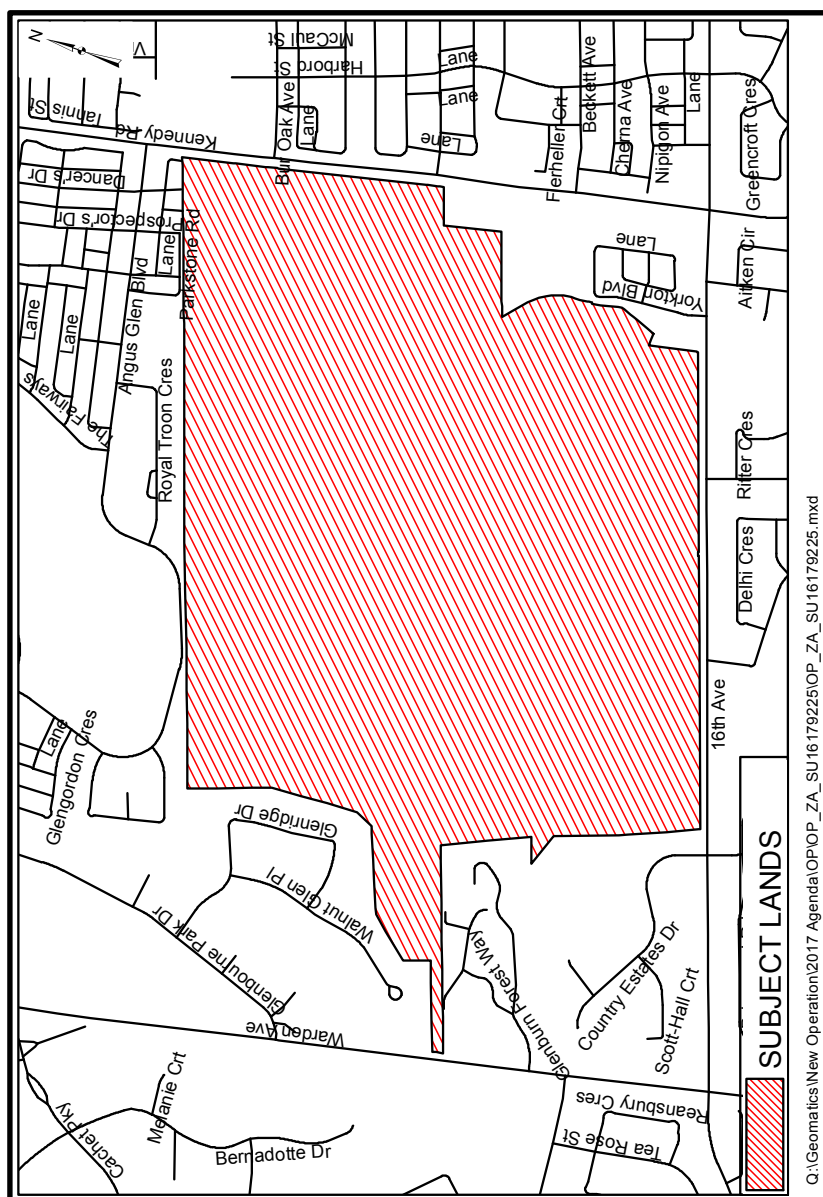
Road connections are proposed to the following external connection points:

- both of the Normandale Road intersections with 16th Avenue
- Yorkton Boulevard
- Wilfred Murison Avenue and Burr Oak Avenue intersections with Kennedy Road
- Angus Glen Boulevard, Saddleworth Road, Prospectors Drive and Dancers Drive to the north

City staff and external agencies such as the Toronto Region Conservation Authority, the Region of York and the York Region school boards are currently reviewing these applications, including evaluating the appropriateness of the proposal against the City's Official Plan policies.

Various matters will be taken into consideration by City staff and external agencies, such as but not limited to the appropriateness of the proposed:

- land use designations, including the appropriateness of proposed mixed use sites
- residential density and distribution of density across the site
- road network
- delineation and protection of natural heritage features
- servicing and infrastructure
- interface with surrounding existing residential communities



AREA CONTEXT / ZONING

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

FILE No. OP ZA SU. 16179225 (GS)

 SUBJECT LANDS

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DATE: 21/02/2017



AIR PHOTO

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

FILE No. OP_ZA_SU. 16179225 (GS)

 SUBJECT LANDS

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DATE:21/02/2017



DEVELOPMENT SERVICES COMMISSION

Drawn By: CPW

Checked By: GS

FIGURE No. 3

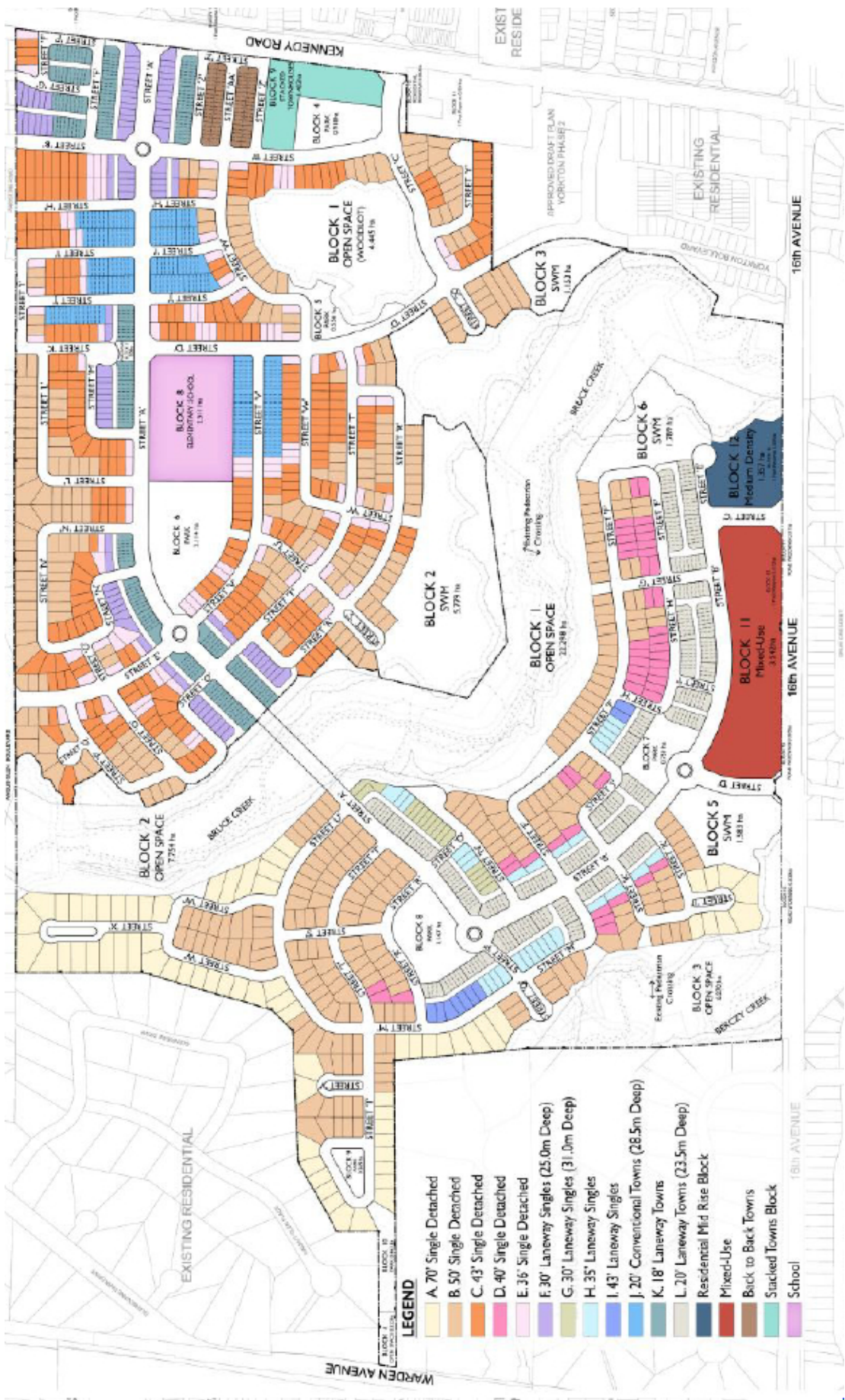


DRAFT PLAN OF SUBDIVISION

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

FILE No. OP_ZA_SU.16179225 (GS)

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DRAFT PLAN OF SUBDIVISION

APPLICANT: SIXTEENTH LAND HOLDINGS INC
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4134 16TH AVENUE

FILE No. OP_ZA_SU.16179225 (GS)

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LAND USE	WEST DRAFT PLAN			EAST DRAFT PLAN			TOTAL PROPERTY		
	# LOTS / BLOCKS	# UNITS	AREA (ha)	# LOTS / BLOCKS	# UNITS	AREA (ha)	# LOTS / BLOCKS	# UNITS	AREA (ha)
SINGLE DETACHED RESIDENTIAL LOTS									
Access on a Public Road									
21.33m (70') x 31m / 35m	73	73	7.2				73	73	7.2
15.24m (50') x 28.5m / 31 / 35m	216	216	12.6	220	220	11.9	436	436	24.5
13.1m (43') x 28.5m				275	275	11.6	275	275	11.6
12.2m (40') x 31m	48	48	2.0				48	48	2.0
11.0m (36') x 28.5m				105	105	3.9	105	105	3.9
sub-total	337	337	21.8	600	600	27.4	937	937	49.2
Access on a Laneway									
9.15m (30') x 25m / 31m	16	16	0.5	95	95	2.7	111	111	3.2
10.7m (35') x 31m	30	30	1.2				30	30	1.2
13.1m (43') x 31m	9	9	0.4				9	9	0.4
sub-total	55	55	2.1	95	95	2.7	150	150	4.7
Total Single Detached Lots	392	392	23.9	695	695	30.1	1,087	1,087	54.0
TOWNHOUSE RESIDENTIAL UNITS									
Access on a Public Road									
6.0m (20') x 28.5m	41	262	4.4	24	158	3.0	24	158	3.0
6.1m (20') x 23.5m							41	262	4.4
Access on a Laneway									
5.5m (18') x 25m				28	177	2.8	28	177	2.8
Total Townhouse Residential Units	41	262	4.4	52	335	5.9	93	597	10.3
MEDIUM DENSITY RESIDENTIAL UNITS									
Stacked Townhouse Blocks				1	151	1.4	1	151	1.4
Back to Back Townhouse Blocks				6	76	0.7	6	76	0.7
Mid-Rise Condominium Block	1	300	1.4				1	300	1.4
Total Medium Density Residential Units	1	300	1.4	7	227	2.1	8	527	3.5
MIXED USE BLOCK (residential units estimated)	1	210	3.5				1	210	3.5
TOTAL RESIDENTIAL (incl. MIXED USE BLOCK unit estimate)		1,164	33		1,257	38		2,421	71
ELEMENTARY SCHOOL BLOCK				1		2.5	1		2.5
PARKLAND BLOCKS	4		2.6	3		3.6	7		6.2
WALKWAY BLOCKS				1		0.1	1		0.1
STORMWATER MANAGEMENT POND BLOCKS	2		3.4	2		6.9	4		10.3
ROADS & LANEWAYS			15.2			20.2			35.4
RESIDENTIAL RESERVE BLOCK				1		0.1	1		0.1
ROAD WIDENING BLOCKS	3		0.0				3		0.0
1 FOOT RESERVE BLOCKS	2		0.0	3		0.0	5		0.0
Net Developable Land Area			54.4			71.6			126.0
OPEN SPACE BLOCKS (Valley & Woodlot)	4		38.2	1		4.4	5		42.6
TOTAL PROPERTY		1,164	92.6		1,257	76.0		2,421	168.6

TABLE A – LAND USE