

Planning and Building Services

TOWN OF NEWMARKET 395 Mulock Drive P.O. Box 328 Newmarket, ON L3Y 4X7

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November 21, 2011

COMMUNITY SERVICES/PLANNING & BUILDING SERVICES REPORT - PLANNING 2011- 46

TO:

Committee of the Whole

SUBJECT:

Application for Official Plan and Zoning By-Law Amendment

55 Eagle Street

Millford Development Ltd.
Official Plan File: D9-NP-11-09
Zoning By-law File: D14-NP-11-09

ORIGIN:

Application-Submitted to the Planning Department

RECOMMENDATIONS

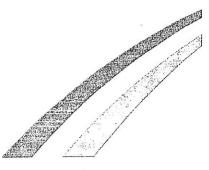
THAT Legal and Development Services Report – Planning 2011-46 dated November 21, 2011 regarding application for Official Plan amendment and zoning bylaw amendment be received and the following recommendation(s) be adopted:

- 1. THAT the application for an Official Plan amendment and zoning bylaw amendment, as submitted by Millford Development Ltd. for lands located on the north side of Eagle Street, east of Yonge Street and municipally identified as 55 Eagle Street be referred to a public meeting;
- 2. AND THAT following the public meeting, issues identified in this report, together with comments from the public, Committee, and those received through the agency and departmental circulation of the applications, be addressed by staff in a comprehensive report to the Committee of the Whole, if required;
- 3. AND THAT Peter Allen, of Peter E. Allen and Associates, 704 Gagnon Place, Newmarket, Ontario, L3X 1V8 be notified of this action.

COMMENTS

Location

The subject lands are located on the north side of Eagle Street, approximately 100 m east of Yonge Street. The property is municipally known as 55 Eagle Street. (See Location Map)



Proposal

Official Plan Amendment

Millford Development Ltd. has submitted an application to amend the existing Official Plan designations from "Parks and Open Space", "Natural Heritage System"," Emerging Residential" and "Stable Residential" to "Yonge Davis Provincial Urban Growth Centre", "Emerging Residential" and "Parks and Open Space", designations. The area proposed to be removed from the Natural Heritage System is approximately 0.526 ha (1.3 ac.).

Zoning Bylaw Amendment

The Zoning amendment is to rezone the portion of the property above the top of bank from Residential (R1-D) and Open Space Environmental Protection (OS-EP) to Urban Centre Provincial (UC-P) and Residential (R5-T) to permit a twelve (12) storey residential condominium; and to zone the remaining developable area Residential R4-CP to permit thirty-eight (38) townhouse units. The lands below the established top of bank are proposed to be zoned Open Space (OS-1) and Flood Plain and Other Natural Hazards (FP-NH).

The application proposes a total of 154 apartment units within the 12 storey condominium and 38 Townhomes.

A Floor Space Index (FSI) 2.06 is proposed for the condominium apartment.

This also represents a density of 189 units per ha calculated on the basis of that portion of the property proposed to be included within the Provincial Urban Growth Centre.

It is estimated that the proposed apartment would generate approximately 273¹ persons which is equivalent to approximately 337 persons per gross hectare. (See attached Site Plan)

Site Description

The subject lands are currently vacant.

The total property area is 5.09 ha (12.58 ac.).

The property has frontage on Eagle Street of 20.9m (68.6 ft.) and 175.52 m (575.85 ft.), respectively. As illustrate on the Site Plan, the frontage is broken by an existing lot of record.

The surrounding land uses are:

North: Valley lands and floodplain associated with Western Creek, a tributary of the Holland River South: Residential on the south side of Eagle Street and chiropractic and orthodontist offices south and abutting the subject lands

West: Commercial uses on Yonge Street (McDonalds and the Esso Gas Station)

East: Commercial Green and Ross Tire Auto Centre and Residential uses on Avenue Road. (See Location Map)

¹ 154units x1.77 persons per unit – 273 persons

The valley lands portion of the property is proposed to be dedicated to the Town and represents approximately 60 % of the property.

Preliminary Review

Site Plan

In addition to a Zoning By-law amendment, an application for site plan approval will be required for this development. A request for Site Plan approval has not been made to date.

Official Plan Considerations

Background

The subject property is the subject of an outstanding appeal of the Town's Official Plan with respect to the existing Natural Heritage System designation above the defined top of bank. The appeal was adjourned in 2009 to allow the applicant and the Town to attempt to reach a settlement. This amendment is proposed as a means of resolving the outstanding appeal.

The application will be required to address the appropriateness of the existing designation and justify the change in designation from "Natural Heritage System" to "Provincial Growth Centre" and "Emerging Residential".

See Attached Map 4.

If the Town accepts the justification for the change in designation, the applicable policies of the Official Plan will be the Yonge-Davis Provincial Urban Growth Centre designation on Schedule A - Land Use Plan.

Removal of the Natural Heritage Designation and Zoning above the defined top of bank

Justification is required to demonstrate that the removal of the Natural Heritage System designation is appropriate. The applicant has submitted that the following onsite measures as compensation for the removal of the Natural Heritage System:

- the planting of 32 new trees in the proposed 6 m buffer above the top-of-bank;
- the landscape planting proposed along Eagle Street; and
- the identification of two areas within the existing Parks and Open Space designation that are approximately twice the area proposed to be removed from the Natural Heritage System, i.e., 1 ha (2.6 ac.).

(See Attached Plan L1a Contextual Landscape Master Plan)

As addressed in the Peer Review Comments section of this report, staff and the Town's Ecological consultant do not support the proposed compensation identified above. The proposed landscaping does not represent appropriate compensation for the loss of the Natural Heritage System. The areas identified within the valley lands are lands that are currently designated and zoned as part of the Town's Open Space System and therefore is not accepted as compensation without enhancement of the ecological values of the Natural Heritage System.

Increased Density and Height in Urban Centres

Section 4.4. of the Official Plan establishes the following densities within the Yonge-Davis Provincial Growth Centre:

- a net residential density of 100-125 units per hectare;
- Maximum Floor Space Index (FSI) of 1.0-1.25 in Phase 1 (prior to the preparation of the Urban Centres Secondary Plan); and
- a target of approximately 200-250 persons and jobs per hectare(Section 4.4 Table 1).

However, Section 4.4.3 provides that increased densities from those identified above may be permitted through a zoning by-law amendment, provided supporting studies are submitted that demonstrate that the proposed development will not create an unacceptable level of traffic, will be compatible with the existing surrounding development and in conformity with the intent of the applicable provisions of the Official Plan.

The following documents have been submitted in support of the application:

- 1. Site Plan, Parking, Elevations and Survey
- 2. Planning Justification Report
- 3. Natural Heritage Information and Environmental Impact Assessment
- 4. Landscape Master Plan
- 5. Stage 1 Archaeological Assessment
- 6. A Soil Investigation Report
- 7. Slope Stability and Top of Bank Assessment
- 8. Letter Response to MOE Phase 1 Environmental Site Assessment
- 9. Phase 1 and Phase 2 Environmental Site Assessment
- 10. Hydrogeological Study
- 11. Traffic Impact Study
- 12. Functional Servicing and Stormwater Management Report
- 13. Shadow Impact Study
- 14. Preliminary Environmental Noise Report
- 15. Lighting Calculations.

The proposal represents an increase in density and FSI contemplated by the provisions of the Official Plan.

Additional Applicable Provisions of the Official Plan

In addition to the general policies of the Urban Centres, there are a number of other Official Plan policies that apply to the consideration of the form and function of the proposed amendment application, including:

- Section 3.10.2 Affordable Housing;
- Section 12.0 Urban Design and Compatibility Policies (including but not limited to urban design principles, vehicular and pedestrian connectivity, common areas, safety, sustainability in design, transit amenities, and urban centre character);
- Section 12.3 Energy Efficiencies and Sustainability policies
- Section 16.1.6 Recreational needs and park dedication; and
- Section 10.4 Contaminated Lands policy due to the identification of past contaminating activity on and adjacent to the site.

The above is not meant to be an exhaustive list of the provisions of the Official Plan, but aims to illustrate the main considerations.

Region of York Official Plan

The subject property is designated "Urban Area" in the Region of York Official Plan (December 2009 as approved by MMAH and under appeal). The determination of the extent of the "Regional Centre" designation is left to the Local Official Plans. The proposed amendment, if approved, would result in the inclusion of the subject property within the "Regional Centre" designation. The Regional Centre encourages higher density compact and transit supportive development with a FSI of 2.5. The intent of the Regional Plan would be met by the proposed application.

Growth Plan for the Greater Golden Horseshoe

The subject lands are schematically within the Newmarket Urban Growth Centre as illustrated in the provincial document "Size and Location of Urban Growth Centres in the Greater Golden Horseshoe." However, the Growth Plan requires that the extent of the Urban Growth Centre is the responsibility of the local municipality to be delineated in local Official Plans. The proposed amendment would result in the inclusion of the subject property in the Newmarket Urban Growth Centre.

The Growth Plan requires a minimum density of 200 residents and jobs per gross hectare within the Urban Growth Centre. This application proposes a density of 189 persons hectare. The Growth Plan provision of 200 persons and jobs per ha is intended to be calculated over the gross area of the Provincial Urban Centre and therefore when the density of the subject property is combined with other densities within the Urban Centre it will contribute to the overall density target of the Growth Plan.

The Town of Newmarket Official Plan is in conformity with the Growth Plan and incorporates the general principles for intensification.

Provincial Policy Statement (PPS) 2005

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. Decisions affecting planning matters "shall be consistent" with the PPS. The proposed application is impacted by a number of provisions including Section 1.1 Managing and Directing Land Use to Achieve Efficient Development and Land Use Patterns, Section 1.4 Housing, Section 2.2 Water with respect to protecting the quality and quantity of municipal drinking water and Section 1.8 Energy and Air Quality with respect to promotion of alternative and renewable energy. Subject to the issues below, consistency with the PPS is expected to be achievable.

Preliminary Issues

The following identifies a number of preliminary issues.

Re-designation of the Natural Heritage System

The re-designation of the Natural Heritage System to permit the proposed development will be required to be justified, and any removal will require compensation for the loss to the satisfaction of the Town. The

recommendations of Brent Tegler, Applied Ecologist, North South Environmental Inc. are summarized in the Peer Review comments section of this report.

Density and Height

The Yonge-Davis Provincial Urban Growth Centre is intended to be a focal point for development and is planned to achieve a minimum density of 200 residents and jobs per gross hectare by 2031 or earlier².

The proposed density would contribute to the density provisions for the Urban Growth Centre of a minimum of 200 persons and jobs per ha.

The Urban Centres are intended to "encourage a balance of high quality commercial, office, institutional, and residential uses" and "exhibit high standards of building design and landscaping."

Currently a mix of uses is not proposed and the by-law proposes a R1-T zone which would permit an apartment building to a maximum of 8 stories and floor space index (FSI) of 1.85.

A site specific zoning by-law amendment is however being requested to permit 12 stories and an FSI of 2.06.

Remediation of Onsite Contamination

Phase 1 and a "Limited" Phase 2 Environmental Site Assessments were prepared.

Since the application is requesting a zoning to a more sensitive land use, a Record of Site Condition will be required for the proposed zoning and may be subject to the lifting of a "H" Holding Zone in accordance with the provisions of the Official Plan.

Wellhead Protection

The property is within 200 m of two municipal production wells and the two year time of travel zone. The proposed application will need to demonstrate that the proposed use, including any necessary construction and short and long term dewatering, will not pose a risk to the quality and quantity of existing and future water supplies.

Affordable and Special Needs Housing

The Newmarket Plan, the Regional Plan and the Provincial Policy Statement (PPS) require that affordable and or special needs housing be provided. The application will be required to address affordable housing.

Energy and Sustainability Provisions

The Planning Justification Report has not addressed the sustainability provisions of the Official Plans or the PPS. It is anticipated that these provisions will be addressed by the applicant.

² Section 4.3.1.2

³ Section 4.2.2

Archaeological Assessment

The need for a Phase 2 Archaeological Assessment has yet to be resolved. Top of Bank and Slope Stability

Confirmation of top of bank and slope stability will require confirmation from the Lake Simcoe Region Conservation Authority.

Emergency Services

Confirmation that the site access and internal turning radius can accommodate fire and other emergency services.

Departmental and Regional Comments

The following outlines the comments raise to date with respect to the proposed application.

Engineering Services

a) Traffic Review

- i. The recommended signal timing adjustment to the Eagle and Yonge intersection will require approval from the Region of York.
- ii. The application is required to demonstrate that there is adequate turning movements for large aerial fire trucks and the Central York Fire Services should be consulted in this regard.
- iii. The underground parking plan is inadequate, the parking layout must be shown with dimensions and aisles and parking spaced/ramp and floor plate.
- iv. Accessibility parking must conform to the Town's by-law.
- v. Consideration should be given to providing pedestrian connectivity between Avenue Road and Yonge Street.
- vi. A number of corrections to the Traffic Impact Study were identified by staff.

b) <u>Landscape Design Review</u>

- i. Trail connection northwest behind the townhomes should connect to the sidewalk west of the most westerly townhomes, in accordance with Town standards.
- ii. Trail connection to Yonge Street should be provided.
- iii. Revise the proposed trail east of the easterly Town homes to meet the Town standards.
- iv. Additional detail is required with respect to plant lists including native plant list for plantings adjacent to trails, as well as landscape construction details, tree protection and silt fencing.

c) Phase 1 and 2 Environmental Site Assessment

- i. The Phase 1 and 2 Limited Environmental Site Assessment will be required to be updated to reflect current applicable laws.
- ii. Additional testing is required to delineate the vertical and horizontal extent of the groundwater plume.
- iii. The area north of the Green and Ross property requires further investigation and the environmental quality of soil and groundwater reported upon.

iv. A Record of Site Condition will be required.

Region of York

a) Regional Official Plan

The proposed amendment will assist in ensuring that by 2015 and for each year thereafter, the minimum 40 % intensification within the built-up area will occur.

b) Water and Sanitary Sewers

Subject to allocation of water supply and sanitary sewers, the following Regional infrastructure may be required to ensure adequate capacity is available:

- Yonge, Vandorf, Leslie, Bloomington, Bayview Watermains (estimated completion 2015);
- Yonge to Woodspring Watermain (estimated completion 2019);
- Duffin Creek Water Pollution Control Plant Outfall (estimated completion 2015);
- Duffin Creek Water Pollution Control Plant Stage 1 and 2 Upgrades and Refurbishing (estimated completion 2016);
- Upper York Sewage Solutions (estimated completion 2018); and
- Primary Trunk Sewer (estimated completion 2021).

c) Source Water Protection

The subject proposal is within the 2 year time of travel zone of two municipal wells (Newmarket Wells 1 and 2) and potential impacts on water quality and quantity due to deep excavation activities that would require dewatering and depressurization is a concern. The Region requires that:

- i. a dewatering plan be prepared by a qualified person and submitted to the Region for approval;
- ii. prior to adoption of the Official Plan amendment and zoning by-law application, the owner conduct a Risk Assessment and prepare a Conceptual Risk Management Plan for Regional approval, addressing any potential threats to municipal drinking water supplies;
- iii. the owner be aware that the requirements of the Source Water Protection Plan under the Clean Water Act may impose more stringent requirements once approved in 2013;
- iv. a Detailed Risk Management Plan and associated engineering drawings and a subsurface investigation identifying any dewatering and/or groundwater depressurization impacts and plans prior to Regional consideration of a Site Plan application;
- v. preliminary conditions for Site Plan approval may include the requirement that the Site Plan Agreement include implementation of the recommendations of the Risk Assessment and the Risk Management Plans as approved by the Region, and the requirement for the posting of securities equivalent to the cost of implementation of the identified recommendations; and agreement to implement the detailed dewatering/depressurization plan, as approved by the Region.

d) Transportation

- i. Development will be required to meet or exceed the Region's Transit Oriented Development Guidelines including pedestrian and cycling connections to roadways.
- ii. The owner shall prepare a Transportation Demand Management Plan to the satisfaction of the Region and the Town.
- iii. A concrete pedestrian access should be provided from Building Entrance "A" to the sidewalk and or bus stop location.
- iv. The applicant shall make provision for continuous flow-through circulation for YRT's mobility Plus specialized vehicles.

The Region reserves the right to comment further once the required information is provided.

Peer Review Comments

North South Environmental has identified a number of deficiencies with the methodology and conclusions of the supporting documentation submitted. These are contained in detail in the letter report provided by North South Environmental.

With respect to the compensation proposed by the proponent North South Environmental concludes that:

- i. The existing Natural Heritage System on the property is appropriately designated in accordance with the criteria of the Newmarket Natural Heritage Pilot Project (2003) that formed the basis for the existing Natural Heritage System in Newmarket.
- ii. The compensation proposed by the proponent is not adequate compensation for the loss of the existing Natural Heritage System (tree compensation (32 trees), Landscape planting, and identification of two areas already within the Parks and Open Space System in the Town's Official Plan).
- iii. Ecological compensation for the loss of the Natural Heritage System could be achieved through the implementation of one, or a combination of the following two strategies. The intent is to restore a healthy, self-sustaining natural ecosystem that is, at a minimum, twice the size of the area proposed to be removed from the Natural Heritage System. An Ecological Restoration Plan would be required to be prepared and implemented to the satisfaction of the Town, as follows:
 - a) Off-site Compensation that an ecological Restoration Plan be required for an area that is a minimum of twice the area of the NHS (1ha) and subject to the approval of the Town. The area for restoration is recommended to be selected by the Town from areas identified as "low functioning "in the Newmarket Natural Heritage Pilot Project.
 - b) On-site Compensation an ecological Restoration Plan would be required to be prepared for all on-site areas outside the proposed development (e.g., valley lands and buffers) and subject to the approval of the Town.

 The Restoration Plan, as a minimum, would be required to meet a number of criteria, including: control of invasive species, restoration of native woodlands and ecological diversity within existing plantation areas on-site and detailed information on species and planting methods aimed at restoring a functioning ecosystem.

c) A combination of off-site and on-site compensation, subject to the approval of the Town.

The cost of preparation and implementation of the ecological Restoration Plan would be at the applicant's expense and implemented by the Town.

Arborvalley Urban Forest Co. Inc.

Arborvalley reviewed the arborist report submitted with the application and prepared in 2007 and identified numerous deficiencies in the methodology and findings of the report including the following:

- i. an updated tree inventory is required and the trees should be tagged in the field
- ii. numerous existing trees were not identified
- iii. undated tree sizes are required
- iv. trees on the adjacent properties are required to be inventoried and protective measures identified
- v. the property should be searched for butternut tress an endangered species (provincially and nationally)
- vi. top of bank requires re-staking and existing trees inventoried within the buffer
- vii. Tree Preservation Plan is required.

Aiolos Engineering Corporation

Aiolos Engineering Consultants reviewed the Noise Study and concluded that the night time noise levels exceed MOE criteria and that the proposal for ventilation to mitigate the noise is acceptable. However, the noise limits for stationary sources must be confirmed with actual data through a detailed noise study. The proposed 2 m high acoustical fence to shield the noise from a single receptor on Eagle Street will require confirmation of the noise levels and the effectiveness of the proposed mitigation in a final report.

A detailed noise assessment report is required prior to final approval.

Agency Comments

Lake Simcoe Region Conservation Authority

a) Stormwater Management Report

Detailed comments were provided with respect to numerous technical deficiencies with the Stormwater Management Study and identified the additional information required to be submitted in order to address the suitability of the proposed storm water management plan and proposed site e.g..:

- a geotechnical report is required to confirm the suitability of the proposed site for construction of the stormwater management pond;
- ii. a phosphorous loading study is required that demonstrates that the proposed stormwater management design conforms to the Lake Simcoe Protection Plan SWM Policies.

Detailed comments were also provided with respect to the additional requirements to address the detailed design of the stormwater management facility in accordance with the Lake Simcoe Region Conservation Authority Technical Guidelines for Stormwater Management.

The top of bank and slope stability have yet to be confirmed by the Conservation Authority.

Bell has indicated that an easement may be required to service the property.

<u>Canada Post</u> has no objection to the proposed applications and advise that the following conditions should be applied if the application is approved:

- a) Delivery to the apartment shall be by means of a centralized secure mail receiving area designed in accordance with the Postal Delivery Standards Manual.
- b) That the following conditions apply to the Townhomes:
 - That Canada Post be consulted with respect to a suitable location for placement of community mailboxes and that location be identified on appropriate servicing plans.
 - The owner agrees to provide the site, and appropriate sidewalk, concrete pad and accessibility provisions in accordance with Canada Post specifications.
 - Appropriate notice and display maps be provided to potential purchasers regarding the location and details regarding the community mailboxes.

York Catholic District School Board has no comments.

Public Comments

No Public comments have been received to date.

COMMUNITY CONSULTATION POLICY

A statutory public meeting is required as part of the *Planning Act* provisions for the proposed changes to the zoning bylaw.

BUDGET IMPACT (CURRENT AND FUTURE)

Application fees have been received, and the Town will receive revenue from assessment fees and development charges from any land use decisions made on the subject properties. Should the application be referred to a public meeting, there will be the typical costs associated with providing notice and holding the public meeting.

CONCLUSION

The subject application zoning bylaw amendment is sufficiently advanced to warrant its referral to a statutory public meeting.

Marion Plaunt, MES, MCIP, RPP

Senior Planner - Policy

Planning and Building Services

Richard Nethery

Director of Planning and Building Services

Community Services

Jason Unger

Assistant Director of Planning Planning and Building Services

Rob Prentice

Commissioner

Community Services

ATTACHMENTS

Location Map

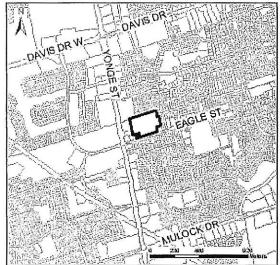
Map 1 Existing Land Use

Map 2 Concept Site Plan

Map 3 Extract from Schedule A of Official Plan

Map 4 Extract from Schedule A Land use Estimated Boundaries

Plan L 1a Contextual Landscape Plan



Location Map 55 Eagle St

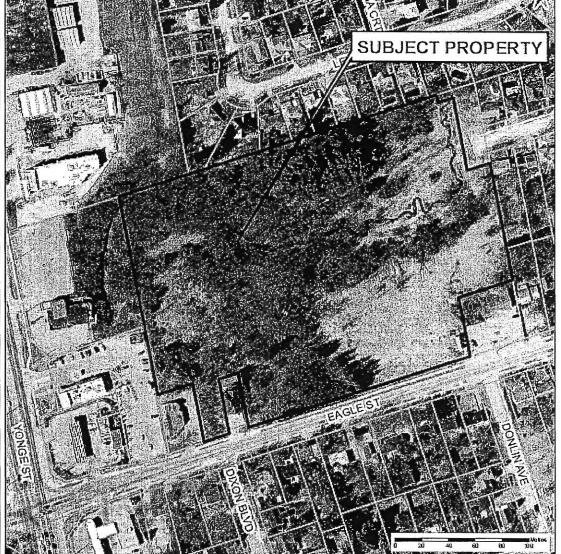


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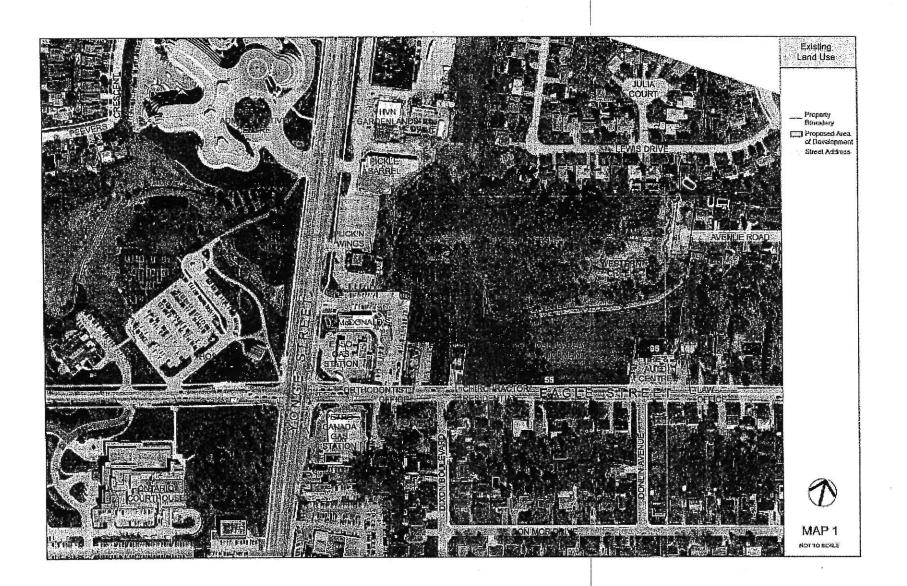
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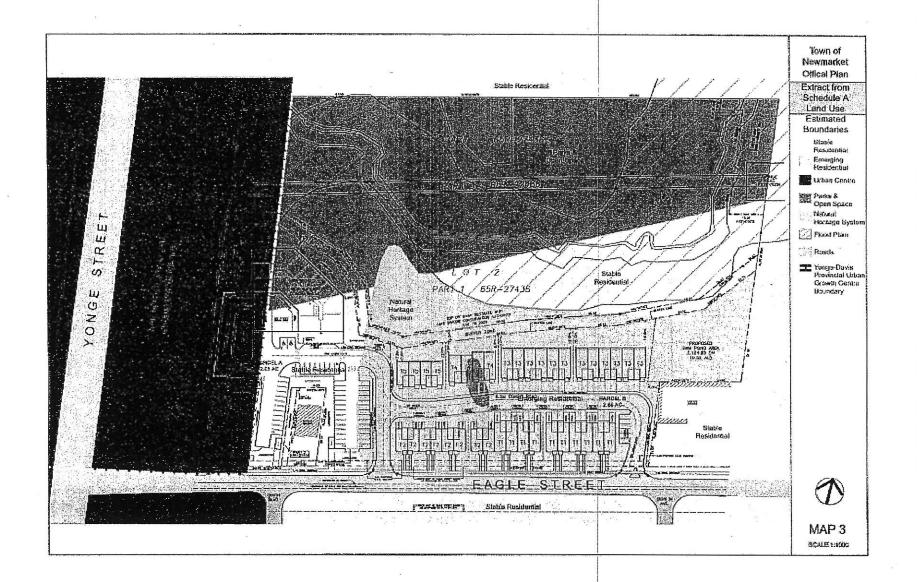
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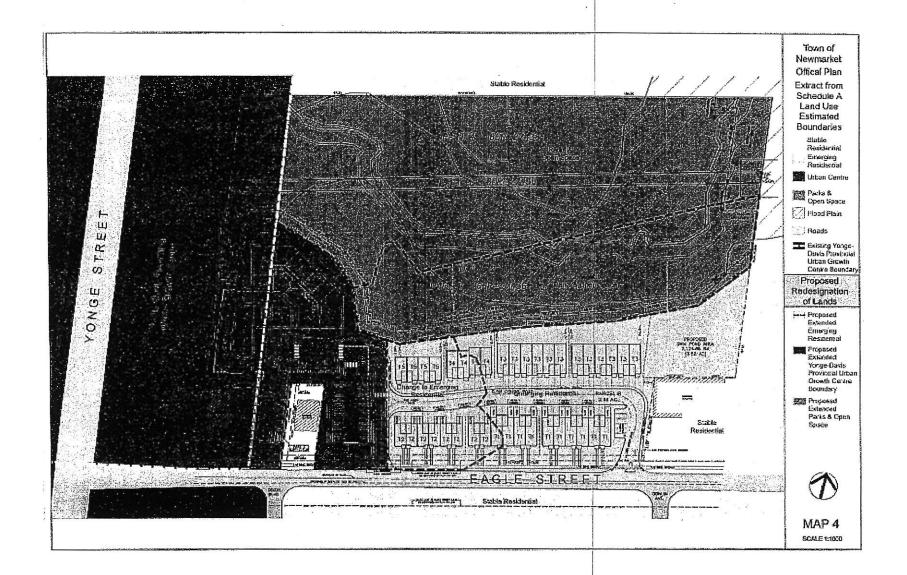
Land Parcel

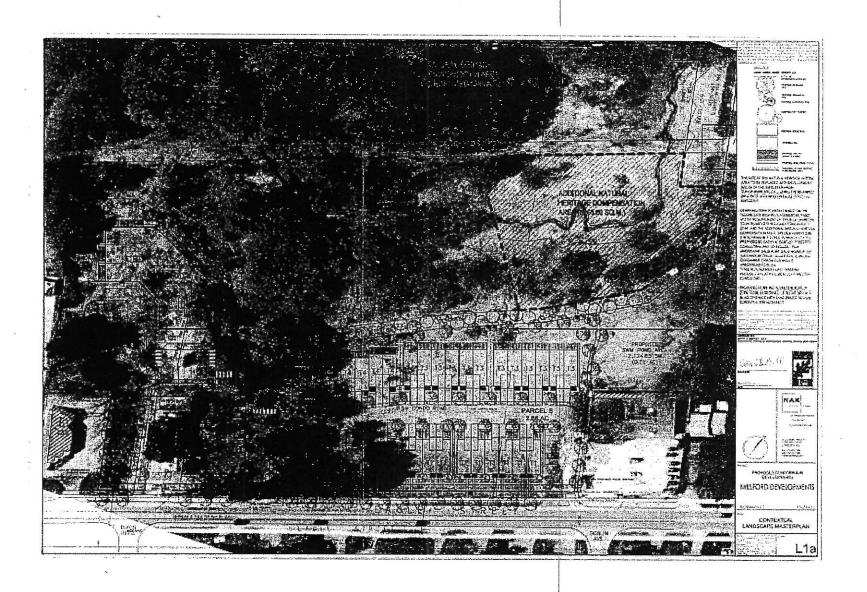


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