

# PLANNING JUSTIFICATION REPORT

Proposed Estates of Glenway Community

Town of Newmarket

PREPARED BY



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*A Professional Planning Practice*

April 16, 2012

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## TABLE OF CONTENTS

	Page No.
<b>1.0 INTRODUCTION</b> .....	<b>1</b>
1.1 Overview .....	1
1.2 Description of the Subject Lands.....	1
1.3 The Proposal.....	6
<b>2.0 PLANNING DOCUMENTS</b> .....	<b>10</b>
2.1 Provincial Policy Statement (2005) .....	10
2.2 Growth Plan (2006).....	12
2.3 Lake Simcoe Protection Plan (2009).....	14
2.4 York Region Official Plan (2009).....	16
2.5 York Region Official Plan (1994).....	20
2.6 York Region Transit Oriented Development Guidelines (2006) .....	23
2.7 York Region Pedestrian and Cycling Master PPlan (2008).....	24
2.8 Draft York Region New Communities Guidelines (2012) .....	24
2.9 Town of Newmarket Official Plan (2006).....	25
2.10 Town of Newmarket Zoning By-law (No. 2010-40, As Amended).....	31
<b>3.0 PROPOSED AMENDMENTS</b> .....	<b>33</b>
3.1 Proposed Official Plan Amendment .....	33
3.2 Proposed Zoning By-law Amendment.....	38
<b>4.0 PROPOSED DRAFT PLAN OF SUBDIVISION</b> .....	<b>39</b>
4.1 DESCRIPTION.....	39
4.2 PLANNING ACT CONSIDERATIONS .....	40
4.3 SUPPORTING SUBMISSION MATERIALS.....	44
<b>5.0 PLANNING ANALYSIS</b> .....	<b>45</b>
5.1 Supporting the Urban Structure and Growth Management Framework. ....	45
5.2 Contributing to Intensification Targets and Strategies.....	46
5.3 Accomodating Intensification Appropriately. ....	47
5.4 Re-using Private Open Space.....	49
5.5 Efficiently Using Infrastructure and Community Services.....	50
<b>6.0 CONCLUSIONS</b> .....	<b>52</b>

## **1.0 INTRODUCTION**

### **1.1 OVERVIEW**

Marianneville Developments Limited (The Kerbel Group, Andrin Homes, Lakeview Homes and The Brown Group of Companies) has prepared applications for submission to the Town of Newmarket to amend the Town's Official Plan and Zoning By-law No. 2010-40, and for approval of a Draft Plan of Subdivision relating to lands that are part of the former Glenway Country Club located in northwest Newmarket, south of Davis Drive West between Yonge Street and Bathurst Street.

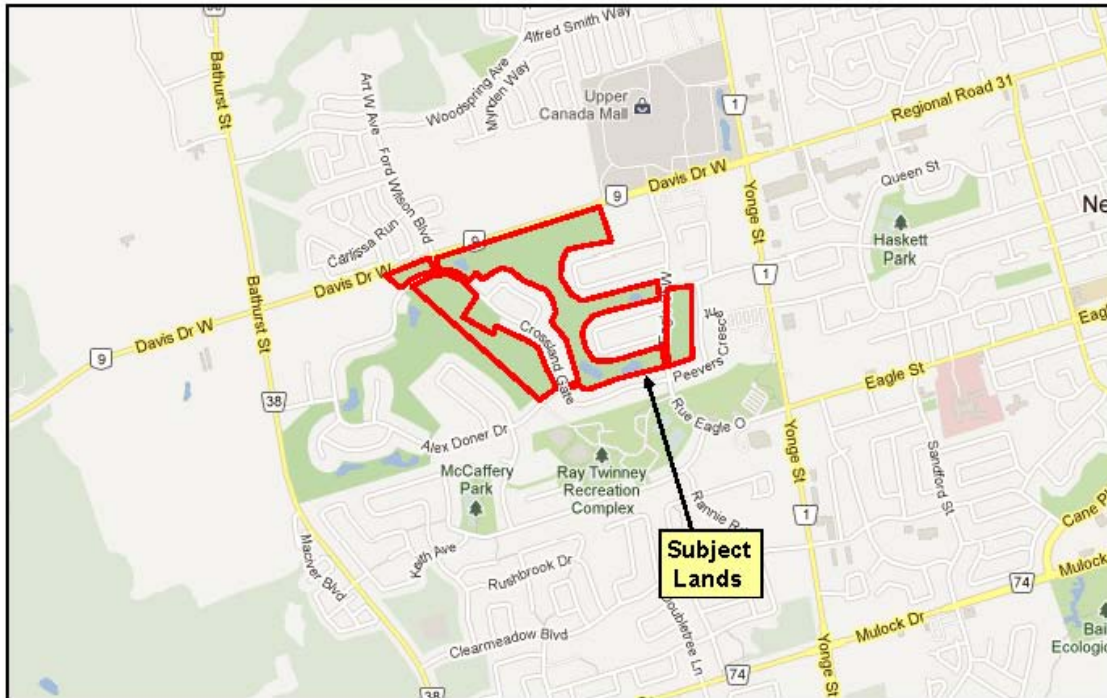
These applications are being submitted to facilitate residential intensification through the redevelopment of the easterly portion of the former Country Club. The proposed redevelopment will include a new residential infill community, with a variety of densities and housing types (ranging from single-detached dwellings to townhouses to apartment buildings), a commercial block and a park block.

The purpose of this Report is to set out the planning justification for the proposed redevelopment of the subject lands.

### **1.2 DESCRIPTION OF THE SUBJECT LANDS**

The subject lands are located in the area south of Davis Drive West, lying between Yonge Street to the east and Bathurst Street to the west, with most development being proposed to the east of the Hydro One Corridor (see Figure 1). The subject lands have an area of approximately 36.3 ha (89.7 ac).

**Figure 1**  
**Subject Lands**



Note: Location and boundaries are approximate

The subject lands comprise the easterly portion of the former Glenway Golf and Country Club, and are primarily occupied by the former golf course and its private open space uses, as well as the former Club House and related indoor/outdoor recreational facilities (Figures 2 to 6). The westerly portion of the former Glenway Country Club (located west of the Hydro One Corridor, adjacent to the subject lands) is proposed to be redesigned and redeveloped as an executive 9-hole golf course with a new clubhouse facility. Once design work is completed, it will be the subject of a separate application for site plan approval. The subject lands are located amid the existing residential community, known as the Glenway Community, consisting of predominantly single-detached dwellings.

**Figure 2**  
**Subject Lands**



View of existing community entrance and former club house located at Crossland Gate.

**Figure 3**  
**Subject Lands**



View of golf course and single family dwellings on Crossland Gate.

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**Figure 4**  
**Adjacent Lands**



View of existing single family dwellings units on Crossland Gate.

**Figure 5**  
**Subject Lands**



View of existing golf course/open space uses at Crossland Gate and Alex Doner Dr..



**Figure 6**  
**Subject Lands**



View of existing open space relating to former golf course uses from Eagle St.

Existing land uses surrounding the subject lands and Glenway Community include (see Figure 7):

- An emerging residential area to the north of Davis Drive West;
- Newmarket's "Urban Centre" (including the "Yonge Street Regional Centre" and the "Yonge-Davis Provincial Urban Growth Centre") to the northeast, east, and southeast along Yonge St. And Davis Drive;
- Major public transportation terminals to the east, including the immediately adjacent GO Transit Bus Terminal on Davis Dr. W, west of Eagle St. W., and the Newmarket GO Rail Station further east along Davis Dr. at Main Street;
- Major institutional uses (including the Regional Municipality of York Administration Centre) and recreational uses (including the Ray Twinney Recreation Complex) to the south and southeast;
- Residential uses to the east, south and west;

- A Hydro One corridor to the west, which runs northwest/southeast from Davis Dr. W. to Alex Doner Dr.;
- Regional commercial uses to northeast (Upper Canada Mall); and
- The westerly portion of the former Glenway golf course.

**Figure 7**  
**Subject Lands and Surrounding Uses**



Note: Location and boundaries are approximate

The subject lands are flat to steeply rolling. They contain five stormwater management ponds. Being a former golf course, there are wide open fairways with planted trees primarily around the periphery. Based on the Tree Inventory Report, only one large identified tree pre-dates the golf course use.

### 1.3 THE PROPOSAL

Originally developed more than 30 years ago as a private facility for members from the Glenway Community, the Glenway Country Club saw its membership and use by the

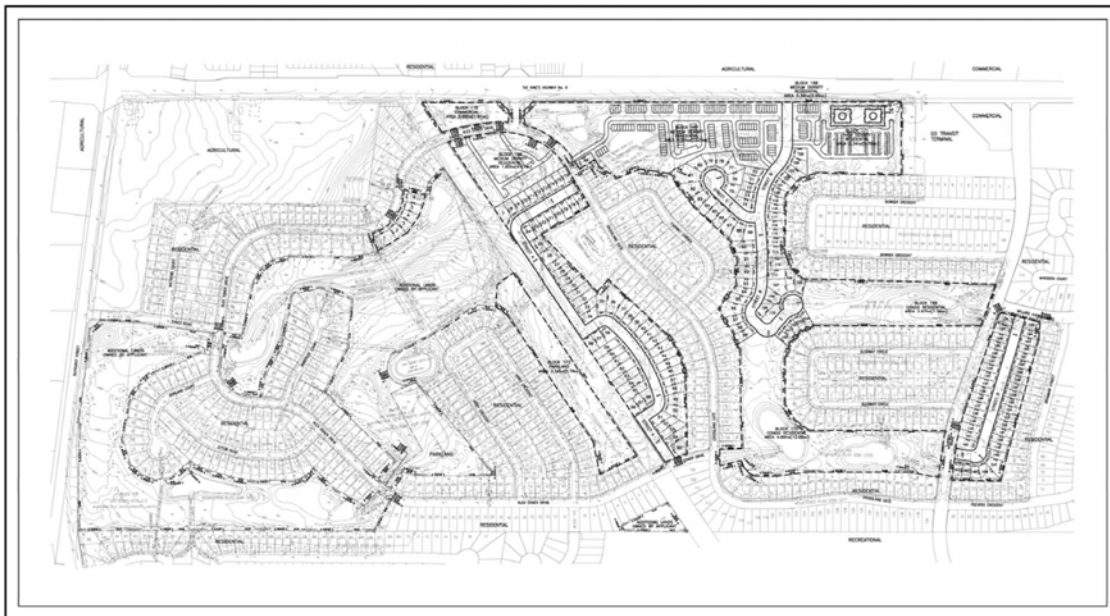


community steadily decline over the years. The lands were acquired by Marianneville in 2009. The new owners determined that current uses were not sustainable in their present form, and ceased operation of the golf course on October 31, 2011.

The owners are now proposing to redevelop the site in two parts: a) redevelopment of the easterly portion for a range of housing forms in areas suitable and desirable for intensification; and (b) redevelopment of the westerly portion for a new, higher quality 9-hole executive golf course, with a new clubhouse facility.

The subject lands are proposed to be redeveloped in a coordinated manner with the westerly 9-hole golf course redevelopment; however, the redevelopment of the westerly golf course portion will be dealt with separately under the Site Plan Approval process. The new golf course and club house is presently under design by Carrick Design Golf Course Architects with a view to having a site plan submission later in 2012.

**Figure 8**  
**Draft Plan of Subdivision**



A Draft Plan of Subdivision proposal (see Figure 8) has been prepared by Marianneville Developments Limited for the subject lands, which proposes the redevelopment of the easterly portion of the former Glenway Country Club. The following points describe the redevelopment proposal:

- 
- Approximately 33 ha (82 ac) of the subject lands, mostly located east of the Hydro One Corridor is proposed to support new residential infill development with a total of 730 dwelling units that have been situated to ensure compatibility with existing dwellings;
  - The new residential infill development includes:
    - A total of 165 single-detached dwellings on approximately 15.5 ha (38.4 ac), with 62 dwellings to be located east of the Hydro Corridor and west of the existing single family dwellings and apartment building on Crossland Gate; 56 single-detached dwellings between Fairway Garden and Bowser Crescent; and 40 singles located east of Eagle St. W, adjacent to existing single-detached dwellings on Brammar Street;
    - 54 single-detached condominium units on two blocks totalling approximately 7.9 ha (19.4 ac), located west of Eagle St. W adjacent to existing single-detached dwellings on Bowser Crescent, Glenway Circle, and Crossland Gate;
    - 219 condominium townhouse units on three blocks totalling approximately 7.6 ha (18.8 ac), located along Davis Dr. W. and at the Crossland Gate entrance from Davis Dr. W.; and
    - Two 15-storey apartment buildings with 292 units on an approximately 2.33 ha (5.768 ac) block located immediately adjacent the existing GO Transit Bus Terminal on Davis Dr. W.
  - Proposed residential infill units will be in keeping with the character of the existing residential community. New dwellings to be built next to existing single-detached dwellings will be single-detached dwellings of a similar scale; except that, on Blocks 169 and 170 new single-detached dwellings will be one-storey (bungalow form) adjacent to existing two-storey dwellings. Where new units abut existing residences, proposed densities are lower than or equal to existing neighbourhood densities. Higher densities are proposed only where a major landscaped buffer can be accommodated between existing and proposed dwellings, adjacent to Davis Drive, and on lands adjacent to the existing designated Urban Centre, and the GO transit terminal on Davis Dr. W;

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- An approximately 0.65 ha (1.16 ac) commercial block is proposed on Davis Dr. W., at the existing community entrance at Crossland Gate;
  - A 2.34 ha (5.78 ac) park is proposed between the Hydro One corridor and Kirby Crescent. It will be accessible to both the existing community and to new development areas; and will provide a new link to the Ray Twinney Recreation Complex;
  - A new section of the Town's planned multi-purpose trail system is proposed, which will be routed through the community entrance at Crossland Gate in order to link the subject lands to the emerging community to the north, and future trails identified by the Town's Conceptual Trail System. The proposed infill development will also be connected to lands to the south, including the Ray Twinney Recreation Complex, as a result of an additional new section of the trail system that is proposed as part of the parkland to be created immediately west of the Hydro Corridor;
  - Approximately 1.76 km (1.09 miles) of new public roads are proposed, including a new entrance road from Davis Dr. W, and approximately 2.71 km (1.68 miles) of new private roads are proposed. They are intended to prevent traffic from funnelling through existing neighbourhoods. All new proposed roads and entrances have been arranged to direct the majority of new traffic to the arterial road system, and away from the existing internal road system, so as to minimize infiltration;
  - The existing northerly entrance for the community, located at Crossland Gate, is proposed to be modified to include a new major gateway feature to complement the existing private open space which will be retained in the area east of the Crossland Gate entry from Davis Drive; and
  - The 5 existing stormwater management ponds will be retained and reconfigured to meet current Ministry of the Environment standards. They will form important parts of the retained private open space areas which will provide amenity and recreation for the condominium residents.

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## 2.0 PLANNING DOCUMENTS

The following documents have been reviewed to determine whether the redevelopment proposal for the subject lands and the associated draft plan and amendments are appropriate and desirable in terms of the current policy and regulatory framework. A further analysis of how the redevelopment proposal and associated amendments address the relevant policies is provided in Section 5 of this report.

### 2.1 PROVINCIAL POLICY STATEMENT (2005)

The 2005 Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act, *“provides policy direction on matters of provincial interest related to land use planning and development”* in order to ensure efficient, cost effective development and the protection of resources. The PPS requires that decisions affecting planning matters *“shall be consistent with”* the policy direction established by the Plan.

The following PPS policies are of particular relevance to the redevelopment of the subject lands:

- Policy 1.1.3.2 states that *“Land use patterns within settlement areas shall be based on:*
  - a) *densities and a mix of land uses which:*
    1. *efficiently use land and resources;*
    2. *are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
  - b) *a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3.”*
- Policy 1.1.3.3 states that *“Planning authorities shall identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including Brownfield sites and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs”;*



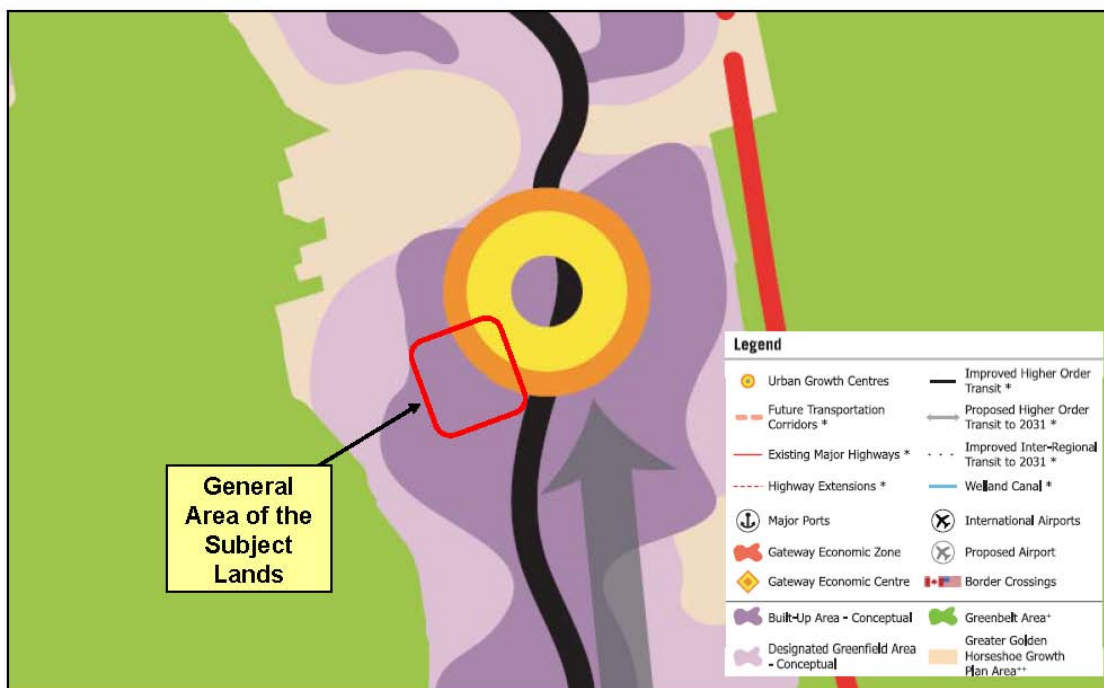
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- Policy 1.4.3 states that “*Planning authorities shall provide for an appropriate range of housing types and densities to meet projected requirements of current and future residents of the regional market area by:*
    - b) *permitting and facilitating:*
      1. *all forms of housing required to meet the social, health and well-being requirements of current and future residents, including special needs requirements; and*
      2. *all forms of residential intensification and redevelopment in accordance with policy 1.1.3.3;*
    - c) *directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*
    - d) *promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of alternative transportation modes and public transit in areas where it exists or is to be developed”.*
  - Policy 1.6.2 states that “*The use of existing infrastructure and public service facilities should be optimized, wherever feasible, before consideration is given to developing new infrastructure and public service facilities.*”

The proposed redevelopment identifies significant opportunity for intensification on underutilized lands within the Newmarket settlement area. The development can efficiently use land resources, existing infrastructure and existing public service facilities, while respecting the character of existing residential areas. Moreover, as confirmed by the Transportation Study submitted in support of this proposal, the design of the roads, and the use of private roads in the proposed development results in most traffic from higher intensity uses being directed to the arterial system so that traffic infiltration through the existing Glenway community is not expected. A variety of housing forms are proposed to meet a range of residential needs. The proposed development pattern supports the use of existing and planned public transit.

## 2.2 GROWTH PLAN (2006)

The 2006 Places to Grow: Growth Plan for the Greater Golden Horseshoe (“Growth Plan”), as amended January 2012, provides guidance for decisions and a growth management policy direction for the Greater Golden Horseshoe to the year 2031. Under the Growth Plan’s Schedule 2 - Places to Grow Concept (see Figure 9), the subject lands are located within the Built Boundary and at the westerly edge of a Provincial Urban Growth Centre, which is recognized as an Intensification Area and planned to be a focus for accommodating intensification.

Figure 9  
**Growth Plan for the Greater Golden Horseshoe (2006)**  
**Schedule 2 – Places to Grow Concept**



Note: Location and boundaries are approximate

The following Growth Plan policies are relevant to the redevelopment of the subject lands:

- Policy 2.2.2.1 states that “*population and employment growth will be accommodated by:*

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- a) *Directing a significant portion of new growth to the built-up areas of the community through intensification;*
  - b) *Focusing intensification in intensification areas; and*
  - d) *Reducing dependence on the automobile through the development of mixed-use, transit-supportive, pedestrian-friendly urban environments.*
- Policy 2.2.3.1 states that “*By the year 2015 and for each year thereafter, a minimum of 40 per cent of all residential development occurring annually within each upper- and single-tier municipality will be within the built-up area.*”
  - Policy 2.2.3.6 states that “*All municipalities will develop and implement through their official plans and other supporting documents, a strategy and policies to phase in and achieve intensification and the intensification target. This strategy and policies will:*
    - b) *Encourage intensification generally throughout the built-up area;*
    - c) *Identify intensification areas to support achievement of the intensification target;*
    - e) *Recognize urban growth centres, intensification corridors and major transit station areas as a key focus for development to accommodate intensification;*
    - f) *Facilitate and promote intensification; and*
    - i) *Plan for a range and mix of housing, taking into account affordable housing needs.*”
  - Policy 2.2.3.7 states that “*All intensification areas will be planned and designed to:*
    - a) *Cumulatively attract a significant portion of population and employment growth;*
    - b) *Provide a diverse and compatible mix of land uses, including residential and employment uses, to support vibrant neighbourhoods;*
    - c) *Provide high quality public open spaces with site design and urban design standards that create attractive and vibrant places;*
    - d) *Support transit, walking and cycling for everyday activities;*
    - e) *Generally achieve higher densities than the surrounding areas; and*
    - f) *Achieve an appropriate transition of built form to adjacent areas.*”

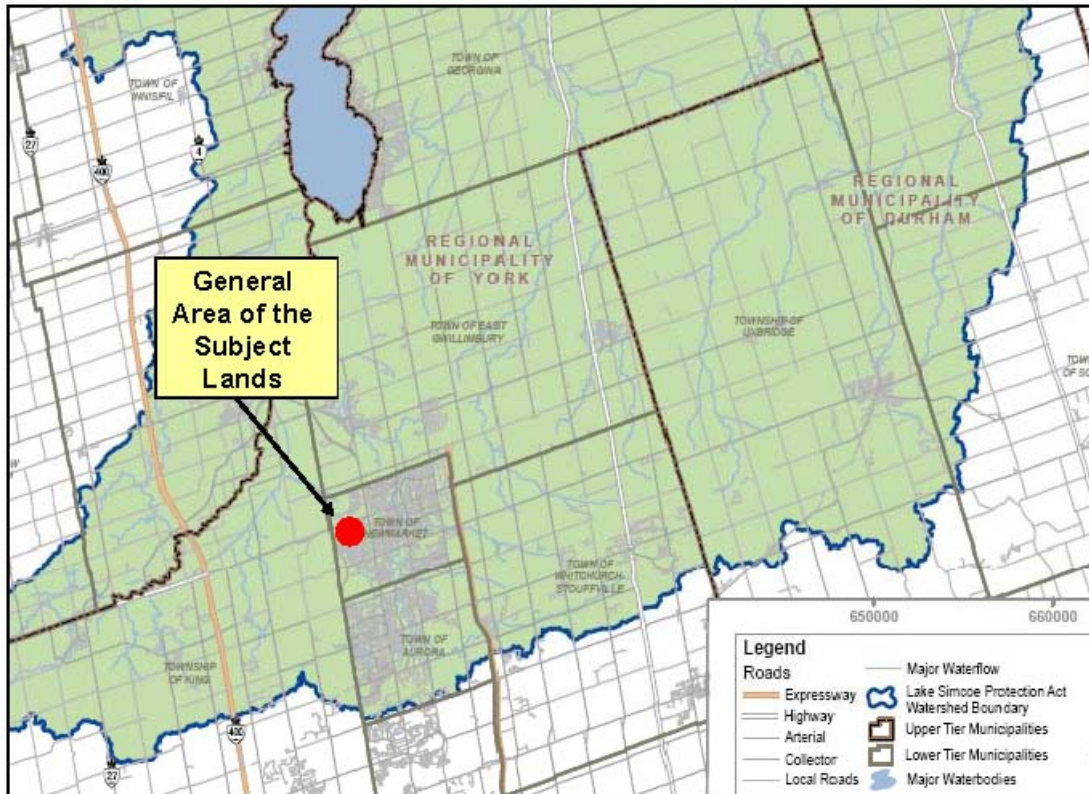
The proposed development helps fulfill the direction of the Growth Plan. It provides for significant growth within part of the existing built-up area of Newmarket. It will assist in meeting the Provincial targets for intensification. It is located, in the north, next to a major transit station which is considered a key focus for development. By concentrating higher density uses in the area close to Davis Drive, the proposed development is able to achieve higher densities than the surrounding areas while maintaining comparable densities in the vicinity of existing dwellings.

### **2.3 LAKE SIMCOE PROTECTION PLAN (2009)**

The 2009 Lake Simcoe Protection Plan (LSPP) is an ecosystem and sub-watershed-based Provincial plan that seeks to improve the overall health of the Lake Simcoe watershed, with a focus on water quality and the reduction of phosphorus and other pollutants, as well as the protection, improvement or restoration of elements that contribute ecological health. York Region and its local municipalities (including the subject lands in Newmarket) are located within the Plan's Watershed Boundary (see Figure 10).



Figure 10  
**Lake Simcoe Protection Plan (2009)  
Watershed Boundary**



The LSPP provides targets, indicators, and policies that address various themes, including water quality, quantity, impacts, and implementation. Policies are organized into categories, including “Designated Policies” (DP) and “Have Regard to Policies” (HR), which apply to all decisions under the *Planning Act* and the *Condominium Act*. There are a several relevant DP requirements that apply to new development in the Watershed Boundary, including requirements for a stormwater management plan (policy 4.8-DP), and requirements for subdivision agreements (4.20-DP).

The Functional Servicing Report submitted in support of this proposal addresses LSPP criteria for water quality and the reduction of phosphorus and other pollutants. The report concludes that measures to be taken in the redesign of the existing stormwater ponds will not only meet pre-development conditions, but will actually reduce existing phosphorus levels by 50%.

## 2.4 YORK REGION OFFICIAL PLAN (2009)

On September 7, 2010, The Regional Municipality of York received approval from the Ministry of Municipal Affairs and Housing with respect to the December 2009 Council adopted York Region Official Plan (subject to modifications). Since Ministry approval, the Region's 2009 Official Plan (new ROP) has been appealed to the Ontario Municipal Board. Until such time as the appeals are resolved, the policies of the former 1994 York Region Official Plan remain in effect, and are addressed in Section 2.5. However, it is appropriate to consider these adopted/modified policies in the interim.

### 2.4.1 Regional Structure

Chapter 5 of the new ROP sets out a Regional Structure for Urban Areas in the Region. According to Map 1 (Regional Structure), the subject lands are included within the Region's "Urban Area" and located on the westerly edge of a conceptual "Regional Centre", and just west of a "Regional Corridor" (Yonge St.) which runs north/south in the Town of Newmarket (Figure 11).

Figure 11  
York Region Official Plan (2009)  
Map 1 – Regional Structure



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## 2.4.2 Growth Management

According to the new ROP, it is anticipated that the Region will experience significant growth in the next 25 years, increasing from a population of one million in 2008 to 1.5 million people by 2031. As part of its approach to managing growth, the following policies are established:

- Policy 5.3.1 requires *“That by the year 2015 and for each year thereafter, a minimum of 40% of all residential development will occur within the built-up area as defined by the Province’s Built Boundary in Places to Grow: Growth Plan for the Greater Golden Horseshoe”*;
- Policy 5.3.2 requires *“That the York Region 2031 Intensification Strategy be implemented”*;
- Policy 5.3.3 a) identifies a local intensification target of 5,250 residential units by 2031 for Newmarket;
- Policy 5.3.3 b) requires that local Intensification Strategies identify a role for each of the following (which represent the Regional Intensification Matrix Framework):
  - i. *Regional Centres and Corridors;*
  - ii. *GO Transit train stations and bus terminals, and subway stations;*
  - iii. *Local Centres and Corridors;*
  - iv. *Other Major Streets;*
  - v. *Local Infill; and*
  - vi. *Secondary Suites;*
- Policy 5.3.3 f) calls for intensification areas to have *“a range and mix of housing, taking into account affordable housing needs”*; while 5.3.3 e) seeks the incorporation of *“employment opportunities into intensification areas”*;
- Policy 5.3.4 requires *“That the distance to a transit stop be generally no more than 500 metres (a 5-to-10-minute walk) for 90% of the residents and no more than 200 metres for 50% of residents”*;
- Policy 5.3.5 requires *“That intensification areas are planned and designed to meet:*
  - a) *the York Region Transit-Oriented Development Guidelines; and,*

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- b) the Region's implementation guidelines for Regional Centres and Corridors";*
  - Policy 5.3.6 requires *"That intensification areas be planned and designed to achieve an appropriate transition of built form to adjacent areas"; and*
  - Policy 5.3.7 requires *"That open spaces shall be provided that include:*
    - a) active recreational facilities;*
    - b) passive parks and open spaces;*
    - c) meeting places and urban squares that incorporate art, culture and heritage; and,*
    - d) opportunities for community gardening".*

Some of the proposed redevelopment is located at the edge of a Regional Centre, next to a GO Transit bus terminal and adjacent to a major arterial roadway. It is a proper and desirable location for helping to meet the local intensification target.

The Transportation Study submitted in support of this development lists all of the public transit routes operating in the vicinity of the subject lands. The northeast part of the proposed development, which contains the highest densities, is close to the bus routes going to both the Newmarket GO bus terminal and the Upper Canada Mall. Moreover, based on existing transit services, the proposed development easily meets the Section 5.3.4 standards for distance from transit stops.

The proposed intensification area is planned to achieve an appropriate transition of built form to the adjacent existing residential development. It achieves an appropriate range and mix of housing, and provides an area (commercial block) for employment opportunities.

Parkland has been provided which is capable of providing a range of recreational opportunities, both active and passive. Condominium blocks will be able to provide additional private active and passive recreational facilities and areas, and also have sufficient space to provide community gardening opportunities.

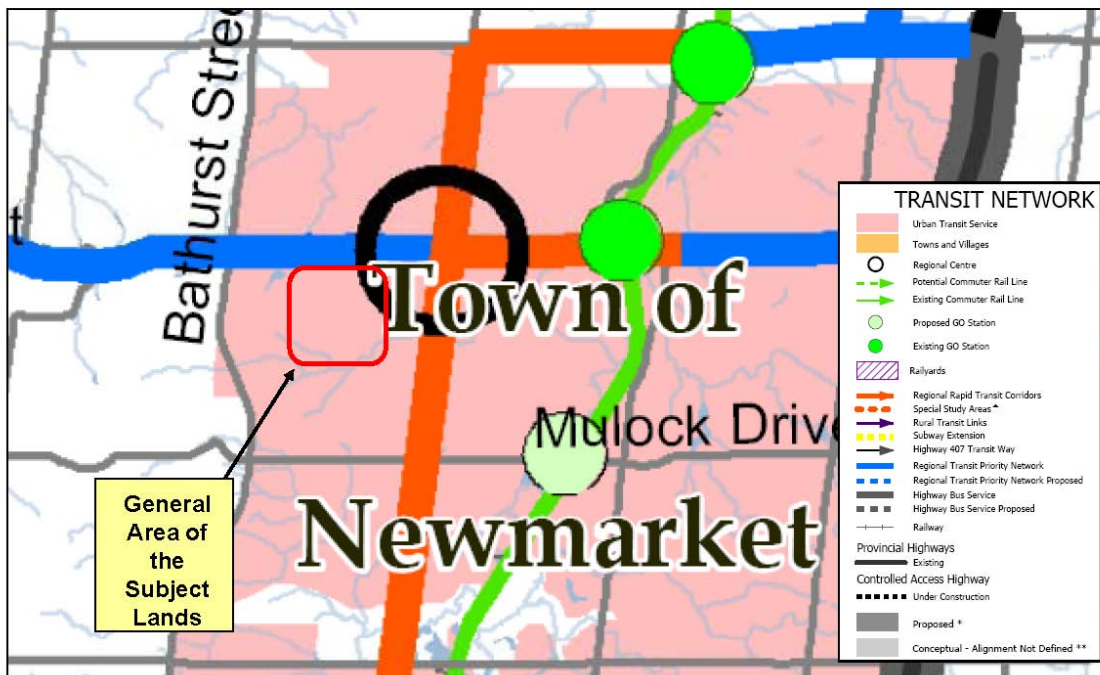


### 2.4.3 Transit Network

Map 11 of the 2009 Regional Official Plan identifies the Transit Network for the Region. As shown in Figure 12, the subject lands are located west of a Regional Rapid Transit Corridor (Yonge St.). An Existing GO Transit Station at Davis Drive and Main Street S. Davis Drive West is included in the Regional Transit Priority Network.

The intensification proposed on the subject lands is supportive of this Regional transit network.

Figure 12  
York Region Official Plan (2009)  
Map 11 – Transit Network



Note: Location and boundaries are approximate

### 2.4.4 Water and Wastewater Servicing

The Regional Official Plan is based on a conservation-first approach to servicing the needs of residents, which aims to maximize the use of existing infrastructure. New Official Plan policies are consistent with the servicing objectives and direction provided by the Region's 2009 Water and Wastewater Master Plan Update.

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The Official Plan states that it is the Region's goal that the delivery of works and services will be integrated with the Region's other infrastructure, planning, and growth management responsibilities, and policy 7.3.4 requires that *"the provision of water and wastewater servicing within communities be coordinated with land use planning approvals to:*

- d) achieve intensification targets; and,*
- f) capitalize on intensification and more compact development opportunities as they arise".*

The current proposal is an opportunity for intensification and more compact development. Based on the Functional Servicing Report, the proposal can be readily serviced using existing capacity within the municipal systems; and thus helping to maximize the use of existing infrastructure.

## **2.5 YORK REGION OFFICIAL PLAN (1994)**

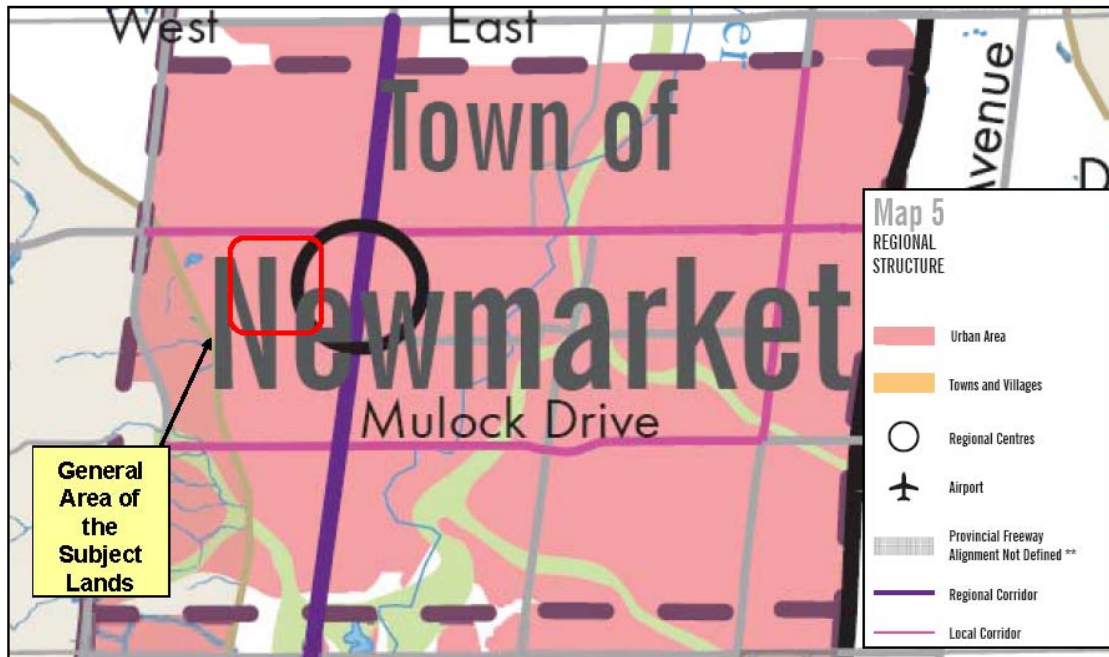
Due to the status of the new York Regional Official Plan (as discussed in Section 2.4), the 1994 York Regional Official Plan ("former ROP") is currently still in effect, and requires consideration with respect to the proposed comprehensive redevelopment of the subject lands.

### **2.5.1 Regional Structure**

The former ROP outlines a regional structure and growth management strategy to the year 2026, which was adopted in 2004 as Regional Official Plan Amendment 43. It takes a "Centres and Corridors" approach to directing growth in order to achieve a diverse, mixed-use development form that is compact, transit-supportive, pedestrian-friendly and well designed.

On Map 5 (Regional Structure), the subject lands are included within the Region's "Urban Area" (Figure 13). The subject lands are located on the western periphery of a "Regional Centre" conceptually identified on Map 5, west of a "Regional Corridor" (Yonge St.), and adjacent to a "Local Corridor" (Davis Dr. W).

**Figure 13**  
**York Region Official Plan (1994)**  
**Map 5 – Regional Structure**



Note: Location and boundaries are approximate

## 2.5.2 Growth Management

The former ROP provides the following directions for growth management and community building:

- Policy 5.2.1 requires *“That the majority of growth be directed to the urban areas identified on Map 5”*;
- Policy 5.2.2 requires that municipalities develop and monitor growth management strategies that are based on:
  - a) *“Incorporation of the centres and corridors structure of this plan;*
  - b) *Promotion of infill and redevelopment that shows consideration for the existing built-form and surrounding land uses of the community through appropriate building design and massing;*
  - c) *Provision for efficient and mixed-use compact communities;*
  - d) *An assessment of the amount and distribution of the rural population; and*

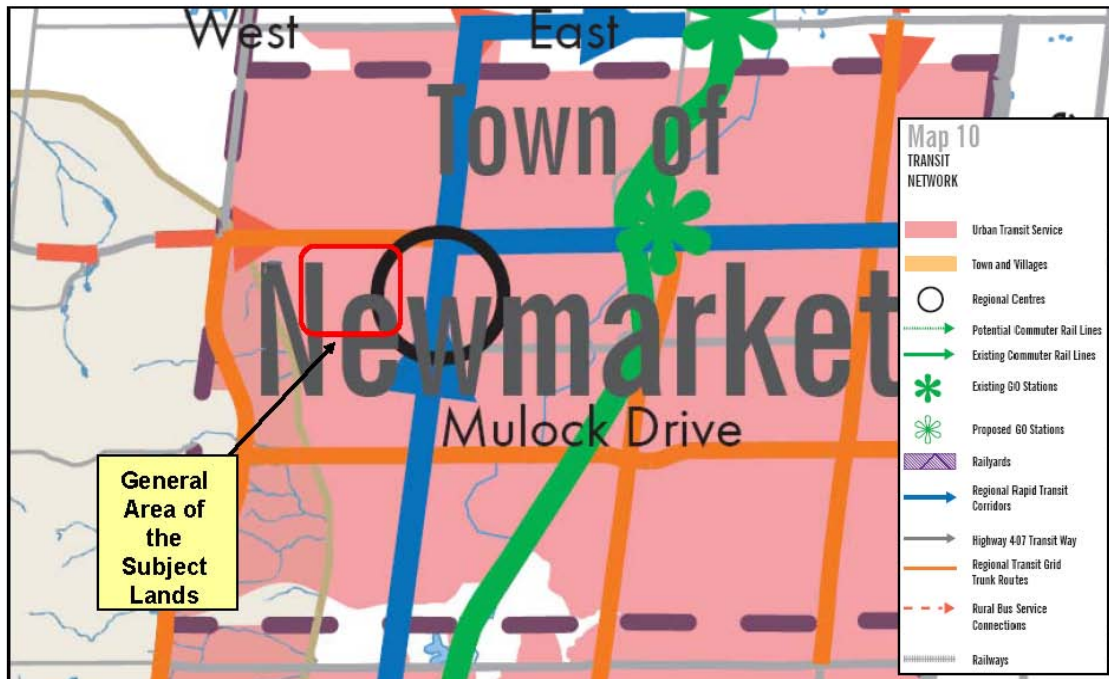
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- e) Assurance that travel demand and transportation facilities with an emphasis on public transit are kept in balance over time through the planning and development review/approval process at the local and regional level and in cooperation with adjacent jurisdictions” (Policy 2).
- Policy 5.2.4 targets “a minimum of 30% of the Region’s forecasted population increase to existing built-up portions of urban areas, towns and villages, in keeping with the centres and corridors structure of this Plan and by redevelopment of underutilized areas and areas in transition”.

Similar to the new ROP, the 1994 policies support infill and redevelopment and sets targets for intensification in existing built-up portions of urban areas.

### **2.5.3 Transit Network**

Map 10 of the former Regional Official Plan identifies the Transit Network for the Region. As shown in Figure 14, the subject lands are located west of a Regional Rapid Transit Corridor (Yonge St.) and an Existing GO Station at Davis Dr. and Main St. S., and adjacent to a Regional Transit Grid Trunk Route on Davis Drive.

**Figure 14**  
**York Region Official Plan (1994)**  
**Map 10 – Transit Network**



Note: Location and boundaries are approximate

## 2.6 YORK REGION TRANSIT ORIENTED DEVELOPMENT GUIDELINES (2006)

The Region's Transit-Oriented Development (TOD) Guidelines were adopted in 2006 as a way to assist in the implementation of the Regional Centres and Corridors Structure. The TOD Guidelines provide a set of development criteria related to:

- *The massing, height and density of building;*
- *Quantity and design of surface and above/below-grade parking;*
- *Pedestrian safety and comfort;*
- *The layout of streets, sidewalks and other pedestrian connections; and*
- *Distances and connections between transit stops and buildings.*

The Guidelines will be applied to the detailed site design for the development, and in particular to the "Urban Centre" portion of the development adjacent to the GO bus terminal.

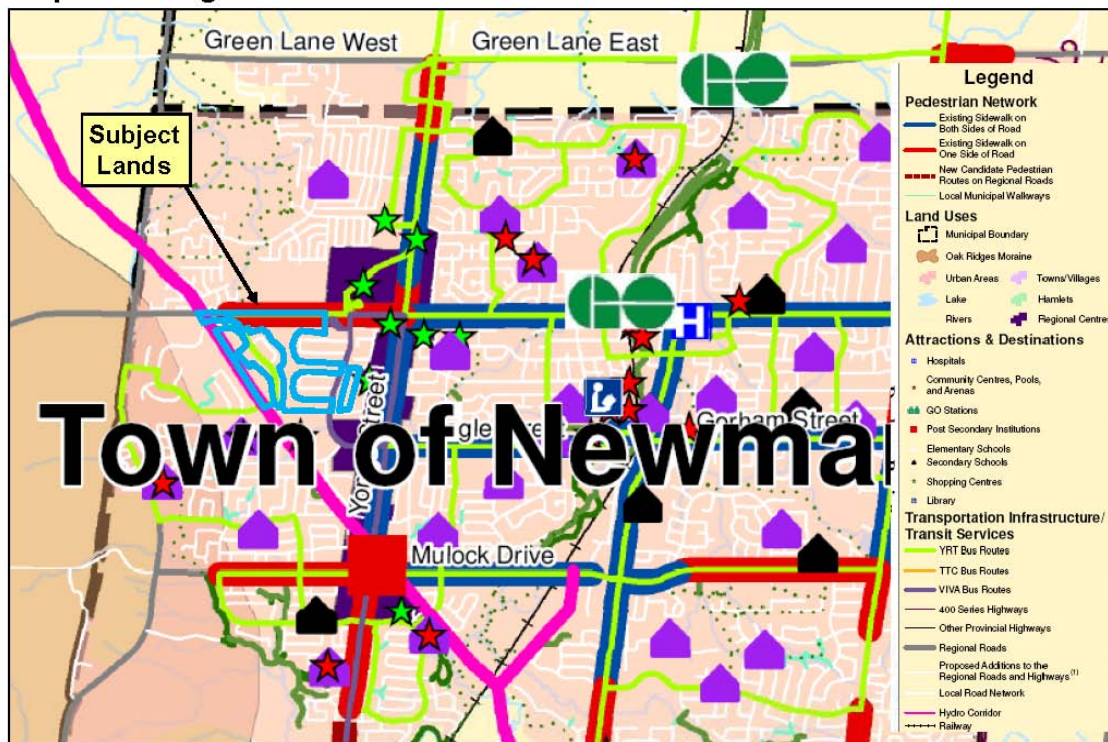


## 2.7 YORK REGION PEDESTRIAN AND CYCLING MASTER PLAN (2008)

In 2008, York Regional Council endorsed the final Pedestrian and Cycling Master Plan (PCMP), which is intended to serve as a blueprint to develop walking and cycling infrastructure across the Region. The Master Plan identifies a recommended network of on- and off-road pedestrian facilities that will contribute to a more pedestrian and cycling supportive environment (Figure 15). The Hydro One corridor is identified as a potential corridor for pedestrians and cycling. The proposal on the subject lands incorporates important links in this network.

Figure 15

### York Region Pedestrian and Cycling Master Plan (2008) Map A4 – Regional Pedestrian Network Candidate Routes



Note: Location and boundaries are approximate

## 2.8 DRAFT YORK REGION NEW COMMUNITIES GUIDELINES (2012)

In January 2012, the Regional Municipality of York released its Draft New Communities Guidelines, which are intended to provide clarity on how to implement the new Official

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Plan in order to accommodate growth in a sustainable manner. The Draft Guidelines provide a set of development criteria for new communities related to:

- *Complete Communities;*
- *Sustainable Transportation;*
- *Open Space and Natural Heritage;*
- *Sustainable Buildings;*
- *Energy;*
- *Water Management; and*
- *Resource Management.*

While these Guidelines are still in draft form, they point to a number of community planning priorities which the Region is pursuing. Many of these can only be addressed at a detailed site planning and site development level; however, the proposed infill development is well-suited to meeting the draft development criteria in areas such as sustainable transportation.

## **2.9 TOWN OF NEWMARKET OFFICIAL PLAN (2006)**

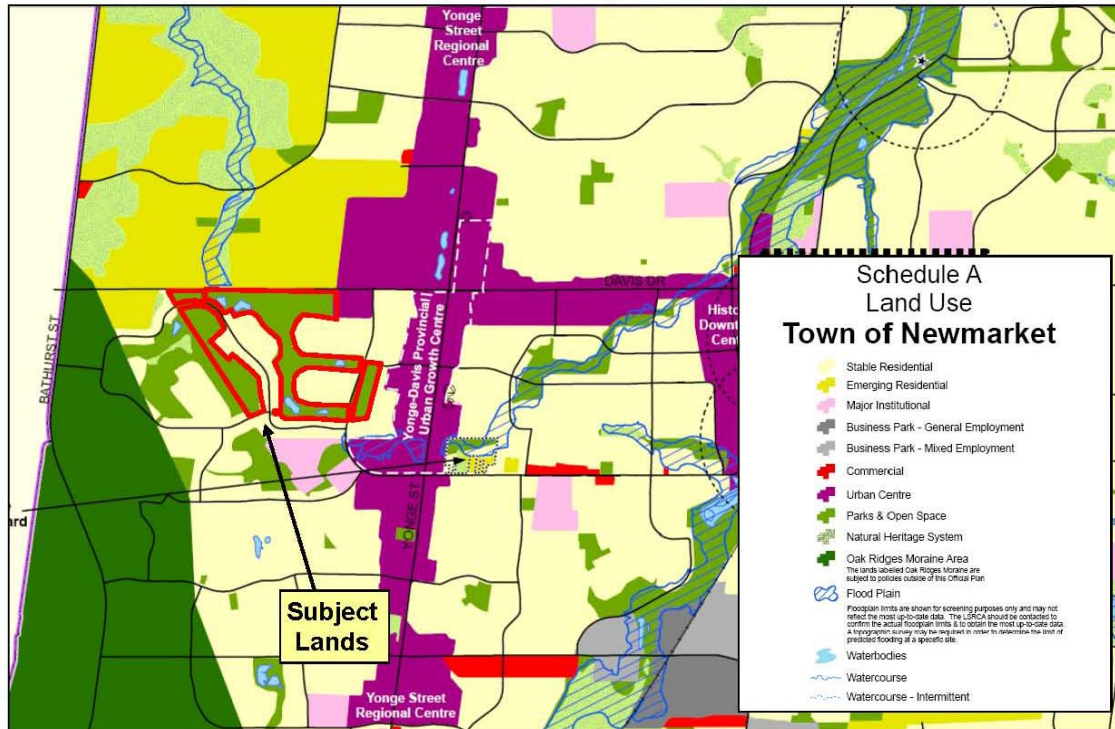
The Town of Newmarket Official Plan (Newmarket Official Plan) was adopted by Council in 2006 and received Regional approval in 2008, save and except for certain lands subject to site specific appeals by landowners.

### **2.9.1 *Urban Structure and Land Use***

According to Schedule A (Land Use Designation Map), the subject lands are designated “Parks and Open Space”. They are surrounded by lands designated “Stable Residential Area”. They are adjacent to the Town’s designated “Urban Centre”, which includes the Yonge-Davis Provincial Urban Growth Centre and the Yonge Street Regional Corridor.



**Figure 16**  
**Town of Newmarket Official Plan (2006)**  
**Schedule A - Land Use Designation Map**



Note: Location and boundaries are approximate

### 2.9.2 Permitted Uses

According to the Official Plan (Section 2.0), within the Town’s Urban Structure, the Parks and Open Space System plays an important role in maintaining the ecological health of the Town and Region and providing opportunities for passive and active recreation. Official Plan Policy 8.2.1 states that “*The main permitted uses in the Parks and Open Space System are those that support the natural, open and recreational use of the land, including a complete range of public recreational uses, private outdoor recreational facilities, existing golf courses and associated uses, and conservation uses.*”

Policy 8.2.4 of the Plan states that “*Where the Parks and Open Space designation is applied to privately owned lands, it shall not imply that the lands are free and open to the general public. There shall be no obligation for the Town, or any other public agency, to purchase the lands.*” Therefore, the designation of these lands was a recognition of the

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formerly existing private open space (golf course) use of the lands, and not a planned function as part of the Town's long-term parks and open space system.

Within the residential infill development proposed for the subject lands is not permitted in the Parks and Open Space designation, and consequently an Official Plan Amendment is required for the residential (and commercial) uses, the Amendment is a logical and anticipated result of the loss of the former private open space function, and is consistent with these policies.

No Amendment is required for the proposed park block.

### **2.9.3 Growth Management**

Section 2.1 of the Newmarket Official Plan provides direction on Managing Growth and Change in the Town. It states:

- *“The policies of this Plan provide a framework for the Town to grow to a target population of 98,000 persons by 2026, directing the majority of growth to the Urban Centres”*; and
- *“The Town of Newmarket will work with York Region to develop a detailed local intensification strategy in support of the Growth Plan’s 40% intensification target that will include the identification of intensification areas and appropriate type, scale and form of development.”*

Policy 4.4.5 of the Town of Newmarket Official Plan identifies a set of principles and urban design policies to be used by Council in assessing applications for redevelopment, infill and intensification within the Urban Centres, which are relevant, given the proximity of the subject lands to the Town's Urban Centres. The Town's principles and policies state that:

- a) *Different scales of intensification and intensities of development are permitted by this Plan, with the overall intent of achieving compatible physical relationships between uses. Therefore, to reduce conflicts between activities and to promote a compatible relationship between different scales of development, a transition will be provided where possible between areas where significantly different intensities of development are allowed; and,*

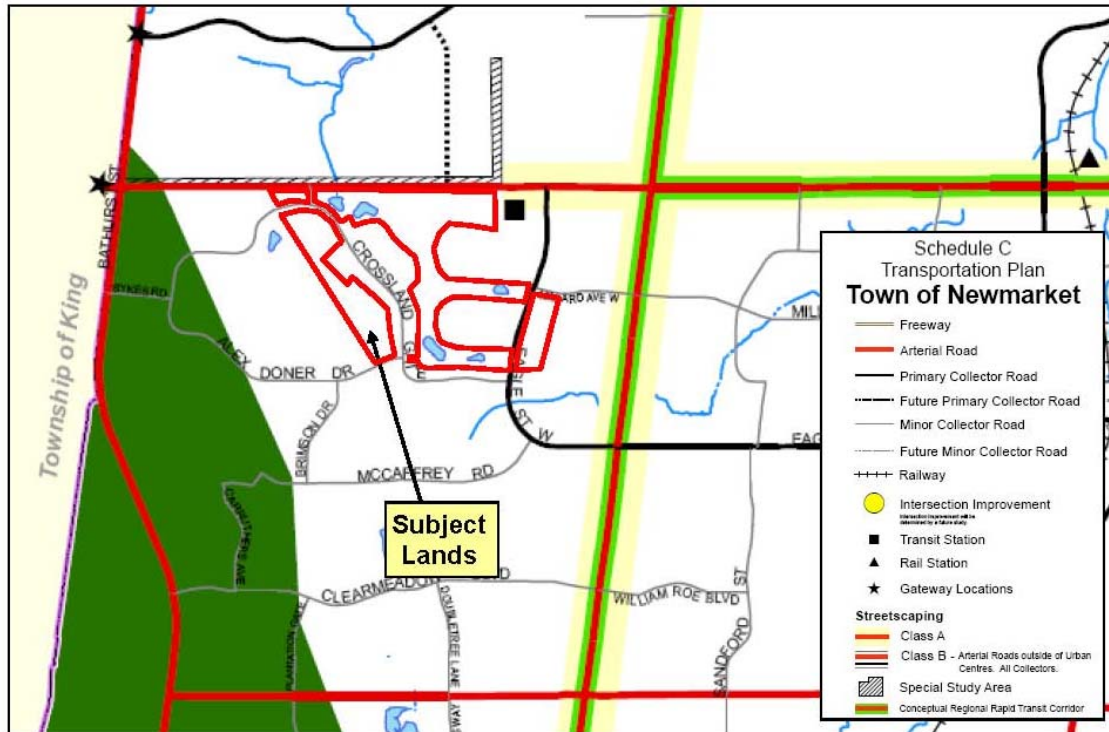
- 
- b) *Densities and building heights will balance the opportunity to support and build the desired urban structure while ensuring that a compatible scale and intensity of development can be maintained with adjacent uses.*

The proposed development helps the Town meet its 40% target for intensification in a manner which respects existing communities. As described in Section 1.3 of this Report, the proposed intensification development provides a compatible relationship with adjacent development. It maintains a scale, form and intensity of development which reflects that of adjacent uses. A transition is provided to higher intensities of use. Substantial separations and major landscaped buffers mitigate any potential adverse impact from higher intensity uses. Traffic from such uses is directed away from existing local streets.

#### **2.9.4 Transportation Plan**

Schedule C of the Town of Newmarket Official Plan identifies a Transportation Plan for the Town. As shown in Figure 17, the subject lands are located west of a Regional Rapid Transit Corridor (Yonge St.), adjacent to an existing Transit Station at Davis Dr. and Eagle St. W, and west of an Existing GO Station at Davis Dr. and Main St. S. Davis Drive is a major east/west Arterial road, while Eagle Street W. is a Primary Collector Road. The proposed intersection of Street "B" with Davis Drive corresponds with the conceptually shown alignment of a Future Primary Collector Road north of Davis Drive.

**Figure 17**  
**Town of Newmarket Official Plan (2006)**  
**Schedule C – Transportation Plan**



Note: Location and boundaries are approximate

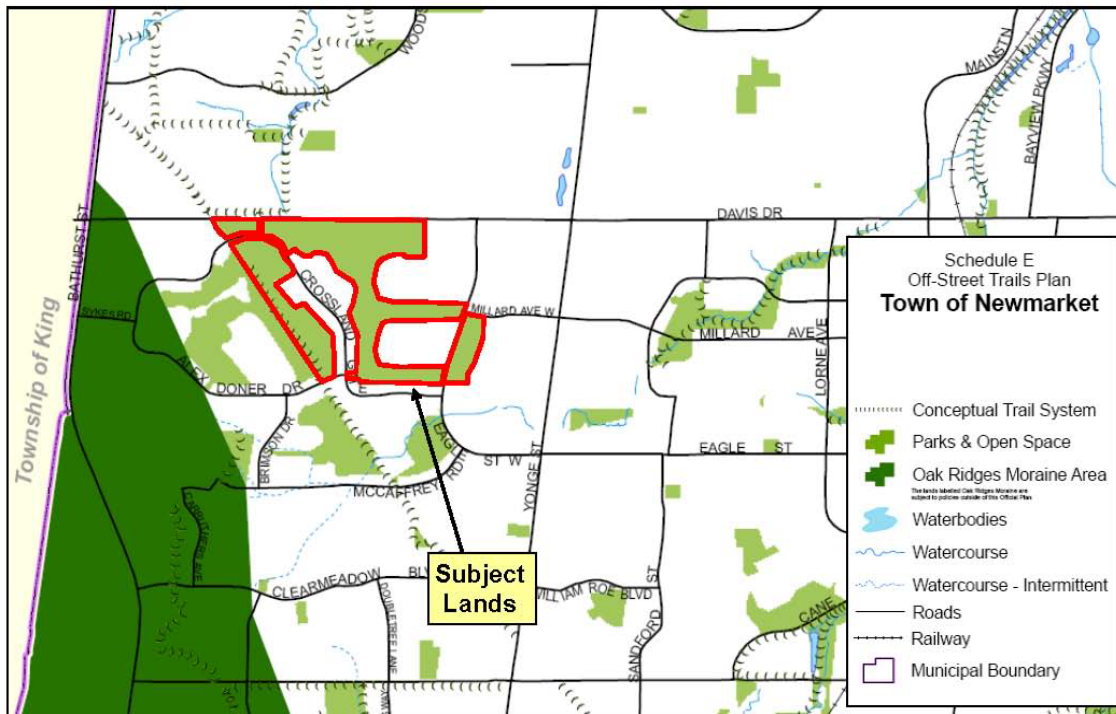
### 2.9.5 Trails

Section 8.0 of the Official Plan provides policies related to the Town's Parks and Open Space System, which consists of major parks, conservation areas, trail systems, and river corridors in Newmarket. Schedule E identifies an Off-Street Trails Plan for the Town that focuses on creating linkages and connection. As shown in Figure 18, a Conceptual Trail is identified by the Town to be established on the subject lands, running northwest/southeast along, or in the vicinity of, the Hydro One corridor. The Conceptual Trail would link the subject lands to the Emerging Residential Area to the north and the Yonge Street Regional Centre to the South.

The proposed development provides for a link in the trail system to be located within a new municipal park adjacent to the Hydro One corridor, thus facilitating a wider range of recreation opportunities along the trail system. The system connects to emerging residential areas north of Davis Drive at a safe, signalized crossing, follows Crossland

Gate and a section of Street 'A' through the proposed Park block, south to Alex Donner Drive and the Ray Twinney Recreation Complex.

Figure 18  
Town of Newmarket Official Plan (2006)  
Schedule E – Off-Street Trails Plan



Note: Location and boundaries are approximate

### 2.9.6 Servicing

Servicing policies are established by the Town's Official Plan. Policy 14.2.1 states that with respect to the Town's growth strategy and provision of services:

- “Land use and infrastructure policies assume a population of approximately 98,000 people when the Town is fully built-out. Of that 98,000, it is intended that approximately 8,000 will be accommodated through intensification.”

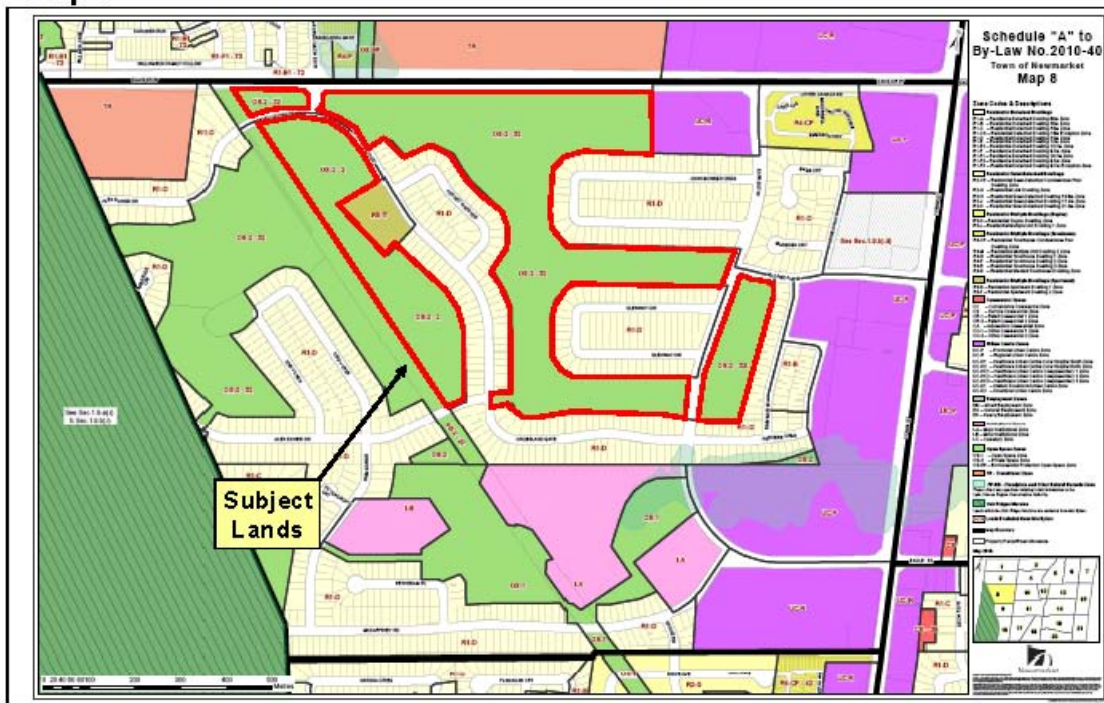
The proposed plan helps accommodate the targeted population growth through intensification, in a manner which can utilize existing infrastructure.



## 2.10 TOWN OF NEWMARKET ZONING BY-LAW (NO. 2010-40, AS AMENDED)

The subject lands are shown to be zoned “Open Space Two” (OS-2) according to Map 8 of the Town of Newmarket Zoning By-law No. 2010-40, as amended. Site specific exceptions OS-2-2 and OS-2-32 apply (Figure 19).

**Figure 19**  
**Town of Newmarket Zoning By-law No. 2010-40, As Amended**  
**Map 8**



Note: Location and boundaries are approximate



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Uses permitted in the “Open Space Two” Zone include:

- *Accessory Buildings and Structures;*
- *Conservation Use;*
- *Existing Golf Course;*
- *Park;*
- *Private Park;*
- *Outdoor Recreation Facility; and*
- *Recreational Trails.*

Site specific exception OS-2-2 states that “*A Club House; Banquet Facilities; and, Private Indoor Recreation Facilities shall also be permitted*”. Site specific exception OS-2-32 states that “*Banquet Facilities shall also be permitted*”.

It should be noted that this zoning was appealed to the Ontario Municipal Board and has not come into effect on the subject lands. The previous Open Space zoning, which also permitted “hotel” use, continues in effect.

The residential infill development proposed for the subject lands requires a Zoning By-law Amendment; however, no Amendment is required for the proposed park block.

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## **3.0 PROPOSED AMENDMENTS**

### **3.1 PROPOSED OFFICIAL PLAN AMENDMENT**

The requested amendment to the Town of Newmarket Official Plan is attached as Schedule 1 to this Report. The Amendment would change the land use designation applying to the lands from “Parks and Open Space” to several designations:

- The six lots to be created on Alex Doner Drive to be designated “Stable Residential”;
- The rest of the areas proposed for single-detached dwellings, condo singles and medium-density condo townhousing to be designated “Emerging Residential”;
- The high-density residential block to be designated “Urban Centre”; and
- The small commercial block to be designated “Commercial”.

The proposed park site to retain its existing “Parks and Open Space” designation.

The following policy extracts relate to those designations:

#### **3.2 Stable Residential Areas**

##### **3.2.1 Objectives**

*It is the objective of the Stable Residential Area policies to:*

- a. sustain and enhance the character and identity of existing residential communities; and,*
- b. encourage the preservation and maintenance of the Town's existing housing stock, supplemented by various forms of residential intensification such as infilling and the creation of accessory dwelling units.*

##### **3.2.2 Permitted Uses Policies**

- 1. The predominant use of land in Stable Residential Areas shall generally reflect the residential built forms that are existing as of the adoption of this Plan by Council.*
- 2. Single-detached and semi-detached dwellings are the permitted residential built forms within the Stable Residential Areas.*

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### **3.3 Emerging Residential Areas**

#### **3.3.1 Objectives**

*It is the objective of the Emerging Residential Area policies to:*

- a. provide for a range of residential accommodation by housing type, tenure, size, location and price ranges to help satisfy the Town's housing needs; and,*
- b. encourage the provision for a range of innovative and affordable housing types, zoning standards and subdivision designs.*

#### **3.3.2 Permitted Uses Policies**

- 1. The predominant use of land in Emerging Residential Areas shall be residential in the form of single-detached and semi-detached dwellings.*
- 2. Rowhouses and townhouses are also permitted provided that a review and analysis of such densities be undertaken as part of an application process including the submission of a planning justification report to the satisfaction of the Town.*
- 3. In order to ensure compatibility with the existing housing stock, new housing directly abutting existing homes in Stable Residential Areas should generally have a physical character similar to the existing neighbourhood in terms of density, lot sizes, maximum building heights, and minimum setbacks.*

*Residential Area Policies in Section 3.9 provide direction for residential intensification:*

- 1. The forms of intensification permitted within Stable Residential Areas are accessory units and infill units through the creation of new lots consistent with the size and form of housing in the neighbourhood as a whole. The creation of new lots for the purposes of infilling shall be permitted subject to compatibility with the scale of the surrounding neighbourhood, the physical suitability of the site to accommodate the proposed infill housing, availability of hard services and road access requirements.*
- 2. The forms of intensification anticipated within Emerging Residential Areas include land efficient lot sizes for single-detached and semi-detached dwellings, and rowhouses and townhouses as appropriately determined through a planning*

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*justification report. As in the Stable Residential Areas, accessory dwelling units are permitted in Emerging Residential Areas, with the standards to be established in the Zoning By-law and to be consistent with Section 3.7 of this Plan.”*

Relevant policy extracts for the “Urban Centre” designation are set out below:

#### **4.0 Urban Centres**

*The purpose of the Urban Centres in this Plan are to accommodate the broadest diversity of use, greatest level of activity and highest quality of design in the Town of Newmarket.*

##### **Use**

*A broad range of commercial, office, institutional, residential and open space uses are permitted in the Urban Centres. Achieving the desired mix of uses will occur through the intensification of all uses in Urban Centres.*

##### **Policies**

2. *Permitted uses in Urban Centres will:*
  - a. *encourage a balance of high quality commercial, office institutional and residential uses to maximize the opportunities for the use of public transit;*
  - b. *provide a transition between uses and buildings of different intensity and scale, particularly providing setbacks from and a stepping down of heights towards Stable Residential Areas;*

#### **4.3.2 Yonge Street Regional Centre**

*The Yonge Street Regional Centre is one of four Regional Centres designated in the York Region Official Plan. It is intended to be a focal point in York Region for business, government, entertainment and cultural activity. It will continue as the major shopping area in the Town, providing a broad range of retail and service commercial uses. The Yonge Street Regional Centre will also serve as one of the regional transit hubs for York Region as it contains a Major Transit Station Area as defined by the Growth Plan.*

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*The Yonge Street/Davis Drive intersection is recognized as a major strategic gateway into the Town and the northern focus of the Yonge Street Regional Centre. Upper Canada Mall serves as the regional commercial anchor. The southern hub of the Yonge Street Regional Centre consists of the quadrants of the Yonge Street/Mullock Drive intersection.*

*The Yonge Street Regional Centre is intended over time to provide housing and opportunities for employment at densities that will support the future transit facilities. A high intensity, company, mixed use area comprising retail and service commercial, office, hospitality, residential densities between 30 and 125 units per hectare, cultural, entertainment, institutional and inter-modal transit/transportation uses will be encouraged in the Yonge Street Regional Centre.*

The following Official Plan extracts relate to the “Commercial” designation:

### **5.0 Commercial**

*The predominant use of land in areas designated as Commercial on Schedule A, Land Use Plan, will be for retail and service commercial activities. Commercial Areas are intended to provide locations for commercial uses that do not usually locate within Urban Centres.*

#### **5.1 Objectives**

*It is the objective of the Commercial designation policies to:*

- a. accommodate retail and service commercial uses which would not be appropriate for the Urban Centre designations; and,*
- b. ensure that a broad range of commercial opportunities are provided for residents.*

#### **5.2 Policies**

- 1. The main permitted uses are land extensive retail and service commercial uses, including retail warehouses, vehicle sales and service centres, business and professional offices, accommodation facilities and places of assembly and worship.*

While the size of the commercial block exceeds the normal scale for convenience commercial uses, the uses proposed for the Commercial block are primarily intended to serve the local community with service, office and small retail uses. Therefore, in many respects the proposal fulfills the role of a Convenience Commercial development, with additional provision for a motor vehicle service station to serve the area west of Yonge Street. The following Official Plan policies relate to convenience commercial developments in residential areas:

### **3.8 Convenience Commercial Uses**

#### **Policies**

1. *Convenience commercial uses may include small retail stores, service commercial uses and business and professional offices. The total maximum gross leasable commercial floor area of a building that contains multiple convenience commercial uses should generally not exceed 850 square metres, with no one use larger than approximately 375 square metres. Residential uses above the ground floor commercial uses are permitted and encouraged by this Plan. Outside storage of goods or materials is not permitted.*
2. *New convenience commercial uses will require an amendment to the Zoning By-law. Applications will be reviewed on the basis of conformity with the following policies:*
  - a. *the property must be located at the intersection of any:*
    - i. *Minor Collector and Primary Collector;*
    - ii. *Minor Collector and Arterial Road;*
    - iii. *Primary Collector and Primary Collector;*
    - iv. *Primary Collector and Arterial Road; or*
    - v. *Arterial Road and Arterial Road*
  - b. *the access to and traffic generated by the site shall not create traffic hazards;*



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- c. *the site area is adequate to incorporate all necessary screening or buffering in order to minimize potential impacts on surrounding residences, in accordance with the provisions in Section 12, Urban Design and Compatibility; and,*
  - d. *the design of the building shall be consistent with the existing built form of the surrounding neighbourhood and will be regulated through Site Plan Control.*

The “Parks and Open Space” designation would continue to apply to the proposed park site.

The proposed development is in keeping with these designations and policies.

### **3.2 PROPOSED ZONING BY-LAW AMENDMENT**

A draft Zoning Bylaw Amendment for the subject lands is attached to this Report at Schedule 2. Multiple zone changes are proposed in order to permit the range and scale of uses desired:

- A zone change from “Open Space Two” to “Residential One” (R1-D) is requested for all lands to be developed for single-detached dwellings. This Zone provides for single-detached dwellings on lots having frontages of a minimum of 15 m and lot areas of 510 m<sup>2</sup>;
- A zone change from “Open Space Two” to “Residential One” (R1-CP) is requested for the condo single blocks (Blocks 169 and 170). The specifics for this development would be developed at the time of plan of condominium approval.
- A zone change from “Open Space Two” to “Residential Four” (R4-CP) is requested for the condo townhousing blocks. Again, the specifics would be developed at the plan of condominium stage;
- A zone change from “Open Space Two” with site specific exceptions (OS-2-32) to “Residential Five” (R5-\_\_\_) with a site specific exception is requested for the high-density residential block (Block 171); and
- A zone change is requested from “Open Space Two” to Retail Commercial 2 (CR-2-\_\_\_) with a site specific exception to allow a motor vehicle service station as an additional use on Block 172.

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## 4.0 PROPOSED DRAFT PLAN OF SUBDIVISION

### 4.1 DESCRIPTION

The proposed draft plan of subdivision covers approximately 36.3 ha (89.7 ac) in the easterly part of the former Glenway Country Club. It provides for a variety of housing forms and intensities:

- A high-density residential block (Block 171) having an area of 2.34 ha (5.78 ac) in the northeast corner of the property, capable of accommodating approximately 292 dwelling units;
- Three Multi-Family Medium Density Residential Blocks (Blocks 166, 167 and 168) designed to accommodate approximately 219 dwelling units;
- Two blocks (Blocks 169 and 170) for Low-Density Residential dwellings, intended to be a total of 54 one-storey bungalows in “common element” condominiums.
- A total of 165 lots for single-detached dwellings in four groups.

The plan also contains one block (Block 172) for Commercial use and one block (Block 173) to be dedicated as parkland.

The draft plan creates four new public roads, all with 20m road allowances:

- Street ‘A’ runs between Crossland Gate in the north and Alex Doner Drive in the south, providing access to 62 single-detached lots (Lots 7-68). This street is also intended to provide an on-street link to the proposed trail system.
- Street ‘B’ runs south from a new intersection with Davis Drive W. providing access to 41 single-detached lots (Lots 70-74 and 90-125), as well as to Medium-Density Blocks 167 and 168, condo single-detached dwellings on Blocks 169 and 170, and High-Density apartments on Block 171.
- Street ‘C’ is a cul-de-sac running west off Street ‘A’. It provides access to 15 single-detached lots (Lots 75-89).

- Street 'D' connects Millard Avenue in the north with Eagle Street W., and provides access to 40 lots (Lots 126-165).

Seven new lots have direct access to existing municipal roads. Lots 1-6 front onto Alex Doner Drive, while Lot 69 fronts onto Crossland Gate.

Blocks 166, 167, 168, 169, 170 and 171 will all have internal private roads providing access to individual dwelling units and parking and, in the case of Block 171, to the apartment buildings.

Lots 126-142 on Street 'D' will have "reverse frontages" on Eagle Street W., consistent with the established pattern of having no individual unit accesses from Eagle Street W.

The Parkland Block 173, with an area of 2.34 ha (5.78 ac), is located between the Hydro One corridor and the rear lot lines of the dwellings on Kirby Crescent. It is a linear park block, intended to provide for a major link in the Town's trail system; however, it is sufficiently wide to accommodate a range of additional park and recreational purposes such as for lot, fitness trail, informal play areas, naturalization areas and passive recreation. Its potential is enhanced by the adjacent hydro corridor lands which may, through agreement, be able to be used as an extension of the park.

A small commercial block (Block 172) is provided at the existing Crossland Gate entering into the community at Davis Drive. This block is boarded by roads on three sides, and by the Hydro One corridor on the fourth.

No provision is made for the widening of Davis Drive W. since the existing right-of-way exceeds the required right-of-way width.

## **4.2 PLANNING ACT CONSIDERATIONS**

Section 51.(24) of the Planning Act requires that, in considering a draft plan of subdivision, regard shall be had to a number of matters set out in that section:

- (a) the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2.*

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This proposed subdivision is not only consistent with policies relating to matters of provincial interest, but also assists in implementing those policies, as described in Section 2 of this Report, and as further discussed in Section 6 of the Report.

*(b) whether the proposed subdivision is premature or in the public interest.*

The proposed subdivision is timely, and is in the public interest. The Provincial, the Region and the Municipality all give priority to intensification over greenfield development for accommodating growth, and stipulate targets for intensification. It is in the public interest for a plan such as this to be developed since it is able to make efficient use of existing infrastructure, and to provide major support for existing transit and other established services.

*(c) whether the plan conforms to the official plan and adjacent plans of subdivision, if any.*

The proposed plan conforms to both the Regional Official Plan and the Newmarket Official Plan, as described in Section 2 and 6 of this Report, and conforms well to existing plans of subdivision on adjacent lands.

*(d) the suitability of the land for the purposes for which it is to be subdivided.*

The land is well-suited to the proposed range of residential uses. Building types have been selected which are appropriate to the varying site characteristics. The commercial block is well-suited for commercial purposes, being bounded on three sides by existing roadways, being located at a major entrance to a large residential area, and having good separation from all existing and proposed residential uses.

*(e) the number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with the established highway system in the vicinity and the adequacy of them.*

The Transportation Report submitted in support of this proposed development demonstrates the adequacy of the proposed street system.

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(f) *the dimensions and shapes of the proposed lots.*

The lot shapes and dimensions are shown on the draft plan. Most are regular or pie-shaped, with variations reflecting the irregular boundary of the lands to be subdivided. The lots are generally consistent in scale with existing and adjacent residential lots.

(g) *the restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any on adjoining land.*

The proposed restrictions are described in Section 3 of this Report, relating to the proposed zoning.

(h) *conservation of natural resources and flood control.*

The lands to be subdivided contains no significant natural features and no lands subject to flooding. The one tree on the lands which predates the construction of the golf course, is protected by its inclusion in an oversized residential lot, with restrictions on grading and site alteration.

(i) *the adequacy of utilities and municipal services.*

[Refer to Servicing Report]

(j) *the adequacy of school sites.*

No new school sites are expected to be required within this plan. With regard to the public board, Crossland Public School is the area's designated elementary school, and Sir William Murlock is the designated secondary school. Crossland is nearing capacity, but a new elementary school opening in the northwest in 2013 will result in boundary changes and re-allocation of students. The secondary school is over capacity, so that students from the area may temporarily attend another school.

With regard to the Catholic board, St. Nicholas Elementary School has excess capacity, while Sacred Heart Secondary School is also below capacity and expecting a decline in enrolment. The specific determination of school attendance areas will be undertaken by the boards as part of the circulation of the plan.

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- (k) *the area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes.*

Block 173 is proposed to be dedicated for public park purposes. It is described, and its appropriateness discussed in Section 4.1 above.

- (l) *the extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy.*

By the location of High-Density and Medium-Density residential blocks, the plan's design places a large proportion of the new dwelling units within easy walking distance of the GO Transit bus terminal. This transit-supportive design allows the reduction of private automobile trips, and the related conservation of energy.

- (m) *the interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41(2) of this Act or subsection 114(2) of the City of Toronto Act, 2006. 1994, c.23, s.30; 2001, c.32, s.31(2); 2006, c.23, s.22(3, 4).*

While the details of building and site design will be specifically considered at the site plan approval stage, the size and shapes and locations of the blocks that will be subject to site plan control. For example, Blocks 167 and 168 are designed to enable townhouse dwellings to face onto Davis Drive, and to have rear vehicular access. Block 171 is designed to provide for transit supportive design of the apartment buildings, and to provide a major landscaped buffer area adjacent to existing dwellings.



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### **4.3 SUPPORTING SUBMISSION MATERIALS**

For any applications to amend the Town of Newmarket Official Plan or Zoning By-law, and for applications for Draft Plan Approval, documentation, information and/or reports are required, as set out in the Official Plan. The planning justification report provides for the redevelopment proposal and associated amendments and relies in part on the following supporting submission materials:

**4.3.1 NOISE STUDY**

**4.3.2 TRAFFIC IMPACT STUDY**

**4.3.3 FUNCTIONAL SERVICING REPORT**

**4.3.4 TREE INVENTORY REPORT**

**4.3.5 PARKS AND RECREATION ASSESSMENT**

**4.3.6 REPORT ON SHADOW IMPACTS**

**4.3.7 GEOTECHNICAL REPORT**

**4.3.8 STAGE 1 ARCHAEOLOGICAL ASSESSMENT**

**4.3.9 LIGHTING IMPACT STUDY**

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## 5.0 PLANNING ANALYSIS

Having identified the relevant current planning policy and regulatory framework in Section 2 of this report, a number of key themes and major points have emerged in the planning assessment of the proposed redevelopment of the subject lands and the requested amendments. These themes/points are identified and described below.

### 5.1 SUPPORTING THE URBAN STRUCTURE AND GROWTH MANAGEMENT FRAMEWORK.

The subject lands are located within the Built Boundary of Newmarket's Urban Area and immediately west of Yonge Street, which is recognized as a Regional Corridor. The lands are adjacent to a Provincial Urban Growth Centre and Regional/Urban Centre located along Yonge Street, north and south of Davis Dr. Each of these elements of the local urban structure is established by Provincial policy documents and Regional and local Official Plans, and is planned to play a significant role in accommodating growth. As discussed earlier, the Provincial Policy Statement identifies Urban Areas as the focus of new growth (Policy 1.1.3.1), and the Provincial Growth Plan directs a significant portion of new growth to within the Built Boundary (Policy 2.2.2.1). Policy 2.2.4.4 of the Provincial Growth Plan states that Urban Growth Centres will be planned:

- a) *as focal areas for investment in institutional and region-wide public services, as well as commercial, recreational, cultural and entertainment uses;*
- b) *to accommodate and support major transit infrastructure;*
- c) *to serve as high density major employment centres that will attract provincially, nationally or internationally significant employment uses; and*
- d) *to accommodate a significant share of population and employment growth.*

The Region's 2009 Official Plan policies for Regional Centres and Regional Corridors in Section 5.4 state that "*The Regional Centres and Corridors, as shown on Map 1, serve a critical role as the primary locations for the most intensive and greatest mix of development within the Region.*" (policy 1). As discussed in Section 2 of this report, the Town's Growth Management Strategy (Section 2.1) identifies a target population of the 98,000 persons by 2026 for Newmarket, with the majority of new growth directed to Urban Centres. Further, according to Section 4.0 of the Town of Newmarket Official

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Plan, the purpose of Urban Centres is to “*accommodate the broadest diversity of use, greatest level of activity, and highest quality of design in the Town of Newmarket*”.

**The new residential infill community that is proposed for the subject lands will support and help achieve the desired urban structure for Newmarket.** The northeasterly part of the subject lands, proposed for high-density residential redevelopment, constitutes an appropriate and desirable extension of the Yonge Street Regional Centre. It provides an important intensive residential component directly adjacent to a major town and regional transit node, and across Davis Drive from a regional shopping centre (Upper Canada Mall).

In addition, the design of the development which situates the proposed condominium townhouse blocks in close proximity to Davis Drive, achieves an effective transition from the existing low-density development to the most intensive and greatest mix of development within the Urban Centre. The proposed new residential growth will make more efficient use of land and support investments in public services, commercial, recreational, cultural and entertainment uses, transit infrastructure, and employment growth that are planned for the Urban Growth Centre, Regional Corridor, and Regional Centres.

## **5.2 CONTRIBUTING TO INTENSIFICATION TARGETS AND STRATEGIES.**

The current policy framework gives priority to intensification as a means of accommodating new growth. The Provincial Policy Statement requires that planning authorities identify and promote opportunities for intensification (Policy 1.1.3.3) and the Provincial Growth Plan identifies an intensification target of 40% for all residential development within the Greater Golden Horseshoe by 2015 (Policy 2.2.3.1). This intensification target is recognized and implemented by both the 2009 York Regional Official Plan (Section 5.3) and the Town of Newmarket Official Plan (Section 2.1). Section 5.3 of the Regional Official Plan further specifies as a target that 5,250 residential units will be accommodated through intensification within Newmarket by 2031. **The new residential infill community on the subject lands represents an important opportunity for intensification in the Town of Newmarket. It will assist both the Region and the Town in achieving the intensification targets that have been established.**

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Policy 2.2.3.6 of the Provincial Growth Plan requires that “All municipalities will develop and implement through their official plans and other supporting documents, a strategy and policies to phase in and achieve intensification and the intensification target.” York Region prepared its Intensification Strategy in 2009, as part of the Region’s Official Plan Review conformity exercise in order to meet the Provincial planning requirements and to provide a long-term framework for growth in local municipalities. It identifies a “Regional Intensification Matrix Framework” that identifies where intensification can best be accommodated throughout the Region:

- i. Regional Centres and Corridors;*
- ii. GO Transit train stations and bus terminals, and subway stations;*
- iii. Local Centres and Corridors;*
- iv. Other Major Streets;*
- v. Local Infill; and*
- vi. Secondary Suites.*

The new residential infill community is supportive of and consistent with the Region’s Intensification Matrix Framework as set out by the 2009 Intensification Strategy. The proposal for the eastern portion of the existing Glenway Country Club represents a local infill project that is immediately adjacent to: Regional Centres and Corridors; a GO Transit Bus Terminal; and a Local Centre and Corridor. It is also within close proximity to a major GO Transit Train Station. The Region’s Intensification Strategy also identifies “Key Attributes of Intensification Areas”, which are achieved by the proposed infill redevelopment.

### **5.3 ACCOMODATING INTENSIFICATION APPROPRIATELY.**

In addition to targets for intensification, the applicable planning policy and regulatory framework identifies criteria/requirements for intensification and redevelopment, including Policy 1.1.3.3 of the Provincial Policy Statement, Policy 2.2.3.7 of the Provincial Growth Plan, and Section 4.3 of the 2009 York Region Official Plan, which requires that intensification areas are also planned in accordance with the Region’s Intensification Strategy and Transit-Oriented Development Guidelines. Policy 4.4.5 of the Town of Newmarket Official Plan also identifies a set of principles and urban design policies, which are to be used by Council in assessing applications for redevelopment, infill and intensification within the Urban Centres.

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The following points summarize how **the various Provincial, Regional, and Local criteria/requirements for intensification and redevelopment are met** by the new residential infill community and demonstrate that **the subject lands can appropriately accommodate intensification**:

- **Compatibility:** Since the subject lands are located amid an existing stable residential area, proposed residential uses are compatible and will minimize the threat of conflicts between activities. The proposed densities are lower than or equal to existing adjacent development. Higher densities are proposed only where a major landscaped buffer can be accommodated between existing and proposed units, or on lands adjacent to the existing Provincial Urban Growth Centre, Regional Centre, and bus terminal along Davis Dr. W.
- **Urban Design/Built Form:** The proposed built form will be in keeping with the style of the existing residential community. Buildings and streets have been designed and situated so that they are well-proportioned to one another and compatible physical relationships between existing and proposed units will be achieved. Community design guidelines and architectural standards will be prepared (at a later date) in order to ensure that the proposed infill redevelopment is consistent with sound urban design and specifically with Regional and Municipal urban design policies and guidelines.
- **Mixed-Uses and Live/Work Balance:** The proposal contributes to a mixed-use environment and supports close live-work opportunities as a result of the proximity of the subject lands to the non-residential components of the Town of Newmarket's Urban Centre and Regional Centre and the accessibility by foot, cycling and transit. The small commercial block also provides some employment opportunities within the development.
- **Parks/Open Space:** The proposal provides access to high quality public spaces and facilities. It provides new parkland opportunities. It provides for an important connection in the Town's trail system. Trails are proposed that are integrated with the larger Town and Regional trails and pedestrian/cycling framework. Given its proximity to a proposed new golf course and related private open space uses on the western portion of the former Glenway Country Club, the proposal promotes an active lifestyle.

- **Housing Options:** The new residential infill development offers a broader mix and range of unit sizes, housing forms, types and tenure than currently exists in the community. The proposal will improve the range of housing provided to meet requirements of current and future residents.
- **Transit and Connections:** The proposal is transit supportive. It offers significant access to efficient and effective higher order transit, including the GO Transit Bus Terminal on Davis Dr. W and Eagle St. W., and is connected by transit to the Newmarket GO Rail Station further east on Davis Dr. W at Main Street. Within the community, the distance to a transit stop is generally no more than 500 metres (a 5-to-10-minute walk) for over 90% of the proposed units. The proposed infill redevelopment meets many of the criteria of the Region's 2006 TOD Guidelines.
- **Infrastructure and Public Service Facilities:** The subject lands are located within an area where appropriate levels of infrastructure and public service facilities are available to support current or projected needs.
- **Sustainable New Communities:** The proposal meets a number of the development criteria established by the 2012 York Region Draft New Communities Guidelines, which are intended to guide growth in a sustainable way.

#### 5.4 RE-USING PRIVATE OPEN SPACE

The Newmarket Official Plan (Policies 8.2.1, 8.2.4) acknowledges that lands have been designated on the basis of their existing or previous private open space use as a golf course, but that the designation is not to imply that the lands are free and open to the general public.

The original planned function of the golf course to be part of a "golf course community" where the golf course serves and is supported by the surrounding residents – has long been lost. The new owners determined that the private recreational uses were not sustainable in their current form. **Moreover, the subject lands do not form part of the Town's public parks and open space system, and were not planned to fulfill such a function.**

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The Official Plan is clear that there is no expectation that the Town or any public agency will purchase the lands to maintain them in open space use. Consistently in Ontario, the expectation has been that, through an Official Plan Amendment process, appropriate alternative land uses will be identified for such lands.

The westerly part of the former golf course is proposed to be redesigned as a new nine-hole executive golf course, and is not a part of the current applications. The easterly parts of the former golf course, that is the subject lands, are proposed for primarily residential development, compatible with and in keeping with the character of surrounding residential areas. Many parts of the existing private open space areas are proposed to be retained as private open space within the new residential development areas. A 2.34 hectare block is proposed to be dedicated to form part of the Town's public park, open space and trail system.

## **5.5 EFFICIENTLY USING INFRASTRUCTURE AND COMMUNITY SERVICES.**

It has already been demonstrated that the proposed new residential infill community represents a more efficient and intensive use of the subject lands; however, the planning policy and regulatory framework is also made to ensure more efficient use of existing infrastructure and public service facilities. Policy 1.6.2 of the Provincial policy statement requires the optimal use of existing infrastructure and public service facilities **before** consideration is given to developing new infrastructure and public service facilities.

**The proposed infill redevelopment will contribute to ensuring efficient, cost effective development by making more efficient use of existing infrastructure and public service facilities prior to developing new works/facilities in the Town's Greenfield Areas.** The more efficient use of existing water and wastewater infrastructure that currently serves the surrounding Stable Residential Community is consistent with the Regional Municipality of York's commitment to servicing in its 2009 Water and Wastewater Master Plan Update, which states, consistent with the PPS, that the delivery of works will be integrated with planning and growth management responsibilities. The proposed infill redevelopment also makes efficient use of the existing road network, and proposes only a total of 1.74 km (1.08 miles) of new public roads to accommodate a total of 730 new residential units. With respect to community services/public facilities, the subject lands are located at the western periphery of major Urban Growth Centres and Regional Corridors, which have been planned as focal areas



for investment in institutional and region-wide public services, commercial, recreational, cultural and entertainment uses, and to accommodate major transit infrastructure. The proposed new residential infill community will provide greater support for these services and facilities.

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## **6.0 CONCLUSIONS**

The original planned function of the Glenway Country Club, as a private facility for members from the Glenway Community has been lost for many years. It is appropriate to consider an alternative use for the lands.

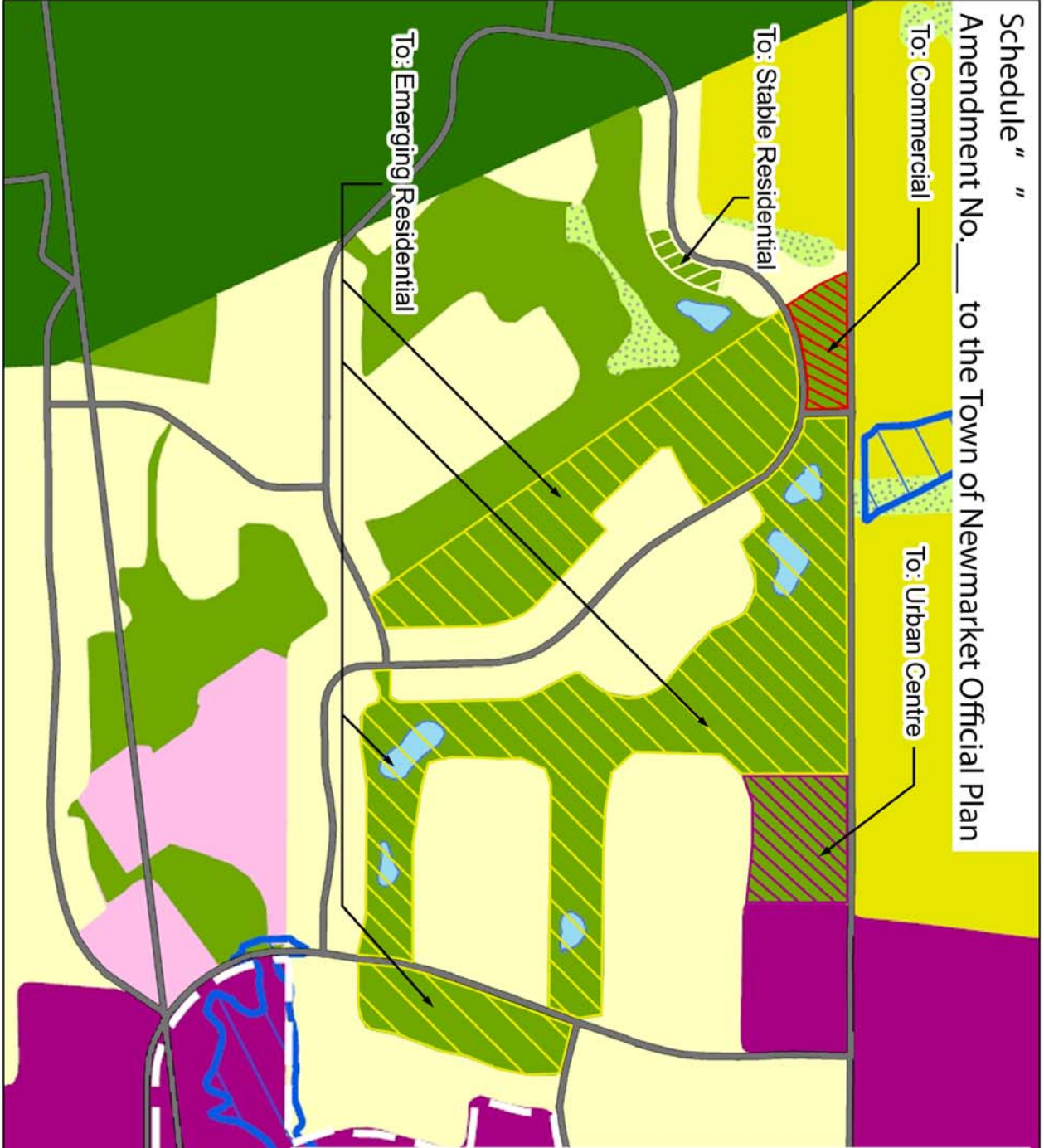
The province, the Region of York and the Town of Newmarket all have policy frameworks which promote opportunities for intensification and redevelopment, give priority to, and have targets for, intensification (rather than Greenfield development) to accommodate growth, and which emphasize the efficient use of existing infrastructure and public service facilities.

The proposed redevelopment of the subject lands provides a desirable opportunity for intensification in Newmarket, in a manner which supports the Urban Centre functions of the Town, supports transit, provides an expanded range of housing opportunities, and improves the provision of public parkland and trails.

The proposed redevelopment is also appropriate because it can be achieved without creating land use conflicts, but rather by reflecting the scale form and densities of adjacent uses, providing a transition and buffers to higher intensity development, and directing traffic from higher intensity uses to the arterial systems, away from the local street system.

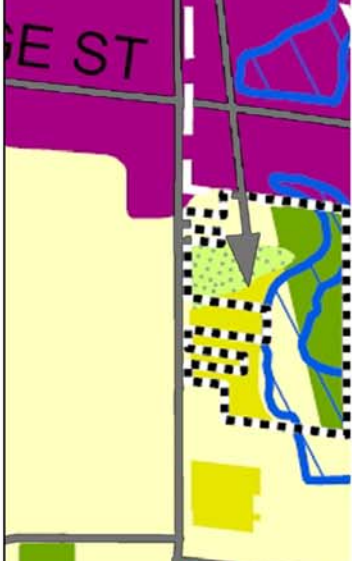
Richard Zelinka, MES, MCIP, RPP  
Principal Planner  
Zelinka Priamo Ltd.

Schedule " " Amendment No. \_\_\_ to the Town of Newmarket Official Plan



### Schedule A Land Use Town of Newmarket

- Stable Residential
- Emerging Residential
- Major Institutional
- Business Park - General Employment
- Business Park - Mixed Employment
- Commercial
- Urban Centre
- Parks & Open Space
- Natural Heritage System
- Oak Ridges Moraine Area  
The lands labelled Oak Ridges Moraine are subject to policies outside of this Official Plan
- Flood Plain  
Floodplain limits are shown for screening purposes only and may not reflect the most up-to-date data. The LSRCAs should be contacted to confirm the actual floodplain limits & to obtain the most up-to-date data. A topographic survey may be required in order to determine the limit of predicted flooding at a specific site.
- Waterbodies
- Watercourse
- Watercourse - Intermittent



## SCHEDULE 2

### CORPORATION OF THE TOWN OF NEWMARKET

#### BY-LAW NUMBER \_\_\_\_\_

A BY-LAW TO AMEND BY-LAW NUMBER 2010-40 BEING A ZONING BY-LAW.

THAT By-law Number 2010-40, as amended, be and the same is hereby further amended by:

1. Deleting from Schedule 'A' Map Number 8, the Open Space (OS-2-2, OS-2-32) substituting therefore the Residential (R1-D), the Residential (R1-CP) Zone, the Residential (R4-CP) Zone, the Residential (R5-\_\_\_\_) Zone and the Retail Commercial 2 (CR-2- ) Zone shown more particularly on Schedule "X" attached hereto.
2. Adding the following regulations relating to the R5-\_\_\_\_ Zone to Section 8.1.1 List of Exceptions:

Exception	Zoning R5-	Map 8	By-Law Reference	File Reference
i)	Location: Block 171			
ii)	Notwithstanding any other provision of the by-law to the contrary, the following provisions shall apply to the lands zoned R5-____ shown on Schedule "X" attached hereto:			
	a) Minimum Lot Frontage	14.54 m		
	b) Maximum Height	45 m (15 storeys)		

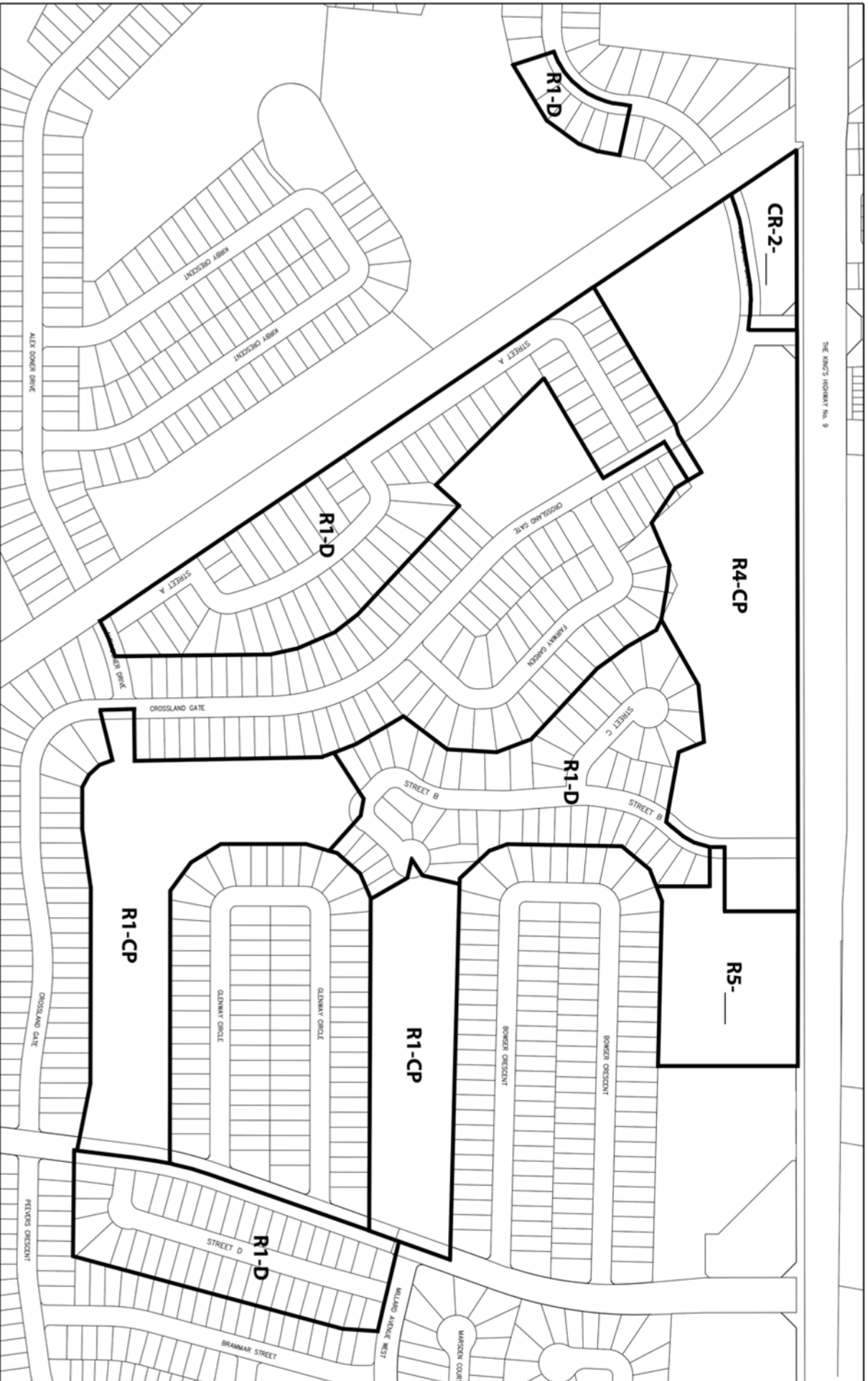
3. Adding the following regulations relating to the CR-2- Zone to Section 8.1.1 List of Exceptions:

Exception	Zoning CR-2-	Map 8	By-Law Reference	File Reference
i)	Location: Block 172			
ii)	Uses: In addition to uses permitted in the C-2 zone, a motor vehicle service station is permitted			
iii)	Notwithstanding any other provision of the by-law to the contrary, the following provision shall apply to the lands zoned CR-2- shown on Schedule "X" attached hereto:			
	a) Regulations relating to the motor vehicle service station shall be as set out in the AC zone.			

SCHEDULE 2  
DRAFT ZONING BY-LAW AMENDMENT

Town of Newmarket  
Regional Municipality of York

This is Schedule "X"  
to By-law \_\_\_\_\_  
Passed this \_\_\_\_\_ Day  
of \_\_\_\_\_, 2012



SCHEDULE "X" TO BY-LAW \_\_\_\_\_

TOWN OF NEWMARKET PLANNING DEPARTMENT