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OFFICIAL PLAN AMENDMENT NO. 93 (KESWICK SECONDARY PLAN), TOWN OF GEORGINA

The Planning and Economic Development Committee recommends the adoption of the recommendation contained in the following report, August 25, 2004, from the Commissioner of Planning and Development Services:

1. RECOMMENDATION

It is recommended that the Commissioner of Planning and Development Services be authorized to give notice to approve Amendment No. 93 to the Official Plan of the Town of Georgina, subject to the 49 modifications set out in *Attachment 2* and the 3 site-specific deferrals listed in *Attachment 3*.

2. PURPOSE

The purpose of this report is to recommend approval of the Town of Georgina's Official Plan Amendment No. 93 (OPA 93), subject to modifications and to defer portions of the plan so that site-specific issues can be properly considered on their own merits.

3. BACKGROUND

3.1 History

The Keswick Secondary Plan manages growth and development in the community of Keswick over a 20-year planning horizon. OPA 93 represents a 5-year review of the approved Keswick Secondary Plan, Official Plan Amendment No. 71 (OPA 71). Approved by the Region in March 1996, OPA 71 introduced a separate land use schedule and specific policies for the community of Keswick into the Town's parent Official Plan.

The 5-year review exercise involved a process of extensive public consultation, an analysis of current Provincial and Regional planning policy, an analysis of urban land needs, a retail market study, a transportation and municipal servicing assessment, an urban corridors visioning exercise and a review of environmental resources. Based on the Region's population projections, the review confirmed that there is no need to expand Keswick's urban boundary at this time.

On August 25, 2003 the Town of Georgina held a statutory public meeting to gather public input on the draft Secondary Plan revision. On March 22, 2004, the Town adopted OPA 93 and on May 10, 2004 and June 28, 2004 Georgina Council passed resolutions making minor wording modifications to the adopted Secondary Plan for the purposes of clarification, to address conflicting information and to address a number of the deferred items. The modifications are listed on *Attachment 2* to this report.

3.2 Location

The lands included within the OPA comprise those within the existing community of Keswick with a new Business Park Study Area added outside the limits of the Plan. The boundaries of the Secondary Plan are generally defined by Ravenshoe Road on the south, Old Homestead Road and Boyer's Sideroad on the north, Woodbine Avenue on the east and Cook's Bay on the west (*see Attachment 1*). The Business Park Study Area is southeast of the urban boundary of Keswick and is generally bounded by Ravenshoe Road on the south, the Maskinonge River on the north, Woodbine Avenue on the west and the future Highway 404 extension on the east.

3.3 Area Characteristics

The community of Keswick comprises approximately 1,740 hectares of land with a projected population reaching 38,700 persons by 2021 with 13,700 jobs. The community is characterised by primarily low-density forms of residential development with development and redevelopment opportunities for higher density residential forms and retail, employment and recreational uses serving the community. It is intended that the existing and future development in Keswick will continue to be on full municipal services into the future.

The land uses to the south, east and north of Keswick are predominantly rural. The lands to the north are also partially developed with cottage-style residential uses along the eastern shore of Cook's Bay.

3.4 Description of OPA

The purpose of OPA 93 is to update and introduce land use policies that are in keeping with the policies of the parent Official Plan (OPA 88) and other Provincial and Regional planning initiatives that have been introduced since the original Secondary Plan was approved. The purpose of OPA 93 is threefold:

- 1) To introduce a comprehensive update to the existing Secondary Plan that is sensitive to established development while embracing revised policies that reflect new and sustainable planning policies.
- 2) To introduce a business park study area outside of the existing urban boundary of Keswick with specific criteria for advancing an analysis on the introduction of future employment uses in the area.
- 3) To advance the concept of an additional Highway 404 interchange at the proposed intersection of the Highway extension and Glenwoods Avenue.

These components are discussed further in the paragraphs below.

Specifically, the significant changes to the Secondary Plan include:

- A confirmation of the community's urban boundary.
- An update to the environmental policies.
- A refinement to the land use policies with a view to encouraging more compact, mixed-use forms of development and the redevelopment of unused or underutilized lands.

- Providing for future employment uses to provide more live-work opportunities for area residents through the introduction of a business park study area.

The Keswick Secondary Plan comprises a mix of:

- lands designated “Neighbourhood Residential”, comprising approximately 1,185 hectares or approximately 68% of the total settlement area.
- 3 designated “Urban Centre” areas, comprising a total of approximately 111 hectares or approximately 6% of the total land area of Keswick community.
- lands designated “Commercial/Employment”, comprising approximately 123 hectares or approximately 7% of the total land area.
- lands designated “Greenlands”, comprising approximately 230 hectares or approximately 8% of the total land area.

A set of Urban Design Guidelines, in conjunction with the Secondary Plan, is attached to the document. The Guidelines provide clarity of the Town’s objectives and tools that will assist the Town to encourage appropriate and sensitive redevelopment projects. References to the Guidelines are made throughout the Secondary Plan when referring to opportunities for development and redevelopment along the collector and Regional road corridors and within the key urban centre areas.

4. ANALYSIS

4.1 The Land Uses and Policies for Keswick

The land use patterns and policies of the Secondary Plan have gone through extensive consultation and represent good planning. Key aspects of the plan are:

- A community-first approach to land use.
- Infilling, redevelopment and intensification are encouraged where appropriate.
- Natural features are protected and enhanced through policies related to Greenlands System and Shoreline/Valley Land overlay designations.
- Reinforcement of Georgina’s Growth Management Plan as it maintains Keswick’s defined urban boundary.
- Initiating the review of a future employment area to help maintain a balance of land uses in the community with the goal of reducing out-commuting for employment.

4.2 Regional Official Plan

The proposed changes to the Secondary Plan conform and are consistent with the goals and objectives of the Regional Official Plan (ROP), as described below.

4.2.1 Urban Area

The lands subject to the Secondary Plan are designated “Urban Area” by Map 5 of the ROP. The “Urban Area” designation envisions urban development on full municipal services with forms of development and densities that are in keeping with the Town’s goals.

4.2.2 Regional Greenlands System

It is a goal of the ROP that designated greenland areas should be managed to protect and enhance these natural resources where possible. Changes to the Secondary Plan improve existing policy by incorporating natural lands into a public, community-wide greenland and pathway system, where possible, based primarily on improvements to the Maskinonge River corridor. An environmental protection toolset attached as Appendix B to the Secondary Plan will be used by the Town's Environmental Advisory Committee to implement a comprehensive environmental protection strategy for Keswick.

To provide further clarity and to strengthen the Plan's policies, it is recommended that modifications to Subsections 9.1.1.4.4(b) and 9.1.3.7.1(c) be made to reference the Regional Greenlands policies (*see Attachment 2*).

4.2.3 Business Park Study Area

The Business Park Study Area designation is an overlay designation on lands outside of the existing Keswick urban boundary. The area is generally defined as north of Ravenshoe Road and south of the Maskinonge River, between Woodbine Avenue and the future Highway 404 extension and proposed to be accessed by a new Highway 404 interchange at Glenwoods Avenue. The introduction of the study area recognizes the importance of providing a suitable, accessible location for long-term employment uses to move towards achieving a balance of land uses in the Town and reduce the out-commuting of residents to work. The study area designation will facilitate the future analysis of the area for employment-generating land uses.

The ROP encourages balanced growth. The proposed study will look at the amount of additional land, if any, and types of uses that are required to accommodate future employment-generating opportunities. Section 3.21 of the Secondary Plan sets out a number of conditions that must be met prior to the lands being designated for development. These conditions include the extension of Highway 404 to Queensville and a Provincial commitment to extend it to Ravenshoe Road. All tests of the ROP for urban expansions and the emerging Provincial planning initiatives will be applied prior to any urban boundary expansions.

4.2.4 Community Building Policies

The Town has worked with the stakeholders to develop a revision to the Secondary Plan with policies based on infill and intensification within Keswick's existing urban area. OPA 93 refines the land use policies of the Secondary Plan with a view to encouraging more compact, mixed-use development and the redevelopment of unused or underutilized lands.

Policy 5.2(7) of the ROP specifies that new development areas within the identified urban areas on Map 5, shall be subject to the preparation of comprehensive secondary plans and sets out criteria to be considered. These criteria were addressed by the Town during the preparation of the Secondary Plan and the land use policies of OPA 93 are consistent with the objectives of the ROP.

4.3 Glenwoods Interchange on Highway 404

During the circulation process, the Ministry of Transportation (MTO) commented that there are operational and safety concerns associated with the proposed additional interchange on the 404 extension at Glenwoods Avenue.

MTO has notified the Town that an operational study of the traffic and safety impacts will be required, to the satisfaction of MTO, before any additional interchanges can be considered.

Regional staff have no objections to the concept of the additional Glenwoods interchange, on the understanding that the necessary approvals be obtained from MTO at the appropriate time. The development of a cost-sharing scheme between the Region and Town for the proposed interchange would be contingent upon Glenwoods Avenue, east of Woodbine Avenue, being adopted as a Regional road and an amendment to the Regional Development Charges by-law to address the additional expense of the interchange.

4.4 Servicing and Transportation

4.4.1 Transportation

Ravenshoe Road, Woodbine Avenue, Glenwoods Avenue, Morton Avenue, Old Homestead Road, The Queensway South and Metro Road North are all Regional Roads in Keswick. The Region's 10-year Capital Plan sets out an expansion project list that includes projects to widen Woodbine Avenue to 4 lanes from Ravenshoe Road to Morton Avenue in 2005 and to reconstruct and add a continuous centre left-turn lane on Metro Road from Morton Avenue to Old Homestead Road in 2011. OPA 93 and the Keswick Secondary Plan are consistent with the roads portion of the Region's 10-year Capital Plan.

The north-south traffic in the Woodbine Avenue and Leslie Street corridors is currently operating at or near service capacity. The anticipated traffic demands related to draft approvals already granted in Keswick, and the communities of Holland Landing, Queensville and Sharon to the south, will exceed the service capacities of those corridors in some locations. While the extension of Highway 404 to Ravenshoe Road would provide additional traffic capacity, it is not known at this time when that extension will take place. Subsection 9.1.7.1.1 of the Secondary Plan requires that growth be phased in consideration of, among other things, the availability of transportation capacity on the existing road network (in particular, on Leslie Street and Woodbine Avenue). The processing of development applications can be deferred or held in abeyance is appropriate service levels in those corridors cannot be provided. In addition, prior to any urban boundary expansions taking place in Keswick, additional road capacity, specifically the extension of Highway 404 to Ravenshoe Road, will be required.

The preparation of Development Area Plans will ensure that the capacity of the local and regional road network will be coordinated with new development. Minor modifications related to transit-supportive development and bicycle paths are recommended to add

consistency within the Secondary Plan and between the Plan and the ROP (*see Attachment 2*).

4.4.2 Water Servicing

The Region currently provides water servicing to Keswick from a Lake Simcoe based treatment plant located at the northern end of Keswick. This existing water treatment plant has a capacity to service a population equivalent of approximately 24,200 persons. Additional water supply capacity in Keswick will be provided by the new Lake Simcoe based water treatment facility in Willow Beach, which is designed to service the Keswick, Sutton and the Lakeshore Communities. The first phase of the new treatment facility was completed at the end of 2003. Under the Region's 10-year Capital Plan, a new watermain is proposed along Metro Road, and south along Woodbine Avenue to Church Street to connect the Keswick water system to the new treatment facility and is scheduled for completion in 2005. With the interconnection of the two systems, the combined system is capable of servicing approximately 45,000 persons in Keswick, Sutton and Willow Beach combined. Further extension of the Woodbine watermain south to Glenwoods Avenue is planned for 2011. The second phased expansion of the Willow Beach treatment plant has been planned for 2007 in the Region's current 10-year Capital Plan. The exact timing of the capacity increase will be reviewed as part of the process in the preparation of the next 10-year Capital Plan.

OPA 93 and the Keswick Secondary Plan are consistent with the water servicing portion of the Region's 10-year Capital Plan. The development of business park study area between Woodbine Avenue and Highway 404 may necessitate the advancement of some infrastructure. The impact of servicing these lands will need to be assessed, as a more detailed development proposal of the area becomes available.

A minor modification pertaining to the Region's capital water works plan is recommended for clarification and to add consistency within the Region's 10-year Capital Plan (*see Attachment 2*).

4.4.3 Wastewater Servicing

The existing sewage treatment plant in Keswick has a capacity to service a population equivalent of approximately 33,000 persons, with a planned expansion in 2011 under the 10-year Capital Plan. The timing of this expansion is currently under review, as the recently completed study by the Region entitled "Keswick WPCP Performance Assessment and Capacity Re-evaluation" concluded that plant expansion is required by 2007 based on an updated growth projection. The Region is currently in the process of initiating a Class Environmental Assessment Addendum to determine the preferred option to increase sewage capacity.

OPA 93 and the Keswick Secondary Plan are consistent with the wastewater servicing portion of the Region's 10-year Capital Plan. The development of employment study area between Woodbine Avenue and Highway 404 may necessitate the advancement of some infrastructure. The impact of servicing these lands will need to be assessed, as a more detailed development proposal of the area becomes available.

A minor modification pertaining to the Region's capital wastewater works plan is recommended for clarification and to add consistency within the Region's 10-year Capital Plan (*see Attachment 2*).

5. MODIFICATIONS AND DEFERRALS

5.1 Modifications

The proposed modifications to OPA 93 are shown on the attached Attachment 2. Many of the modifications are minor changes for clarification purposes being made at the request of Town of Georgina Council as per resolutions passed on May 10, 2004 and June 28, 2004, or by Town staff to clarify information or address outstanding issues.

Additional modifications are being recommended by Regional Planning staff. Many of the proposed modifications are to clarify the intent or to correct minor grammatical or numbering errors. Modifications are also being recommended that refer to and reinforce the policies of the Region's Official Plan, clarify the Region's interest in specific areas, reflect requests of the Town or provide the ability to correct technical elements of the Secondary Plan in the future. Town staff concur with the recommended modifications.

5.2 Deferrals

The Town is proposing four deferrals of OPA 93, shown on Attachment 3, to further evaluate and consider the site-specific issues. After reviewing the requested deferrals and discussing them with Town staff, it is recommended that the following deferrals be made.

5.2.1 Deferral Requests Recommended

- a) The owners of property described as Part 1, 2 and 4 on Plan 65R-22164 and Part 1 on Plan 65R-25043 (*see Attachment 3*), known as Crates Marina, requested a deferral of the proposed "Neighbourhood Residential" designation of the lands in consideration of an "Urban Centre" designation. The Owner is in discussions with the Town and area residents to build a consensus on the issues. Through discussions with the Town, Regional staff agree that the land use designation on these lands should be deferred on the basis that the outstanding issues are being dealt with by the Town and on the anticipation that the issue will be resolved in September 2004.
- b) At their meeting of May 10, 2004, Town Council approved the deferral of the boundaries of the Glenwoods Development Area as indicated on Schedule F1 be deferred to allow further consideration of the appropriate boundary in the location of the storm management channel at the westerly edge and in the context of the recent proposal submitted for the northwest corner of Woodbine Avenue and Glenwoods Avenue at the easterly edge. Regional staff agree that the limits of the Development Area should be deferred.

- c) The owner of property described as Part of Lot 16, Concession 2, on the northeast corner of Old Homestead Road and Metro Road North (*see Attachment 3*), requested a deferral of the “Neighbourhood Residential” designation of the lands. The Owner wishes to have a site specific policy applied to these lands to recognize the previous approvals on the lands for a multiple residential form of development in the Neighbourhood Residential designation so that revised applications for a townhouse development on the lands can be properly considered by the Town. Through discussions with the Town, Regional staff agree that the land use designation on these lands should be deferred on the basis that the outstanding issues are being dealt with by the Town.
- d) The owners of property described as Part of Lot 4, Concession 3, southwest of Glenwoods and Woodbine Avenues, requested that the limits of the “Greenlands System” designation on a portion of the property be deferred until such time as the development plans for the property have been finalized. The owners have indicated that an area on the property defined as a woodlot by the Town is not suitable for preservation. The owners are undertaking the necessary studies and are working with the Town to resolve the issue. Through discussions with Town staff, Regional staff feel that a deferral is warranted.

These deferrals are matters of local interest and do not impact Regional interests. Under By-law A-175-95-43 these matters may be further approved by the Commissioner of Planning and Development Services under delegated authority from Regional Council once the issues have been resolved.

5.2.2 Deferral Requests Not Recommended

- a) The owners of property described as Part of Lot 10, Concession 3, southwest of Morton and Woodbine Avenues, requested that the land use designation of the lands be deferred for future consideration. The owner is contemplating development opportunities of the property and suggests that the boundary of the “Greenlands System” designation should be changed. Provisions in existing policy allow for the exact limits to be set through the development approvals process. Through discussions with Town staff, Regional staff feel that a deferral is not warranted in this instance and that the designation should be approved as adopted by the Town.
- b) The owners of property described as Part of Lot 2, Concession 3, have requested that Subsection 9.1.3.8(f)(iv) of the Secondary Plan, an area-specific policy pertaining to South Keswick Development Area (Development Area 4), be deferred. The manner in which the average residential density is calculated in the Development Areas needs to be clarified. On June 28, 2004 Georgina Council passed a resolution to increase the maximum average density reference from 16.5 to 16.6 units per gross residential hectare in the South Keswick Development Area for medium density forms of housing. Regional staff feel that the modification achieves the goals of the Town and owner and a deferral is not necessary.

- c) The owners of property described as Part of Lot 15, Concession 3, on the south side of Old Homestead Road and west of The Queensway South have requested a deferral of the Development Area designation of the lands. Town staff have discussed the issue with the owners and recommend that the Region replace the current wording with the following wording regarding Development Area 1 as a modification to Subsection 9.1.3.8(f)(i) of the Secondary Plan:

“(i) Development Area 1 – Queensway West shall develop with low density residential land uses. When preparing the design for development of the area, regard shall be given to ensure that the proposed lots are compatible with adjacent lot sizes and patterns. The proposed lots on the perimeter of the development area which abut larger existing lots shall generally have wider frontages than proposed lots within the interior of the development area. Issues related to the nature and extent of the environmental feature bisecting the area will need to be considered. The maximum density in Queensway West shall be 11.0 units per gross residential hectare.”

The property owner, Town staff and Regional staff feel that the modification is appropriate. Regional staff have included the revised wording as a modification listed on Attachment 2.

- d) The owners of property described as Block 312, Draft Plan of Subdivision 19T-91002, on the south side of Springwater Drive, east of The Queensway South have requested a deferral to the property's designation to include a portion of the lands in the “Urban Centre” designation. Town staff have recommended that the following site-specific policy be added as a modification to Subsection 9.1.3.9 to the Plan:

“(d) Notwithstanding Sections 9.1.3.2.1(d) and (j) and 9.1.3.2.3 (b) and (f), on those lands described as Part of Lot 9, Concession 3, being Block 312 on Draft Approved Plan of Subdivision 19T-91002, only low and medium density residential uses and Special Needs Housing shall be permitted and the number of storeys per dwelling unit shall be limited to four.”

The property owner, Town staff and Regional staff feel that the modification is appropriate. Regional staff have included the additional wording as a modification listed on Attachment 2.

- e) The owners of property described as Part of Lot 7, Concession 3, on the south side of Fairwood Drive, northwest of Woodbine and Glenwoods Avenues with respect to permitting increased density on the lands. These lands are a former school site, the interest of which is now being released by the School Board. These lands were created as a block on the subdivision plan of the lands to the west. The density of development of those lands was set on the assumption that the subject lands would be developed with a school. Through discussions with Town staff, Regional staff recommended that the following site-specific policy be added as a modification to Subsection 9.1.3.9 to the Plan to facilitate the residential development of the lands:

“(e) When preparing the design for development of those lands described as Part of Lot 7, Concession 3 (N.G.), also described as Block 114 on Plan 65M-3270, regard shall be given to ensure that the proposed lots are compatible with adjacent lot sizes and patterns. The proposed lots abutting existing residential lots shall have a minimum lot frontage of 15 metres”

The property owner, Town staff and Regional staff feel that the modification is appropriate. Regional staff recommend that the above wording and a notation on Schedule F5 be added as a modification on *Attachment 2*.

6. FINANCIAL IMPLICATIONS

A summary fiscal impact review of the Keswick Community Plan area indicates that the proposed development within the plan will not adversely impact the Regional tax rate (tax levy).

The Regional Transportation and Works Department has identified several capital projects that are required in the vicinity of the Keswick Secondary Plan area. These include construction of several road widenings, intersection improvements, a potential interchange at Glenwoods and Highway 404 and additional water servicing capital infrastructure is required to provide capacity for the full buildout of the in the 2005 to 2020 time frame. Currently there are no Transit improvements included in the Region's long term capital program for the Keswick Secondary Plan area and vicinity.

A full fiscal impact analysis is attached to this report as *Attachment 4*.

7. LOCAL MUNICIPAL IMPACT

The Town of Georgina has adopted OPA 93 and passed resolutions on May 10 and June 28, 2004 that modify it. The recommendations of this report are consistent with the Town's position.

8. CONCLUSION

Approval of Town of Georgina's OPA 93 will facilitate the approval of an updated and revised secondary plan for the community of Keswick. The Plan was prepared on the basis of extensive public input and a detailed analysis of urban land needs, a retail market study, a transportation and municipal servicing assessment, an urban corridors visioning exercise, a review of environmental resources and other background information.

The lands are designated "Urban Area" by the Regional Official Plan. OPA 93 and the Keswick Secondary Plan are consistent with the intent of this designation.

Based on the Region's current population and employment projections for the Town, there is no need to expand the boundary of the Keswick community at this time. However, given the need to balance employment and residential growth in the Town and the planned extension of Highway 404 into Georgina, it is appropriate to designate the Business Park Study Area and a new Highway interchange, as proposed, to explore those opportunities for the future. All ROP policies for urban boundary expansions and the emerging Provincial planning policy initiatives will be addressed through the study process.

OPA 93 advances the Town's and Region's growth management approach to direct growth and redevelopment to designated urban areas. The Secondary Plan is consistent with the Provincial Policy Statement and the Regional Official Plan and represents good planning. It is therefore recommended that OPA 93 be modified and approved.

The Senior Management Group has reviewed this report.

(A copy of the attachments referred to in the foregoing is included with this report and is also on file in the Regional Clerk's office.)