Planning Services
Public Meeting Report

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Report To: Planning and Development Committee
Date of Meeting: January 30, 2017
Report Number: PSD-009-17 Resolution Number: PD-027-17
File Number: COPA2016-0004 & ZBA2016-0024 By-law Number:
Report Subject: Applications by High Street Courtice Inc. to amend the Clarington Official Plan and Zoning By-law to permit a 442 unit residential development along Courtice Main Street

Recommendations:

1. That Report PSD-009-17 be received;

2. That the applications submitted by High Street Courtice Inc. for a Clarington Official Plan Amendment (COPA2016-0004) and Rezoning (ZBA2016-0024) continue to be processed including the preparation of a subsequent report; and

3. That all interested parties listed in Report PSD-009-17 and any delegations be advised of Council’s decision.
# Report Overview

This is a public meeting report to provide an overview of the applications by High Street Courtice Inc. The proposed multi-unit residential development would introduce a total 442 units along the Courtice Main Street, south of Highway 2 and east of Darlington Boulevard. The proposal includes 363 apartment units in three buildings, 75 townhouse units and 4 single detached dwellings.

## 1. Application Details

1.1. **Owner/Applicant:** High Street Courtice Inc.

1.2. **Agent:** Weston Consulting

1.3. **Proposal:**

   **Application to amend the Clarington Official Plan and Courtice Main Street Secondary Plan:**

   To permit townhouse development (up to 3 storeys) on lands designated Low Density Urban Residential; and,

   To allow a reduction in the minimum height required by the Mid-Rise High Density Residential designation from 6 storeys to 2 storeys for the townhouse development.

   **Application to Amend the Zoning By-law:**

   To permit a multi-unit residential development containing a total of 442 dwelling units:

   - Building 1: 126 apartment units (10 storeys)
   - Building 2: 100 apartment units (9 storeys)
   - Building 3: 137 apartment units (8 storeys)
   - Townhouses: 75 units (up to 3 storeys)
   - Single Detached Dwellings: 4 units (up to 3 storeys)

1.4. **Area:** 9.8 hectares

1.5. **Location:** Part of Lot 34, Concession 2, former Township of Darlington 13 and 15 Darlington Boulevard and 1475 - 1495 Highway 2

1.6. **Roll Number:** 1817 010 070 03690; 1817 010 070 04325; 1817 010 070 05300; and 1817 010 070 05200

1.7. **Within Built Boundary:** Yes
2. **Background**

2.1 The subject applications were deemed complete on November 28, 2016. The original submission proposed a total of 531 units (452 apartments, 75 townhouse units and 4 single detached dwellings). Shortly after receiving the initial submission, the applicant revised the application by reducing the number of apartment units by 82 units, resulting in a total unit yield of 442 units (363 apartments, 75 townhouse units and 4 single detached dwellings). The notice for the Public Information Centre and Public Meeting reflected the revised application.

2.2 A key map is included in this report as Figure 1 and a preliminary site plan is included as Figure 2.

*Figure 1: Area of Development*
2.3 The current proposal includes the dedication of 0.19 hectares of developable tableland to the Municipality of Clarington to create additional parking for Tooley’s Mill Park.

2.4 The subject development application also requests the transfer of 0.18 hectare of land owned by the Municipality of Clarington back to the developer. These were previously dedicated as lands for a stormwater management facility and open space. The stormwater management pond is no longer needed to service the subject lands. The location of the requested lands are shown on Figure 1.

2.5 The subject lands have been the subject of previous development approvals that did not proceed. These parcels are depicted on Figure 3.

- **Former “Residences of Farewell” lands**
  
  In 2009, amendments to the Clarington Official Plan and Zoning By-law were approved for a proposed 177 unit apartment building and 6 townhouse blocks. A site plan application was never received and the development did not proceed. However, the Open Space lands and lands identified for a stormwater pond were dedicated to the Municipality of Clarington.

- **Former “Pointe of View” lands**
  
  These lands were placed in the R4-7 zone in 1988 which permits up to four, 12 storey apartment buildings and up to 333 dwelling units. In 2007, a site plan application was processed for 184 apartment units in three 4-storey buildings. The site plan application was never finalized and the development did not proceed.

2.6 An application for adjacent lands, referred to as the “Shoppes of Farewell” was zoned (H)C1-39 in 2005 to allow for 2,650 square metres of retail commercial and office uses. At the time, an LCBO was contemplated for the site, however development did not proceed. The design of this site will be reviewed for shared services and access at a conceptual level. The “Shoppes of Farewell” lands are shown on Figure 3.

2.7 Lands to the south on Darlington Boulevard, having a municipal address of 43 Darlington Boulevard, were once a contiguous parcel with the “Residence of Farewell” lands. With the dedication of the Open Space lands to Municipality of Clarington, these lands have become a separate parcel and are under separate ownership. Future development of 43 Darlington Boulevard would require assembly of additional lands from existing lots along Darlington Boulevard. The Official Plan designates these lands low density residential. Planning Act applications are required for any proposed development, including a separate public meeting. The lands referred to as 43 Darlington Boulevard are shown on Figure 3.
Figure 3: Context of Previous Development Approvals
2.8 The following studies were submitted in support of the applications and circulated for comments. A detailed analysis of the supporting documents will be provided in a future report:

- Planning Justification Report;
- Functional Servicing/Stormwater Management Report;
- Environmental Impact Study;
- Hydrogeological Report;
- Soil Investigation;
- Geotechnical/Slope Stability Reports;
- Traffic Study;
- Urban Design Report;
- Stage 1 Archaeological Assessment; and
- Phase 1 Environmental Site Assessment.

2.9 A Public Information Centre was held on January 11, 2017 at Faith United Church. Approximately 100 individuals attended the Public Information Centre. An overview is provided in Section 7.3 of this report.

3. Land Characteristics and Surrounding Uses

3.1 The subject lands are currently vacant, except for 2 single detached dwellings located at 13 Darlington Boulevard and 15 Darlington Boulevard. These would be demolished to facilitate the development. The subject site has the Farewell Creek and valley system traversing the lands in a southwesterly direction, on the east side of the site. The site has regenerated over time.

A Regional Easement (9 meters) wide and Sanitary Trunk Sewer crosses the site, while stormwater from Highway 2 currently crosses the site and must be accommodated in the development of the subject lands. (See Figure 1).

3.2 The surrounding uses (see Figure 3) are as follows:

North: Single detached residential lots along Cherry Blossom Crescent; existing commercial and institutional uses along Highway 2 corridor

South: Farewell Creek valleylands and single detached residential units along Darlington Boulevard

East: Tooley’s Mill Park and Farewell Creek valleylands; single detached residential lots along White Cliffe Drive and White Cliffe Court

West: Single detached dwellings along Darlington Boulevard and Foxhunt Trail; existing commercial and retail uses along Highway 2 corridor
4. Provincial Policy

4.1 Provincial Policy Statement

The Provincial Policy Statement identifies settlement areas as the focus of growth. Land use patterns shall be based on densities and a mix of land uses that efficiently use land, resources and infrastructure.

Opportunities for redevelopment and intensification must be promoted. Municipalities must provide a variety of housing types and densities, and a range of housing options that are affordable to the area residents.

Healthy and active communities should be promoted by planning public streets to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity. Compact and diverse developments promote active modes of transportation such as walking and cycling.

4.2 Provincial Growth Plan

The subject lands are within the defined Built Boundary. Population and employment growth will be accommodated by directing a significant portion of new growth to the built up areas through intensification and efficient use of existing services and infrastructure. The development of complete communities is encouraged by promoting a diverse mix of land uses, a mix of employment and housing types, high quality public open space and easy access to local stores and services. New transit-supportive and pedestrian-friendly developments will be concentrated along existing and future transit routes. A minimum of 40 percent of all residential development occurring annually within each upper tier municipality will be within the built up area.

5. Official Plans

5.1 Durham Regional Official Plan

The Durham Region Official Plan designates the subject lands as a Regional Corridor. Highway 2 is an arterial road and also functions as a transit spine. The Farewell Creek and valley system is identified as part of the Natural Heritage system.

Living Areas shall be developed in a compact form through higher densities and by intensifying and redeveloping existing areas, particularly along arterial roads, and develop with particular consideration for supporting and providing access to public transit. Regional Corridors are targeted for higher densities and mixed uses, supporting higher order transit services and pedestrian oriented development. Regional Corridors support an overall, long-term density target of at least 60 residential units per gross hectare, and a floor-space index of 2.5.
By 2015, and each year thereafter, urban areas across the Region shall be planned to accommodate a minimum 40 percent of all residential development occurring annually through intensification within built-up areas. The Durham Regional Official Plan requires a minimum intensification target of 32% for lands within the built boundary in Clarington.

Transit Spines facilitate inter-regional and inter-municipal transit services along arterial roads (GO Transit), and intersect with local transit services (Durham Regional Transit). Development along Transit Spines shall provide for complimentary higher densities and mixed uses in accordance with the Regional Corridor policies.

Since the site is along Highway 2, noise impacts from the arterial road must be mitigated in accordance with Ministry of Environment guidelines.

5.2 Clarington Official Plan

The lands, save and except for 13 Darlington Boulevard and 15 Darlington Boulevard, are designated Mid-Rise Residential and are located along a Corridor and within the Courtice Main Street Secondary Plan area. The Courtice Main Street has a housing unit target of 2000 intensification units and a population target of 4000 people. The lots fronting onto Darlington Boulevard are designated Low Density Urban Residential.

Corridors are linkages between centres. Development must fulfill objectives for intensification, and pedestrian/transit supportive development. Corridors support higher densities. Density must be functional, balanced with compatibility and urban design and create a distinctive community image.

The site must satisfy the Official Plan’s comprehensive Urban Design policies that encourage a high quality public realm, and give priority to sustainable design, including environment-first principles, walkability, land efficiency, compact and connected communities and resource and energy efficiency. Attractive and safe communities are encouraged to create a sense of place and a diversity of built form. The built form should facilitate active transportation and public transit.

Highway 2 is identified as an arterial road consistent with the Durham Regional Official Plan.

5.3 Clarington Official Plan as Amended by Amendment 107

The Clarington Official Plan, as amended by Official Plan Amendment 107 designates the lands predominantly the Regional Corridor. The lots fronting Darlington Boulevard are residential internal to the neighbourhood. The amended Clarington Official Plan establishes urban structure typologies and built form directives for Centres, Corridors, Transportation Hubs, Waterfront Places, Edge of Neighbourhoods, Along Arterial Roads and Internal to Neighbourhoods. Mixed use building and apartments are permitted with a height between 3 and 12 storeys, and minimum net density of 85 units per hectare. Proposals for multi-unit residential must consider appropriateness of the site, compatibility, provision of suitable access points, traffic and parking impacts, massing and urban design policies.
Amendment 107 added a conceptual trails map which includes a trail along the Farewell Creek Valley.

5.4 Courtice Main Street Secondary Plan

The lands within the Courtice Main Street Secondary Plan area are designated as Mid-Rise High Density requiring buildings to be a minimum of six storeys and a maximum of ten storeys.

The Secondary Plan also identifies a trail system and a network of private lanes to be considered during the review of the applications.

The Secondary Plan provides detailed urban design policies to ensure street oriented buildings and an attractive streetscape along the Courtice Main Street. Development must meet the needs of pedestrians, cyclists and transit users as well as automobiles. Views and connections to natural heritage features shall be preserved and enhanced.

6. Zoning By-law

Zoning By-law 84-63 has several zones (see Attachment 1) applicable to the site as follows:

- The R1 Zone permits single detached and semi-detached dwellings.
- The R4-30 Zone permits 177 apartment units in an eight storey building and six townhouse units – See “Residences of Farewell” lands on Figure 2.
- The R4-7 Zone permits up to 333 apartment units in four, 12-storey apartment buildings.
- A narrow strip of lands zoned C1-39 lies between the “Shoppes of Farewell” lands and the proposed townhouses.

The Holding (H) Symbol remains in place on the majority of the subject lands as previous development approvals did not proceed.

The rezoning application proposes to establish amended zones and regulations to reflect the revised development plan.

7. Public Notice and Submissions

7.1 A combined notice of the Public Information Centre and Public Meeting was mailed on December 22, 2016. Details of the application were also included in the Planning Services Department E-update. Details of the application, including copies of supporting material and drawings, were posted to the development application page on the Municipality of Clarington website.

7.2 The applicant hosted a Public Information Centre on January 11 at Faith United Church in Courtice, and approximately 100 people attended.
7.3 In addition to providing comments at the Open House, several individuals contacted staff seeking additional information, and many have submitted written comments. At the time of writing this report, concerns raised relate to:

- Development is too dense; high density not wanted or needed
- Insufficient parking provided
- Traffic and access – existing concern regarding traffic using Darlington Boulevard, Foxhunt Trail as a shortcut to Oshawa and Highway 401 via Olive Street and Harmony Road; traffic from this development exiting Darlington Boulevard should be forced to travel north to the signalized intersection
- Timing of light changes at signalized intersection; capacity of intersection
- Condition of Darlington Boulevard; lack of sidewalks
- Safety of pedestrians/children
- Impacts to property values
- Development will make area unattractive; ruin country feel
- Building height should be reduced; six or seven storeys
- Compatibility with existing development in area
- Strain on health care, schools and other social/community services
- Construction traffic
- Timing of trail or walkway to creek
- Development impacts to Farewell Creek and valley system
- Increased noise impacts from rooftop mechanical systems
- Vandalism, crime, privacy, and pollution.

7.4 Staff have also been contacted by individuals with an interest in purchasing or renting units within the development.

8. Agency Comments

8.1 At the time of writing this report comments from Regional Planning and the Central Lake Ontario Conservation Authority have not been received.

8.2 Kawartha Pine Ridge District School Board

Kawartha Pine Ridge District School Board offered no objection to the proposal and advised students generated by this development would attend S.T. Worden Public School and Courtice Secondary School. School Board staff request consideration be given to sidewalk routes and pedestrian connections to allow safe access for students.

8.3 Other Agencies

Enbridge, Rogers and Canada Post have no objections to the proposed applications.
9. Departmental Comments

9.1 Engineering Services

Traffic and On-Site Parking

The applicant has submitted a Transportation Impact Study in support of this development. Staff note that the study does not adhere to the Municipality of Clarington nor the Durham Region Traffic Impact Study Guidelines.

The analysis did not sufficiently address the volume of traffic that will be generated by the development of this site and potential traffic infiltration from the site to the adjacent residential neighbourhood southwest of the site. These items must be addressed in subsequent submission(s) of the Transportation Impact Study.

The Transportation Impact Study includes an analysis of onsite parking. The first submission is deficient in onsite parking according to current Zoning By-law requirements. The consultant provides some rationale for decreasing the number of spaces required including reliance on “aggressive transportation demand management” ie. proximity to transit. Engineering Staff do not accept the recommendations of the parking study at this time.

Staff will continue to work with the developer’s traffic consultant to address all deficiencies and to finalize a study that is acceptable to both the Director of Engineering Services and the Region of Durham.

Slope Stability Assessment and Environmental Impact Study

The applicant has submitted a Slope Stability Assessment, EIS and related studies to determine the development limit. The development limit will be finalized once these are reviewed and finalized by municipal staff and the Conservation Authority.

Functional Servicing Report

The applicant has submitted a Functional Servicing Report which addresses site grading, servicing and stormwater management. The Report is generally satisfactory for the purpose of supporting the Official Plan Amendment and the Rezoning. Grading and servicing details will be further implemented through the review of the subject applications and site plan approval.

Reconstruction of Darlington Boulevard

Darlington Boulevard is currently built to a rural cross-section, and is serviced with water and streetlights. This development is premature until the Municipality has approved the expenditure of funds for the reconstruction of Darlington Boulevard to a full urban standard including curb and gutter, storm sewers, sidewalks and any other works deemed necessary by the Director of Engineering Services. The applicant will be required to co-ordinate the construction of the development with the Municipality’s future capital project.
Phasing

Phasing of the development including the construction of access points require further review. Consideration must be given to commencing development closest to Highway 2 initially with entrances via Highway 2 constructed with the first phase.

The Municipality will require a concept plan for the remaining residential lands between the existing commercial site and the entrance via Darlington Boulevard. Lands adjacent to Darlington Boulevard may be frozen until the concept for future phases is finalized.

Pedestrian Connectivity from Darlington Blvd. to the Farewell Creek Valley

The applicant will be responsible to provide a public pedestrian connection from Darlington Boulevard to the Farewell Creek valley to the satisfaction of the Directors of Engineering Services and Planning Services. Further discussion with the applicant will be required.

9.2 Emergency and Fire Services

Emergency and Fire Services have no objection in principle to the proposed development. However, they provided comments to be addressed through the Site Plan Approval. Fire routes having a minimum width of six metres must be provided throughout the development and signed “No Parking Fire Route”. Private fire hydrants are to be painted red to be highly visible. If buildings are sprinklered, distance from fire department connection to fire hydrant shall not exceed 45 metres.

9.3 Operations Department

Operations Department has no objection to the Official Plan Amendment and Zoning By-law Amendment and provided comments for consideration through the Site Plan Approval. Internal roadways and infrastructure will be maintained by the condominium corporation. The site plan must identify dedicated snow storage areas. Measures will be required to guard against any mud tracking from the site onto the area roadways for the full period of construction.

10. Discussion

10.1 The subject lands are located along the Courtice Main Street which has been identified as a priority area to accommodate growth. The lands have a lengthy history of development review and approvals and the development has the potential to significantly contribute to density and intensification targets along the principal transit spine in the community. A 3-D visualization of the proposed development is shown on Attachment 2.

10.2 The development proposes 442 units on a net area of approximately 4.2 hectares resulting in net density of 105 units per hectare which satisfies the Regional Official Plan and Clarington Official Plan minimum density targets for this location. However, with a Floor Space Index of approximately 1.2, it is well below the target Floor Space Index of 2.5.
10.3 The proposed development presents many complex issues to review and resolve prior to bringing forward a recommendation:

- Traffic impacts
- Connecting the neighbourhood along Darlington Blvd. to the Farewell Creek valley and trail system
- Parkland dedication & transfer of municipally owned lands to developer
- Developing appropriate zone regulations for the development
- Integration with the Commercial block and adjacent residential neighbourhood redevelopment
- Internal road standards and parking
- Phasing
- Stormwater Servicing
- Establishing the development limit and mitigating impacts
- Determining Community Improvement Plan Incentives.

10.4 The purpose of the public meeting is to provide an opportunity for further public input. These public comments will be compiled, discussed with the applicant and addressed in a subsequent staff report.

10.5 Once the principle of development can be supported, amendments to the Clarington Official Plan and Zoning By-law would be brought forward for Council’s consideration. Following which, site plan approval would be required to finalize the details of the development.

11. Concurrence

Not applicable

12. Conclusion

The purpose of this report is to provide background information on the 442 multi-unit residential development submitted by High Street Courtice Inc. for the Public Meeting under the Planning Act. Staff will continue processing the application including the preparation of a subsequent report upon resolution of the identified issues.

13. Strategic Plan Application

Not applicable.
Submitted by:

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Attachments:
Attachment 1 - Zoning of Subject Lands
Attachment 2 - 3-D Model of Proposed Development

List of interested parties can be obtained through the Planning Services Department.

ATS/CP/df