

Memorandum

November 8, 2023

MEMO TO: Mayor West and Members of Council

COPY TO: Darlene Joslin, City Manager
Stephen Huycke, Director, Legislative Services/City Clerk

FROM: Kelvin Kwan, Commissioner of Planning and Building Services

SUBJECT: **Response to Council Questions and Comments Regarding Official Plan Amendment 18.5 (Yonge and Carrville/16th Avenue Key Development Area)**

At its meeting November 1st, 2023 the Committee of the Whole considered Official Plan Amendment (OPA) 18.5 for adoption. At the meeting, several questions and comments were raised by Members of Council respecting the amendment. The purpose of this memo is to provide additional information or clarification on those matters below.

1) What is the Projected Growth in the KDA and How Does it Compare to the City-wide Forecast?

- The Yonge and Carrville/16th Avenue Key Development Area (KDA) is forecasted to accommodate 23,300 people and 8,600 jobs at build-out. This growth represents 7% of the City's total population and 7% of the total jobs by 2051, in accordance with York Region's projection in the 2022 Regional Official Plan.

2) Is there Enough Infrastructure Capacity to Support Growth in this KDA?

- From a transportation perspective, the significant growth planned for this KDA will be supported by a potential TTC subway station and a potential GO Transit station, as well as the Yonge Street BRT and future improvements to 16th Avenue. In addition, OPA 18.5 provides for a network of streets, trails, and cycling facilities to connect to the existing and planned transportation system.
- The City's Urban Master Environmental Servicing Plan also considers growth in this KDA and has identified improvements for water and wastewater services.
- Chapter 3 of the City's OP states that development may not be permitted to proceed if critical infrastructure required to support development is not in place. The development approval process incorporates confirmation and analysis of critical infrastructure capacity which may result in recommendations to pause or phase development.

3) Will Growth be Phased In?

- OPA 18.5 is a long-term plan with a planning horizon of 2051 and beyond. The development of the OPA included consultations with major landowners in the KDA, who shared with staff their master plans for the development of their lands over numerous phases. As such, development is anticipated to occur incrementally over time.
- The City's OP directs orderly development by aligning development with timing of infrastructure. Accordingly, development may not be permitted to proceed if critical infrastructure required to support development is not in place.

4) Clarification on how Density and Height are applied in the KDA

- The maximum height of buildings in the KDA is determined by the prescribed density in the development block and the application of the angular plane policy if the building abuts a Neighbourhood land use designation.
- The density of a development block is measured by floor space index (FSI), which translates into gross floor area by multiplying the block area by the FSI.
 - For instance, a block area of 3,000 square metres with a 5.0 FSI would yield 15,000 square metres in gross floor area.
 - How that 15,000 square metres takes shape depends on the site configuration and other urban design considerations.
 - In this example, a building footprint covering half the block (1500 m²) would result in a 10 storey building (15,000 m² ÷ 1500 = 10) and a building footprint covering one-quarter of the block (750 m²) would result in a 20 storey building (15,000 m² ÷ 750 = 20).
- It should be noted that while density and height are correlated, the density cap is not directly proportional to the height cap since the same density on differently sized sites can result in different heights. Maximum density is a tool used to distribute growth in areas where transit and infrastructure are planned for. Maximum height, on the other hand, is a tool to ensure built form and character is appropriate for the vision of the area.

5) Status of Density of 8.0 FSI and 8.77 FSI in the Southern Quadrants

- The development block shown with a proposed 8.0 FSI represents 9218 Yonge Street, and it is anticipated to accommodate about 1,650 people.
- The development block with a proposed 8.77 FSI represents 9251 Yonge Street, and it is anticipated to accommodate about 1,270 people.
- The development applications for these two properties were appealed to the Ontario Land Tribunal (OLT) prior to the drafting of OPA 18.5. Therefore, should the decisions rendered by the OLT not conform with OPA 18.5, the OLT decisions will form part of the site-specific exception policies under Chapter 6 of the OP.

6) What is the Difference between Public and Private Streets, and should the OPA Provide Greater Flexibility for Private Streets?

- Protecting for public roads is important to building safe and accessible neighbourhoods by creating an efficient multi-modal network that accommodates pedestrians, cyclists, and drivers. A fine-grained public street network supports creating the desired block sizes for the Yonge-16th MTSA and creates high permeability and direct connections for pedestrians and commuters.
- Planning for public road also ensures that roads can be designed to City standards and planned with sufficient widths with separated facilities to support safe and sustainable modes of transportation such as transit, walking and cycling. Having public roads also allows opportunities for the City to implement road improvements in the future as needs in the area evolve. Private roads are often designed to be narrower than the City's standard roadway cross-sections, and as a result, do not contain all of the complete street elements and functions required to create high-quality public spaces. Private roads can also create a sense of inconsistency in the look and feel of the road, such as differences in the availability of road facilities for the public.
- One of the requirements to implement the City's stratification policies is to ensure that the private road meets the City's maintenance requirements. This requirement does not need to be met if the road was private which creates challenges for the City to secure public access on private roads since it creates several liabilities for the city from an operations and maintenance perspective.
- The maintenance cost for private roads often creates financial burdens for condo corporations and residents living in the condo units. As a result, the City is sometimes asked to take over the private road as a public road for maintenance purposes, although it was never built to a City standard cross-section since it was planned as a private road.
- The City's Stratification Policy adopted as part of OPA 18.3 is intended to be applied in a situational basis to provide flexibility and options to developers. How it should be applied to the Yonge-16th area will be determined by staff through the development application and should not be further reflected at the secondary plan level.
- Staff note that the planned street network and alignment of streets depicted in the OPA is conceptual and minor adjustments to the location may be required to support new development. Accordingly, requirements associated with the conveyance of lands for public rights of way are to be established and determined at the time of a specific development application and through the environmental assessment process, where required.
- Policy 3.5.5 of the OP permits stratification of right-of-ways. This policy applies to all areas in the City, including the KDA. Since the OPA is to be read comprehensively with the rest of the Part 1 Plan, it is not necessary to add policies on stratification in OPA 18.5.

7) Request for a Minor Change to the C1 Density Schedule to Align Development Block Boundary with the KDA Boundary

- Previously, Schedule C1 Density of OPA 18.5 showed a gap between the development blocks in the northeast quadrant and the boundary of the KDA. This gap represents the

Greenway System (natural heritage limits to be determined at the time of development) at the eastern edge of the KDA.

- To be consistent with the southern quadrants of the KDA, Schedule C1 Density will be amended to extend the development block boundary in the northeast quadrant to the edge of the KDA boundary (see Appendix A).
- The current OP has policies that protect the Greenway System. These policies require that a natural heritage evaluation be conducted to delineate the limits of the Greenway System and to prevent development in natural heritage features and key hydrologic features and their associated buffers.

Conclusion:


As noted by City Staff at the November 1st Committee of the Whole Meeting, adoption of OPA 18.5 is an important milestone that would allow the City to meet its conformity requirements under the *Planning Act* and York Region Official Plan. In addition, adopting the amendment would allow the City to move forward with planning for capacity in infrastructure through the Transportation Master Plan and Urban Master Environmental Servicing Plan and, altogether, inform the update of the City's Development Charges By-law which is required to be completed by early 2024. The updating of the DC By-law would allow the City to begin collecting back what is needed to provide for growth in these key areas.

Accordingly, the purpose of this memorandum is to respond to the questions and comments raised by Members of the Committee regarding OPA 18.5, and to reiterate Staff's recommendation set out in staff report SRPBS.23.027 to adopt OPA 18.5 as follows:

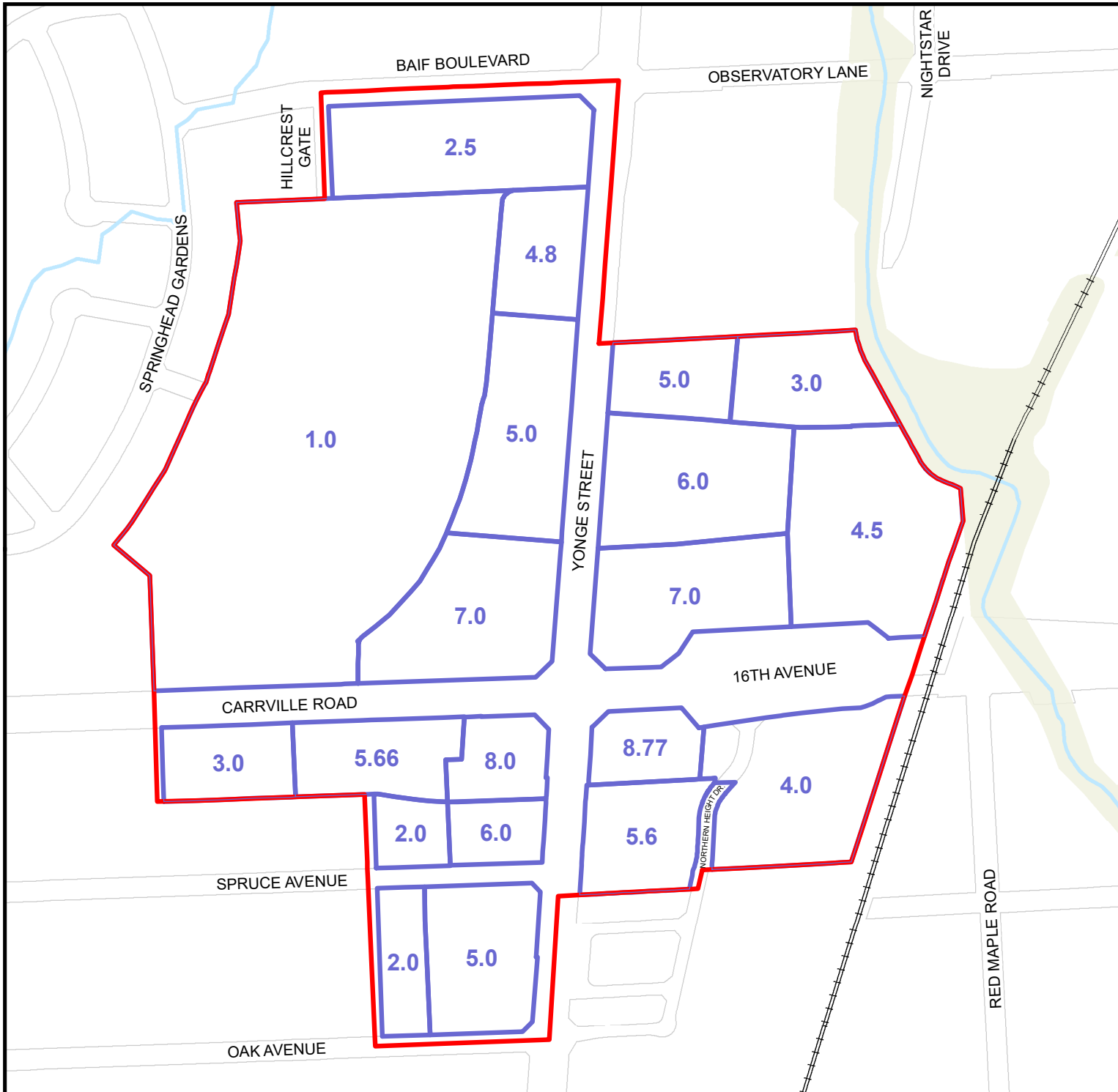
Recommendation(s):

- a) That Staff Report SRPBS.23.027 be received.**
- b) That Council adopt Official Plan Amendment 18.5 (attached to SRPBS.23.027 as Appendix A), and that the City's Official Plan be amended in accordance with the modifications set out in OPA 18.5; and**
- c) That following adoption of the Official Plan Amendment 18.5 by City Council, a copy of the amendment be forwarded to York Region as the approval authority for consideration and approval.**






Submitted by:



Kelvin Kwan
Commissioner of Planning and Building



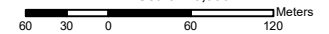
Legend

-  Yonge Street and Carrville/16th Avenue Key Development Area
-  Boundary of density category area with maximum FSI
-  Watercourses
-  Greenway
-  C.N.R.



PLANNING & BUILDING SERVICES DEPARTMENT

Scale 1:5,500



NOTE: The information provided in this Schedule constitutes an operative part of the Richmond Hill Official Plan. While every effort is made to ensure its accuracy, currency and completeness, it is not a plan of survey. Due to size constraints and changes that occur over time, the City cannot warrant its accuracy, currency and completeness. Interested parties are therefore urged to make enquires with the City of Richmond Hill Planning And Building Services Department to ensure that the information depicted in this Schedule is accurate, current and complete in all respects.

**RICHMOND HILL
OFFICIAL PLAN
Yonge Street and Carrville/16th Avenue
Key Development Area
Density Allocation
SCHEDULE C1**