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Potential Redevelopment – 693 & 713 Davis Drive and 35 Patterson Street (Hollingsworth Arena Site) Staff Report to Council

Report Number: 2019-40

Department(s): Planning & Building Services

Author(s): Adrian Cammaert

Meeting Date: April 29, 2019

Recommendations

1. That the report entitled “Potential Redevelopment - 693 & 713 Davis Drive and 35 Patterson Street (Hollingsworth Arena Site)”, dated April 29, 2019 be received;
2. That Council endorse in principle the notion of redeveloping the entirety of the properties municipally known as 693 Davis Drive, 713 Davis Drive and 35 Patterson Street, in a manner generally consistent with the conceptual drawings entitled “Scenario 2 – Site Plan” and “Scenario 2 – Aerial View”, attached to this Report, prepared by the Briarwood Development Group, dated December 7, 2018; and,
3. That Staff be authorized and directed to do all things necessary to give effect to this resolution.

Purpose

The purpose of this Report is to provide Council with sufficient information in order to assist with a strategic land use decision on the properties known as 693 Davis Drive, 713 Davis Drive, and the Town-owned 35 Patterson Street / the Hollingsworth Arena property (combined, hereafter referred to as the ‘subject properties’).

Background

Staff Report 2018-38 was presented to Committee of the Whole in June, 2018. This Report introduced a redevelopment concept that was prepared by the Briarwood Development Group for the subject properties.

As per direction received at the June, 2018 Committee of the Whole meeting, the Briarwood Development Group revised the concept and subsequently submitted two revised concept plans dated December 7, 2018 for presentation to the public at a developer-led Public Information Centre (PIC). This developer-led PIC was held on February 5, 2019, where the Briarwood Development Group presented their two concept plans (Scenario 1 and Scenario 2, dated December 7, 2018) to the public.

On April 15, Council formally decided to decommission the Hollingsworth Arena. With this decision made, the Council must now make a decision regarding the future use of this property. As Council is aware, the Briarwood Development Group has expressed an interest in purchasing the arena property to facilitate the comprehensive redevelopment of the subject properties. This report will provide background information to Council to assist in this decision.

Discussion

Two Redevelopment Scenarios

The Briarwood Development Group has prepared two redevelopment scenarios, Scenario 1 and Scenario 2, as described in greater detail in the following sections:

Scenario 1 (attachments 1 & 2)

This concept is applicable to the two properties that front on Davis Drive (693 Davis Drive, 713 Davis Drive) and the southerly 21m of the Hollingsworth Arena property (35 Patterson Street).

This concept shows two 15 storey point towers connected by a 2 and 3 storey podium, an 'urban park' fronting along Davis Drive, and commercial uses at the base of each tower fronting Davis Drive and the urban park. Townhouse units are also shown at the base of each tower, facing Patterson Street and the internal street located east of the eastern tower. Finally, limited surface parking is shown to the north and east of the towers; the majority of the required parking is located underground.

In total, 289 residential units are shown (apartment and townhouse), as well as 1,260 sq m of commercial space.

The balance of the subject properties (specifically the remainder of the Hollingsworth Arena property) is shown as a 'community park'.

Scenario 2 (attachments 3 & 4)

This concept is a revised version of the concept presented to Council in June, 2018 (the “Initial Concept”). It is applicable to the entirety of the subject properties.

This concept shares the same development as Scenario 1 on the two properties that front on Davis Drive and the southerly 21m of the Hollingsworth Arena property, including the two 15 storey towers, podium, townhouse units, commercial uses, urban park and limited surface parking.

However, this concept differs from Scenario 1 as it relates to the balance of the subject properties (specifically the remainder of the Hollingsworth Arena property). In this area, a 6 storey residential building is shown with limited surface parking area, and a ‘community park’ located in the northern area of the property along the Irwin Street frontage. The uses of the 6 storey building are identified as ‘community facility’ on a portion of the ground floor, and a ‘senior’s residence’ in the remainder of the building.

With the inclusion of the 6 storey residential building, 120 residential units and 798 sq m of community space is added to the redevelopment concept. The total number of residential units in this concept is 409.

Attachment 5 provides a comparison sheet of redevelopment Scenarios 1 and 2.

Urban Centres Secondary Plan Sets the Vision for the Properties

As noted in Report 2019-01, the Urban Centres Secondary Plan sets out the vision for the subject properties. This vision consists of redeveloping these properties in a more intensive, efficient urban form than what currently exists.



In terms of land use, the Secondary Plan designates the majority of the subject properties Mixed Use (residential, commercial, employment, community uses, etc.) and requires at-grade commercial uses fronting along Davis Drive through the use of a Priority Commercial Area overlay. There is also an area

designated Parks and Open Space along the Irwin Crescent frontage.

The Secondary Plan designates the two

properties that front on Davis Drive and the southerly 21m of the Hollingsworth Arena property as Medium-High Density, which requires building heights ranging from 4-12 storeys and floor space indexes (FSI) ranging from 2.0 to 2.5. The remainder of the subject properties are designated Low Density which requires building heights ranging

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from 2-6 storeys and floor space indexes (FSI) ranging from 1.5 to 2.0. With these height and density designations, the higher and more intensive development is concentrated along the Davis Drive frontage, decreasing towards the northern part of the subject sites.



The Secondary Plan also provides for discretionary maximum height and density bonusing, applicable only to the two properties that front on Davis Drive and the southerly 21m of the Hollingsworth Arena property. In these areas, maximum building heights can be increased to 15 storeys and maximum density can be increased to 3.0 Floor Space Index (FSI) in exchange for specified community benefit(s) that are determined as per the Town's Height and Density Bonusing Implementation Guidelines.

	permitted min. height	permitted max. height	permitted min. FSI	permitted max. FSI	discretionary max. height with bonusing	discretionary max. FSI with bonusing
High Density	6 storeys (20m)	17 storeys (53m)	2.5	3.5	20 storeys (62m)	4.0
Medium-High Density	4 storeys (14m)	12 storeys (38m)	2.0	2.5	15 storeys (47m)	3.0
Medium Density	3 storeys (11m)	8 storeys (26m)	1.5	2.0	10 storeys (32m)	2.5
Low Density	2 storeys (8m)	6 storeys (14m)	1.5	2.0		

Note: - Bonusing is subject to Policy 6.4.5 iv.
- The proposed streets network is shown conceptually on this Schedule and will be determined in accordance with Policy 8.3.2.

Being a Council-approved planning document, any redevelopment of the subject properties must be consistent with these requirements, not only regarding *maximum* limits,

but also *minimum* requirements such as minimum building heights and densities. Based on a preliminary review of the materials provided by Briarwood Developments, it appears that 'Scenario 1' and Scenario 2' both generally satisfy the Urban Centres Secondary Plan's vision; this conclusion was noted previously in Report 2019-1.

Marketing the Corridors Efforts

As noted in Information Report 2018-44, a series of cross-departmental initiatives were identified in order to facilitate the redevelopment of the Yonge Street and Davis Drive corridors. This project became known as the 'Marketing the Corridors' campaign, and various departments were tasked with determining and implementing ways to encourage the redevelopment of the Yonge Street and Davis Drive corridors.

A total of 9 policy-related initiatives were completed by Planning and Building Services, including those that reduced hard and soft development costs in our corridors in an effort to make the Town more competitive. These initiatives included the reduction of parking requirements, the development of density bonusing guidelines, the update to and reinstatement of the Town's Development Charge Deferral policy, and an update to the Servicing Allocation Policy to focus prioritization to the Urban Centres. Finally, the preparation and passing of the Urban Centres Zoning By-law, which 'zoned-in' almost

20 million square feet (1,858,061 square metres) of additional mixed-use space along our transit-supported Urban Centre corridors.

These planning initiatives were completed in parallel with a Community Investment Brand/Marketing and Communications Strategy, headed by Economic Development and Corporate Communications. This initiative involved the creation of a print and digital marketing strategy intended to attract further development and sustainable interest in Newmarket's corridors.

Finally, various members of the Town's senior staff and elected officials meet regularly with developers and owners of strategic landholdings along the corridors to advise on the Marketing the Corridors campaign and obtain information on any redevelopment plans.

The above noted efforts are beginning to pay dividends. An increasing number of developers are requesting pre-consultation meetings, expressing interest in developing their properties for higher, denser and more efficient uses, as per the vision of the Urban Centres Secondary Plan.

One such developer is the Briarwood Development Group, whose redevelopment scenarios (particularly Scenario 2) generally implement the approved planning vision of the subject properties as per the Secondary Plan.

Major Transit Station Area (BRT)

As defined by provincial policy, Major Transit Station Areas (MTSAs) are the areas within an approximate 500 metre radius of any existing or planned higher order transit station, including Bus Rapid Transit (BRT) stations and GO Rail Stations. Newmarket has a total of 12 such station areas.

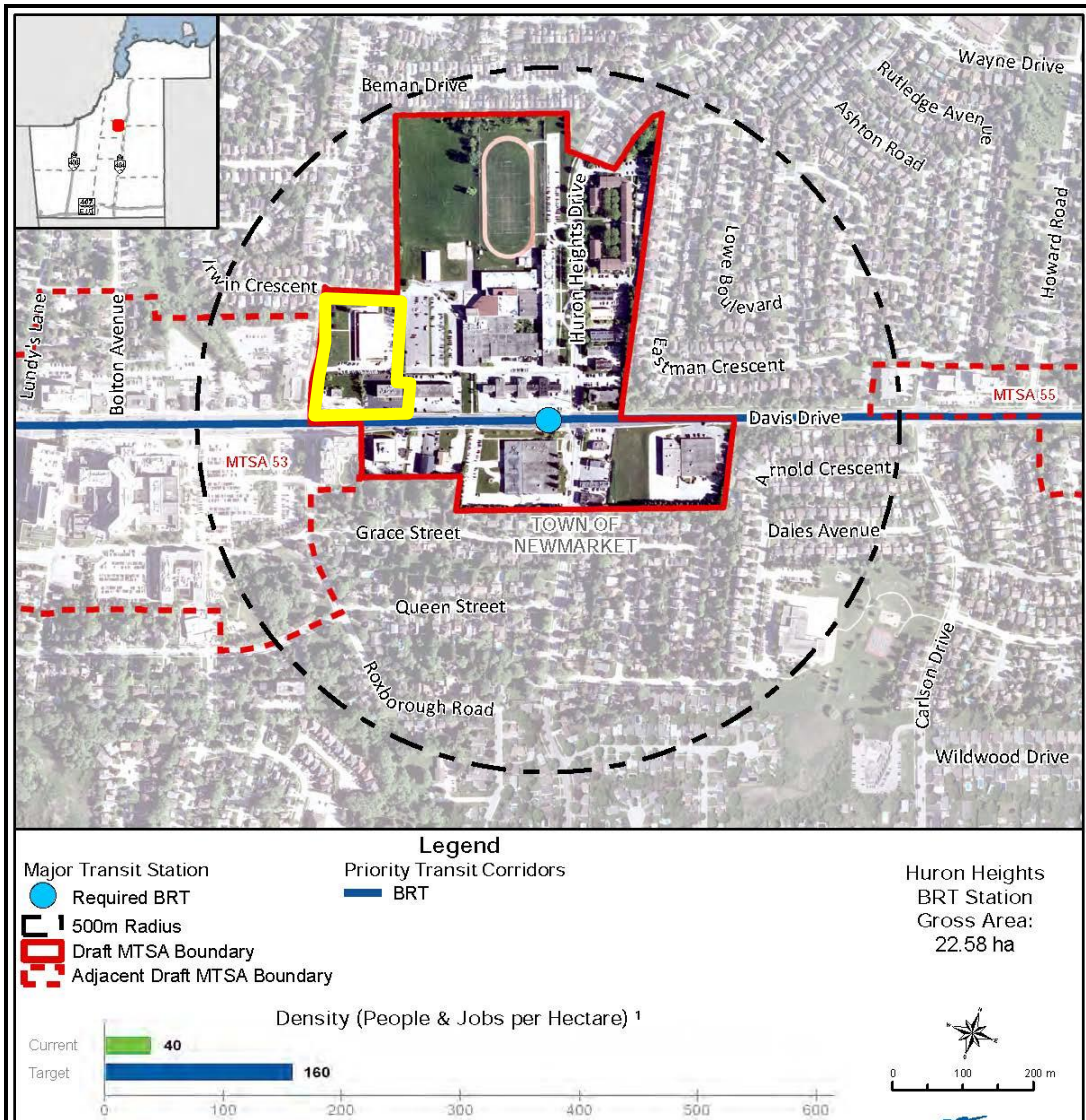
As per provincial policy, MTSAs are to be focus areas for growth and development. In particular, BRT stations must be planned to accommodate a minimum of 160 people and jobs (combined) per hectare. This is a fundamental planning principle, known as Transit Oriented Development, where higher levels of people and jobs are located in close proximity to transit in order to achieve more efficient use of land and servicing infrastructure, and create healthier, more walkable communities.

York Region is required to delineate and set minimum density targets for MTSAs. Over the last year, staff have been working closely with York Region staff through the Municipal Comprehensive Review to both delineate and set the minimum density targets for each MTSA (these areas and density targets are currently in draft form and are awaiting approval by the Region).

The subject properties are located in The Huron Heights BRT Station MTSA as mapped below. This MTSA has a required minimum density target of 160 people and jobs (combined) per hectare, thereby satisfying the minimum density target as set out in provincial policy. Significant redevelopment within this MTSA is required in order to

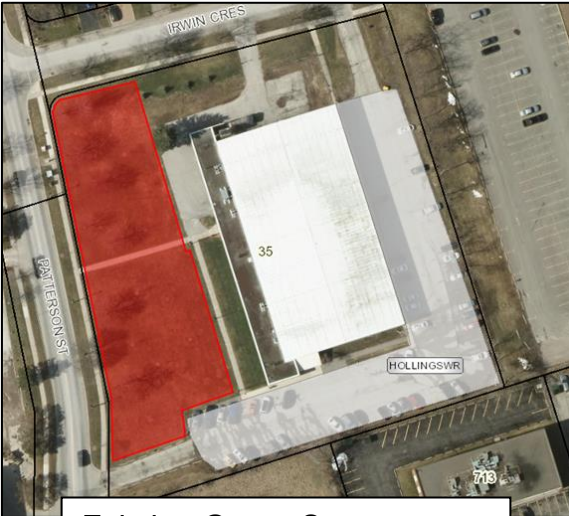
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meet this future density target; the contemplated Briarwood redevelopment scenarios (particularly Scenario 2) would assist in this regard.

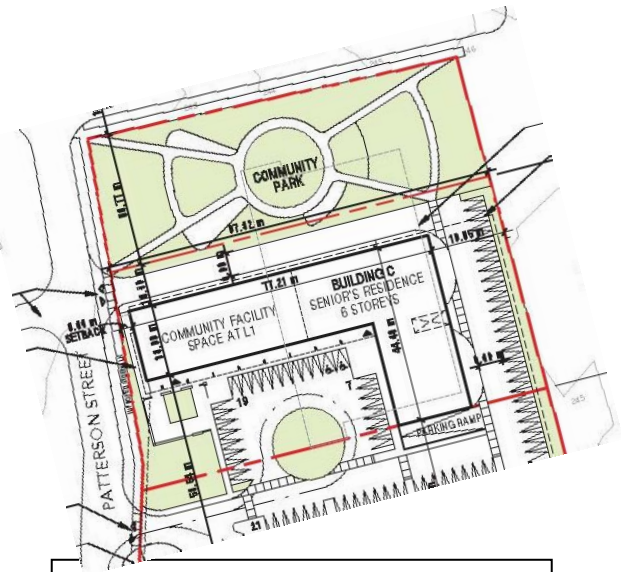


Parkland Area

It is understood that many residents in the surrounding neighbourhood currently use the green space located to the west of the existing arena building for informal recreation purposes. Therefore a comparison of this area has been undertaken to see how this informal green space compares with the potential 'community park' area shown on Scenario 2. As shown in red below, these areas are generally comparable in shape but the 'community park' in Scenario 2 is slightly larger.



Existing Green Space
Approx. 2,600 sq m (0.26ha)



Scenario 2's 'Community Park'
Approx. 3,300 sq m (0.33ha)

Recreation Opportunities

Within the Recreation Playbook, the north-east quadrant of the Town was identified as an area in which residents would benefit from a number of recreational opportunities. With the decommissioning of Hollingsworth Arena, this site represents an excellent opportunity to address a couple of key facilities recommended within the Playbook. Specifically, this site would be the ideal location for a Spray Pad and a paved basketball court that could accommodate a community run outdoor rink during the winter months. There is a lack of these type of amenities anywhere in the area.

The addition of these types of amenities could be accommodated in a park environment that could be built in either of the proposed development scenarios. In the case of Scenario 2, this would occur in the area identified as "community park" along the Irwin Street frontage.

Preferred Redevelopment Scenario

As noted in Report 2019-1 (as well as earlier in this Report):

"Generally speaking, the 'Scenario 1' and Scenario 2' concepts both satisfy the Urban Centres Secondary Plan's vision.

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Scenario 2 does so in a more comprehensive, immediate manner whereas Scenario 1 does so by first developing the southern portion of the properties in a way that is generally consistent with the Urban Centres Secondary Plan, but does not preclude future development to occur on the remainder of the site as per the Secondary Plan. As such, both scenarios provide a reasonable foundation on which to base a formal planning application.”

Although both redevelopment scenarios generally satisfy the approved planning vision for the subject properties, Scenario 2 implements the Secondary Plan in a more fulsome manner in terms of land uses, building Heights and densities, including the community park shown in the northern area of the subject properties which implements the linear ‘Parks and Open Space’ designation shown on Schedule 3 of the Secondary Plan.

Therefore, Scenario 2 is staff’s preferred redevelopment scenario. Accordingly, it is being recommended that the notion of redeveloping the entirety of the subject properties in a comprehensive manner, as exemplified by Scenario 2, be endorsed in principle.

Preliminary Planning Opinion vs Support

As Council is aware, a planning opinion of any kind is typically reserved until such time as a formal planning application has been submitted by a developer and reviewed by staff. However, this is a unique situation involving the potential sale of Town-owned land (the Hollingsworth arena property) and therefore a preliminary opinion is required to determine to what extent the redevelopment scenarios align with the approved planning vision for the subject properties. This preliminary opinion and accompanying information will assist Council in making an informed decision regarding this potential sale.

Should any future planning application be submitted involving the subject properties, all materials will be reviewed and a formal planning opinion will be provided to Council consistent with the statutory planning process. The preliminary planning opinion in this Report is not a statement of supportability on any such future planning application.

Conclusion

The Town is in the unique position of owning a significant portion of land within the Urban Centres that is central to implementing the approved planning vision in a key location within the Urban Centres.

In order to realize the approved planning vision for the subject properties, capitalize on the Marketing the Corridors initiative, and more expeditiously meet minimum density targets of the area, this Report is recommending that Council endorse in principle the notion of redeveloping the entirety of the properties municipally known as 693 Davis Drive, 713 Davis Drive and 35 Patterson Street, as exemplified by the ‘Scenario 2’ concept prepared by the Briarwood Development Group.

Business Plan and Strategic Plan Linkages

Well-Equipped and Managed:

- Creating a clear vision of the future and supporting plans and strategies to guide the way.

Well-Planned and Connected:

- Planning and managing growth through long-term plans and strategies, supported by short-term action plans.

Consultation

Internal stakeholders consulted during the preparation of this Report include Legal Services staff and Recreation and Culture Services staff.

Human Resource Considerations

None.

Budget Impact

A large-scale redevelopment within the Urban Centres such as the one contemplated, would increase the tax base and efficiently uses existing infrastructure, land and resources.

Attachments

1. Redevelopment Scenario 1 – Site Plan, the Briarwood Development Group, dated December 7, 2018.
2. Redevelopment Scenario 1 – Aerial View, the Briarwood Development Group, dated December 7, 2018.
3. Redevelopment Scenario 2 – Site Plan, the Briarwood Development Group, dated December 7, 2018.
4. Redevelopment Scenario 2 – Aerial View, the Briarwood Development Group, dated December 7, 2018.
5. Comparison Sheet of Redevelopment Scenarios 1 & 2.

Approval

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