

**THE CORPORATION OF THE TOWN OF GEORGINA**

**REPORT NO. DS-2023-0027**

**FOR THE CONSIDERATION OF  
COUNCIL**

**March 28, 2023**

**SUBJECT: PROPOSED KESWICK SECONDARY PLAN (FEBRUARY 2023)  
FILE NO.: 02.195**

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**1. RECOMMENDATIONS:**

- 1. That Council receive Report No. DS-2023-0027 prepared by the Planning Policy Division, Development Services Department dated March 28, 2023, respecting the proposed Keswick Secondary Plan (February 2023).**
- 2. That Council endorse the next steps for completing the preparation of the proposed Keswick Secondary Plan for Council's adoption at a Council Meeting to be held on or prior to June 7, 2023, as outlined in Section 6.3 of Report No. DS-2023-0027.**
- 3. That the Town Clerk forward a copy of Report No. DS-2023-0027 and Council's Resolution to the York Region Director of Community Planning and Development Services, the York Region Chief Planner, and the Lake Simcoe Region Conservation Authority, General Manager, Planning and Development.**

**2. PURPOSE:**

The purpose of this report is to:

- 1. Present the proposed Keswick Secondary Plan dated February 2023 (KSP 2023) to Council, including comments received and key revisions made to the Secondary Plan since Draft #2 of the proposed Keswick Secondary Plan dated January 2022 (Draft #2); and,**
- 2. Recommend next steps for completing the preparation of the proposed Keswick Secondary Plan for Council's adoption, as outlined in Section 6.3.**

**3. BACKGROUND:**

On April 27, 2022, a public open house and statutory public meeting were held to consider Draft #2 of the KSP. At the public meeting, Council considered Report No. DS-2022-0033 and passed Resolution No. C-2022-0161 (refer to Attachment 1), which provides:

1. That Council receive Report No. DS-2022-0033 prepared by the Planning Policy Division, Development Services Department dated April 27, 2022, respecting the Keswick Secondary Plan Review – Keswick Secondary Plan Draft #2.
2. That Council endorse the next steps for completing the preparation of a proposed Keswick Secondary Plan for Council's adoption in late July, early August 2022, as outlined in Section 6.2 of Report No. DS-2022-0033.
3. That the Town Clerk forward a copy of Report No. DS-2022-0033 and Council's Resolution to the York Region Director of Community Planning and Development Services, the York Region Chief Planner, and the Lake Simcoe Region Conservation Authority, General Manager, Planning and Development.

In accordance with Item 2 of the Council Resolution, staff and the Town's consultant reviewed and considered all of the public and agency comments received on Draft #2 and revised the draft Secondary Plan where necessary. The revisions to Draft #2 resulted in a proposed Keswick Secondary Plan dated August 2022 (KSP 2022).

The KSP 2022 was scheduled to be considered by Council for adoption at a second public meeting to be held on September 7, 2022. However, due to technical issues with the Town's corporate email system, the public meeting was cancelled. Rescheduling of the public meeting was not possible prior to the end of the Council term.

Given the cancellation of the September 7, 2022 public meeting, Council never formally considered the comments and analysis in relation to Draft #2 and the KSP 2022 that were provided in the accompanying staff report. Therefore, those comments and analysis are being provided through this report (Sections 5.1 and 6.1, respectively) in addition to new comments received and analysis conducted since September 2022.

#### **4. PROPOSED KESWICK SECONDARY PLAN (FEBRUARY 2023):**

Due to its size, the KSP 2023 has not been attached to this report, but has been posted to the project webpage ([www.georgina.ca/KSPR](http://www.georgina.ca/KSPR)). The webpage also contains a redlined revision document showing the changes made to the Secondary Plan since the last draft (KSP 2022), as well as all previous staff reports and background information.

The KSP 2023 forms part of the Town of Georgina Official Plan (Section 13.1) and is a long-range planning policy document that is intended to provide detailed land use and development policies for Keswick. The Plan is comprised of policy text, mapping (Schedules A through F), and an appendix (Appendix I).

The text of the Secondary Plan includes the following sections:

##### 13.1.1 Basis of this Secondary Plan

- 13.1.2 Vision and Guiding Principles
- 13.1.3 Growth Management
- 13.1.4 Building a Complete Keswick
- 13.1.5 General Land Use Policies
- 13.1.6 Land Use Designations
- 13.1.7 Providing Sustainable Services and Infrastructure
- 13.1.8 Implementation
- 13.1.9 Interpretation

Below is a list of Schedules A through F and Appendix I:

- Schedule A: Growth Management
- Schedule B: Land Use Plan
- Schedule C: Environmental Overlays
- Schedule D: Source Water Protection Areas
- Schedule E: Transportation
- Schedule F: Site-Specific Exceptions
- Appendix I: Urban Design and Architectural Control Guidelines

Section 1 provides the basis for the Secondary Plan. The purpose of the Secondary Plan is to provide a detailed land use plan and policy framework to guide future growth and development within Keswick in accordance with Provincial plans and policies, the York Region Official Plan 2022 (YROP 2022), and the Town of Georgina Official Plan 2016 (Official Plan). Land use, development and public works undertaken in Keswick are required to conform to the vision, guiding principles, objectives, policies and schedules of the Secondary Plan.

Section 2 contains a community vision and eight guiding principles that were developed with input provided from the public through Phase I consultations, and which establish the foundation for which the objectives and policies of the plan are based. The vision for Keswick is:

“Keswick will become a more complete, healthy and vibrant community, balancing its existing lakeside character with new development that meets the community’s employment, shopping and entertainment needs, and that provides more rental and affordable housing to support a diverse population. As Keswick evolves, new *development* and investment will prioritize the creation of a stronger sense of community, a well-connected and multimodal transportation network, the protection of natural areas and a commitment to environmental sustainability and resiliency.”

Section 3 contains policies and forecasts related to growth management. It is forecast that by 2041, Keswick will accommodate a population of 41,090 and 6,970 jobs. A planned urban structure has been established that introduces new growth

management terms and concepts such as the Delineated Built-up Area (DBA)<sup>1</sup>, the Designated Greenfield Area (DGA)<sup>2</sup>, and Local Strategic Growth Area (LSGA)<sup>3</sup> in accordance with Provincial and Regional planning policies. Accordingly, the KSP 2023 requires that to 2041, a minimum of 32% of all new residential development within Keswick shall occur within the DBA, and that the DGA is planned to achieve an overall density of 35 people and jobs combined per gross hectare.

The Secondary Plan contains policies aimed at achieving a “complete community”. A complete community is one that provides opportunities for people of all ages and abilities to conveniently access most of their daily needs throughout their lives within their community. Complete communities support neighbourhoods with a mix of uses and compact development, a full range of housing options, active transportation and transit, and a mixture of local stores, jobs and public service facilities to service the residents.

Section 4, Building a Complete Keswick, contains four key subsections, each of which contain objectives and policies to achieve a complete Keswick:

- A Healthy and Accessible Community;
- A Strong Economy;
- An Attractive and High Quality Community; and,
- A Sustainable and Resilient Community.

Section 5, General Land Use Policies, contains subsections that address permitted and prohibited land uses in all designations, and policies related to residential land uses and public service facilities. One notable addition to the Secondary Plan stemming from recent changes to the Planning Act through Bill 23, the *More Homes Built Faster Act, 2022*, are the policies related to additional residential units (i.e. accessory apartments). These policies recognize that a maximum of two additional residential units may be permitted as-of-right on a municipally serviced lot which contains a single detached, semi-detached or street/block townhouse dwelling, for up to a maximum of three residential units. One of the additional residential units may be permitted within a detached building on the lot.

Section 6, Land Use Designations, contains permitted uses and policies for the respective land use designations as identified on Schedule A, Growth Management and Schedule B, Land Use Plan. This Section incorporates new land use planning terms, concepts and policies, but overall, the structure of the Plan has not changed significantly from that of the current Keswick Secondary Plan (KSP). From a growth management perspective, Schedule A divides the community into LSGAs, Neighbourhoods and the Natural Heritage System and Parks Network.

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<sup>1</sup> The Province defined this area in 2006 in order to identify those areas within the Settlement Area Boundary where the intensification target is to be measured.

<sup>2</sup> Includes those areas within the Settlement Area Boundary that are outside of the DBA.

<sup>3</sup> Lands identified as the focus for accommodating intensification, higher-density and a mix of uses.

The LSGA is the primary community-structuring element of Keswick from a land use and development perspective. The LSGA is comprised of the lands located along The Queensway Corridor (Mixed-Use Corridor 1 designation) and Woodbine Avenue Corridor (Mixed-Use Corridor 2 designation) and within the three Urban Centres that are located along The Queensway Corridor. It is the intent of the Secondary Plan to support and strengthen the LSGA as locations for higher density, mixed-use development in a compact built form.

The most significant change to the land use structure of the Plan relates to the lands located on the west side of the Woodbine Avenue Corridor. The current KSP generally designates these lands Commercial/Employment with the intent of providing an array of employment and retail shopping opportunities to support the growing population of Keswick. No residential uses are permitted in the existing Commercial/Employment designation. The KSP 2023 proposes that these lands be designated 'Mixed-Use Corridor 2' to permit the introduction of mid- and high-rise residential uses and built forms into the corridor in a mixed-use environment. It is envisioned that over time, development within this designation will broaden the mix of uses and range of dwelling types and sizes within Keswick, thereby providing opportunities for more rental, affordable and attainable housing options.

Neighbourhoods within Keswick are divided into Existing Neighbourhoods<sup>4</sup> and New Neighbourhoods as identified on Schedule B. These neighbourhoods are envisioned to accommodate a mix of low-rise and mid-rise residential built forms, providing a range of housing options for current and future residents. The creation of neighbourhood focal points, which include neighbourhood supporting uses, are encouraged within all neighbourhoods. Neighbourhood focal points are intended to provide day-to-day services such as convenience retail, personal service shops, restaurants, day care facilities, elementary schools and public parks. The proximity of these uses to one another will encourage and support active transportation and the concept of complete communities.

The linked Natural Heritage System and Parks Network shown on Schedule A is comprised of Environmental Protection Areas and Parks and Open Spaces as shown on Schedule B, and is considered to be a fundamental element of the urban fabric of Keswick providing for both passive and active recreational opportunities and environmental protection.

Section 7, Providing Sustainable Services and Infrastructure, contains policies addressing the transportation system, sanitary sewer and water supply services, stormwater management and communication technology.

Sections 8 and 9 contain policies for implementation and interpretation of the Plan.

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<sup>4</sup> Existing Neighbourhoods are predominantly built-up with low-rise residential built forms and which were built as of April 27, 2020.

The Urban Design and Architectural Control Guidelines attached as Appendix I are meant to guide the preparation of detailed development design plans in accordance with the vision for Keswick. It is the intent of the Secondary Plan that all new development have regard for the Urban Design and Architectural Control Guidelines, as well as other Council policies.

The draft Official Plan Amendment (OPA) document is provided as Attachment 2 for Council's review.

## **5. PUBLIC CONSULTATION AND NOTICE REQUIREMENTS:**

In accordance with the requirements of the *Planning Act*, notice of today's public meeting was posted on the Town Page in the February 16, 2023 and February 23, 2023 editions of the Georgina Advocate. Notice was also posted to the Town's website and circulated to all prescribed agencies and Town Departments, Council, the Steering Committee, and all interested parties (83 on record).

### **5.1 COMMENTS**

The KSP 2023 is a product of a collaborative, multi-year public and agency consultation process that has incorporated several rounds of revisions based on comments received from the Steering Committee, Technical Advisory Committee, Town Departments, external agencies, the public and the development community. In this regard, all comments and interests previously expressed throughout the process have been addressed in the preparation of the KSP 2023 and/or responses provided as to why changes were not made.

#### **5.1.1 Town Departments**

As of the completion of this report, no formal comments have been received from Town Departments in response to the last two circulations (KSP 2022 and KSP 2023). In this respect, staff are of the opinion that all interests/comments previously expressed by Town Departments have been appropriately addressed through the latest drafts of the Secondary Plan.

#### **5.1.2 York Region**

As of the completion of this report, York Region is the approval authority for local Official Plans and OPAs<sup>5</sup>. However, recent changes introduced through Bill 23 would remove planning responsibilities (including approval authority) from York Region on a date to be proclaimed by the Lieutenant Governor through regulation. Once this regulation is released, the Minister of Municipal Affairs and Housing (MMAH) will become the approval authority for local Official Plans and OPAs. Until then, York

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<sup>5</sup> The Keswick Secondary Plan forms part of the Town's Official Plan (i.e. Section 13.1). Therefore, the KSP 2023 is a local OPA.

Region will remain the approval authority for the KSP. Staff will continue to work with York Region and monitor this situation as it unfolds.

#### KSP 2022 Comments

Comments were received from York Region on August 25, 2022 and are provided as Attachment 3. At the time these comments were submitted, the YROP 2010 was still in force and effect. For this reason, the comments are focused on conformity with the YROP 2010 growth management forecasts and a planning horizon of 2031.

On November 4, 2022, the MMAH approved, as modified, the YROP 2022 subject to modifications. The new YROP contains growth management forecasts and a planning horizon of 2051. Therefore, comments related to conformity with the YROP 2010 and a planning horizon of 2031 are no longer applicable.

#### KSP 2023 Comments

As requested in their August 25, 2022 letter, a detailed response matrix to their March 25, 2022 comments was provided to the Region with the circulation of the KSP 2023. As of the completion of this report, no formal comments have been received from the Region in relation to the circulation. However, Regional staff has advised that they will be providing comments and will be requiring that the planning horizon for the Secondary Plan be extended from 2041 to 2051 to conform to the recently approved YROP 2022. Additional minor policy/mapping revisions may also be required to ensure conformity with the YROP 2022.

Based on the foregoing, staff have no concerns with extending the growth management forecasting and planning horizon of the Plan to 2051. These revisions will not change the overall purpose or intent of the Plan and can be accommodated within the existing policy framework. Once formal comments are received, staff will review and revise the document as required to ensure conformity with the YROP 2022, prior to bringing the KSP back to Council for adoption.

#### 5.1.3 Other External Agencies

##### KSP 2022 Comments

Correspondence received from Rogers Cable and the Metis Nation of Ontario indicate no comments or concerns with the KSP 2022.

Comments received from Canacre Ltd. on behalf of Infrastructure Ontario and Hydro One Networks Inc. dated September 15, 2022 are provided as Attachment 4. Their review takes direction from the Provincial Policy Statement as it relates to electricity generation facilities and transmission and distribution systems. Staff have reviewed the comments and do not have any concern with the requested revisions. The following is a summary of revisions made to the Secondary Plan based on their comments:

- Consistent and correct usage of the terms ‘utility corridor’ vs. ‘hydro corridor’;
- Adding a definition for ‘hydro corridor’ and ‘electricity transmission and distribution systems’;
- Adding flexible wording to policies related to the design of utilities; and,
- Listing uses permitted in all land use designations.

One request that was not accommodated relates to policy wording for secondary uses that are possible on hydro corridor lands in accordance with the Provincial Secondary Land Use Program. This policy was not added to the Secondary Plan as the Official Plan already contains the same policy (Sec. 4.1.1(b)(iv)).

No other comments were received from external agencies on the KSP 2022.

#### KSP 2023 Comments

Correspondence received from Rogers Cable and Southlake Regional Health Centre indicate no comments or concerns with the KSP 2023.

As of the completion of this report, no other comments have been received from external agencies on the KSP 2023.

#### 5.1.4 Public

##### Draft #2 Comments

Comments on Draft #2 of the KSP were provided to Council at the public meeting on April 27, 2022, through Report No. DS-2022-0033. However, responses to the comments were not provided at that time. Attachment 5 is a Public Submission and Response Matrix document that summarizes all the public comments received on Draft #2 and staff’s response. This document was provided to Council through separate cover on August 18, 2022 with the release of the KSP 2022.

##### KSP 2022 Comments

Four (4) submissions were received on behalf of developers in Keswick:

1. KLM Planning Partners Inc. on behalf of DG Group dated September 6, 2022 (Attachment 6);
2. Michael Smith Planning Consultants; Development Coordinators Ltd. on behalf of Treasure Hill Homes dated September 6, 2022 (Attachment 7);
3. Michael Smith Planning Consultants; Development Coordinators Ltd. on behalf of Middleburg Developments Inc. dated January 13, 2023 (Attachment 8); and,
4. Michael Smith Planning Consultants; Development Coordinators Ltd. on behalf of Rykka Care Centres LP dated February 2, 2023 (Attachment 9).



Attachment 10 is a Public Submission Summary and Staff Response Matrix document with an accompanying location map that summarizes the above-noted comments and provides staff's responses. Copies of the comments and staff's response document were provided to Council through separate cover on February 17, 2022 with the release of the KSP 2023. Where applicable, revisions have been incorporated into the KSP 2023.

### KSP 2023 Comments

As of the completion of this report, three (3) written submissions have been received on behalf of developers in Keswick, as summarized below:

1. Michael Smith Planning Consultants; Development Coordinators Ltd. on behalf of 1430964 Ontario Ltd. dated February 21, 2023 (Attachment 11).

The email raises concern with the wording of Policy 13.1.5.3.1(c) as it relates to the permitted density range for low-rise residential development, specifically with respect to the usage of the word "shall" in the policy. Policy 13.1.5.3.1(c) states:

"Low-rise residential *development* shall have a net density of between 25 to 40 units per *net residential hectare*."

"Shall" is used in policy language to indicate that something is mandatory, and not permissive or optional. The use of the word "shall" in this context means that low-rise development must (emphasis added by the writer) conform with the stated density range.

If the density range is not proposed to be achieved, an OPA may be required to permit a development with a lesser density. The requirement for an OPA would need to be considered on a case-by-case basis and in accordance with Policy 13.1.9.3 which permits minor deviation from any of the stated quantities or figures without an amendment to the Plan.

Development proposals are often submitted which exceed the density requirements in the Secondary Plan. However, based on historical development patterns and site conditions, staff acknowledge that there may be existing circumstances where the proposed minimum density range for low-rise residential uses may not be desirable or realistic. To provide clarity and flexibility going forward, staff are recommending a modification to the policy that would allow Council in certain situations to consider development that would not meet the minimum density threshold, without an amendment to the Plan. This revision will be made prior to the Secondary Plan being brought forward for adoption.

2. Michael Smith Planning Consultants; Development Coordinators Ltd. on behalf of Greystone Middleburg dated February 27, 2023 (Attachment 12).

The email requests an update to Schedule B, Land Use Plan, as it relates to the site located on the south side of Old Homestead Road, just west of The Queensway North. The lands currently have draft plan approval for a residential Plan of Subdivision consisting of 187 lots for single detached dwellings and blocks for parks, open space and stormwater management purposes.

The submission includes a copy of the draft approved plan, as well as a plan that overlays the draft approved plan with the proposed KSP Land Use Plan. Based on the plans provided, it appears that portions of the draft plan approved residential lots and parks are located within a proposed Environmental Protection Area designation. This is a reflection of the general policy-based nature of the Secondary Plan mapping and the interpretation that is reflected in the draft approval of the subdivision. Despite that, Staff will revise the Land Use Plan to better reflect the draft approved plan prior to the Secondary Plan being brought forward for adoption.

3. KLM Planning Partners Inc. on behalf of DG Group dated March 7, 2023 (Attachment 13).

The letter identifies two concerns with the policy approach related to residential uses in the Mixed-Use Corridor 2 designation along Woodbine Avenue:

- 1) Policy 13.1.6.1.3(c) should permit low-rise residential uses; and,
- 2) Policy 13.1.6.1.3(f) as it applies to the maximum 50% permitted gross floor area of residential uses in the designation should be revised to apply across the entire designation and not on aggregate over lands under the same ownership.

These are two concerns that have been raised by DG Group in previous submissions received. In this regard, detailed responses to both of these concerns are included in the public submission summary and staff response matrix provided as Attachment 10.

## **6. ANALYSIS:**

The KSP 2023 is the product of a multi-year, comprehensive public consultation process. The evolution of the Plan has considered all comments and other feedback received. Since Draft #2, the majority of these changes have been minor in nature and serve to correct grammar or clarify or improve the policy wording in the Plan. More substantive revisions, mainly in the form of new policies, were necessary to ensure compliance with the Regional Official Plan and/or to address a specific concern or issue.

### **6.1 REVISIONS TO DRAFT #2 THAT RESULTED IN THE KSP 2022**

The most notable policy and mapping revisions that were incorporated into the KSP 2022 and which have been carried forward into the KSP 2023 are noted below. All revisions are shown on a redline revision document that has been posted online at the project webpage ([www.georgina.ca/KSRP](http://www.georgina.ca/KSRP)).

### Mixed-Use Corridor 2 Designation

The most significant change that was made between Draft #2 and the KSP 2022 is the policy approach taken within the proposed Mixed-Use Corridor 2 designation to ensure that new development includes an appropriate mixture of non-residential and residential uses.

The Woodbine Avenue corridor is an important structuring element of Keswick. For the most part, the current KSP designates lands on the west side of the Woodbine Avenue corridor as Commercial/Employment. Residential uses are not permitted in the existing Commercial/Employment designation.

Through the Keswick Secondary Plan Review process, it has been proposed that the Commercial/Employment designation be changed to a Mixed-Use Corridor 2 designation with the purpose of allowing a limited proportion of residential uses through mid-rise and high-rise built forms to support the ongoing urban evolution of the corridor. In this regard, the primary purpose of the designation remains to provide a sufficient range of retail, office and personal service uses and public service facilities to support the growing population of Keswick and the Town in general.

Draft #2 proposed policies that would allow residential uses within the Mixed-Use Corridor 2 designation but only as part of a mixed-use building. Furthermore, such buildings would be required to have a minimum of 50% of the gross leasable floor area of the ground floor devoted to non-residential uses. Despite this, stand-alone residential development would be permitted in the Mixed-Use Corridor 2 designation provided that all the units were deemed to be affordable, and that the units be secured as affordable for a minimum of 20 years through agreements and restrictive covenants registered on title.

Comments received from both DG Group and Treasure Hill expressed concerns with the original proposed policy approach generally indicating that it was too restrictive and that they would like to see a more flexible approach. In addition to written submissions, staff have also met at the request of both developers to discuss their comments and concerns in detail.

Staff can appreciate the concerns raised but also recognize the need for a balanced policy approach to ensure that the Mixed-Use Corridor 2 designation continues to be planned to accommodate the much needed retail and service commercial uses/jobs to support the growing community and Town in the long term. In this regard, the Secondary Plan should safeguard the designation from evolving into enclaves of low-rise residential neighbourhoods and associated ground related living environments that may not integrate well or be compatible with higher density mixed use districts. On this basis, a revised policy approach for the Mixed-Use Corridor 2 designation is being proposed that provides more flexibility while ensuring that the corridor evolves as a mixed-use, master planned urban district / main street.

The revised policy approach includes the following:

- Prohibiting ground-oriented mid-rise residential built forms (e.g. street towns).

This is in recognition that there is already a sufficient supply of land in Keswick to accommodate ground-related forms of residential development, and also serves to avoid the creation of at grade privacy yards and personal spaces that require buffering and which can be counterproductive to the establishment of an urban mixed-use district.

- Permitting live-work units, but only as a mid-rise residential use.

Similarly, recognizing that live-work units are a desirable and compatible form of development with the vision for the Mixed-Use Corridor 2 designation, restricting these as part of mid-rise residential buildings ensures that privacy space will be restricted to patio / balcony areas and not hinder the development of the urban mixed-use district.

- Removing the requirement that residential uses shall only be permitted as part of a mixed-use building, including a requirement for 50% of the ground floor to be devoted to non-residential uses.

This acknowledges that not every building can necessarily have at grade non-residential uses which contribute to an active mixed-use streetscape. Other policy adjustments refocus the establishment of the designation as an urban mixed-use district.

- Removing the exception that standalone residential development may be permitted provided it is affordable.

This provision is no longer necessary as standalone residential buildings would be permitted subject to compliance with other policies of the Plan.

- Removing the requirement that all new buildings must have a minimum ground floor to ceiling height of 4.25 metres.

This provision protects for typical commercial floor to ceiling heights so that the first floor of residential buildings can be easily converted to commercial space. Staff are of the opinion that this requirement for standalone residential buildings is not necessary given the revised policy approach to address the proportion of residential vs. non-residential floor area (as discussed below).

- Adding the following policies to ensure an appropriate integration of residential uses into the corridor:

“13.1.6.1.3(f) *Development* within the Mixed-Use Corridor 2 designation shall be comprehensively planned to cohesively integrate both residential and non-residential

uses. A minimum of 50% of the *gross floor area* within the Mixed-Use Corridor 2 designation shall be devoted to non-residential uses. This requirement shall be measured on aggregate over lands under the same ownership and designated Mixed-Use Corridor 2. An appropriate mix of residential and non-residential uses and their functional integration as an urban district shall be required through the use of easements, shared driveways, joint-use agreements and other mechanisms, to the satisfaction of the Town. For the purposes of this policy, long-term care homes and retirement homes are considered residential uses.”

“13.1.6.1.3(g) *Development* proposals within the Mixed-Use Corridor 2 designation shall require the submission and approval of:

- i. A comprehensive urban design and development concept plan illustrating the proposed road layout and internal site circulation, land uses, densities and built form, building placement, and landscape and open space areas;
- ii. A report providing a functional assessment of traffic impact and site servicing required for the proposed *development*, and,
- iii. A land use summary indicating the *gross floor area* and percentage of land dedicated to each land use type, the anticipated population, residential density, and number of jobs, and a summary of how the proposed *development* contributes toward the minimum 50% *gross floor area* requirement for non-residential uses as per 13.6.1.3 (f).”

The proposed policies work similar to the requirement for a Development Area Plan to ensure the area is comprehensively designed and that there is an appropriate mixture of uses. It should be noted that residential uses are not required within this designation, but rather permitted subject to meeting the noted criteria. In the opinion of staff, the above-noted policy revisions allow flexibility for the development community while still maintaining the overall purpose and intent of the designation.

#### Maximum Permitted Height for Low-Rise Residential Uses

Draft #2 permits low-rise residential uses to have a maximum height of 3-storeys or 11 metres, whichever is less. This is consistent with the current KSP. Comments received from Treasure Hill requested the Town to consider a modified provision as follows:

“Low-rise residential buildings shall have a maximum height of 3 storeys or 12 metres, whichever is less, on lots adjacent to lots that existed prior to October 26, 2004, and a maximum height of 3 storeys or 13 metres, whichever is less, on lots that are not adjacent to lots that existed prior to October 2004.”

In 2018, Council approved a Zoning By-law Amendment application submitted for the Starlish Homes subdivision on the north side of Church Street that permits a maximum height of 12 metres for lots interior to the subdivision which do not abut existing lots.

Further, Treasure Hill advises that through its marketing of Phases 1 and 2 in the Starlish Homes subdivision and other projects in the GTA, that there is a demand for even taller single detached dwellings with heights up to 13 metres.

Staff have considered the request for an increase in height for low-rise residential product and support the request, but recommend a revised approach to the policy. In this regard, staff recommend the following wording:

“Low-rise residential buildings shall have a maximum height of 3-storeys or 11 metres, whichever is less. In certain situations and subject to the policies for *compatible development*, Council may permit additional height above 11 metres for a 3-storey low-rise residential building.”

Consideration should be given to the interface between new low-rise developments over 11 metres and existing neighbourhoods at lower heights to ensure compatibility.

Staff are of the opinion that the revised policy wording would permit an increase in height without the need for an OPA while also providing Council with flexibility moving forward on a case-by-case basis.

#### Minimum Vegetation Protection Zone

Draft #2 contains the following policy as it relates to minimum vegetation protection zones<sup>6</sup>:

“The 30-metre *vegetation protection zone* is a minimum and may be increased as a result of further analysis and recommendations contained in an Environmental Impact Study approved by the Town, the Lake Simcoe Region Conservation Authority, and any other agency having jurisdiction. On existing lots of record a reduced *vegetation protection zone* may be permitted through an Environmental Impact Study approved by the Town, the Lake Simcoe Region Conservation Authority, and any other agency having jurisdiction.”

As written, the policy provides no basis for a reduction to the 30-metre vegetation protection zone for new lots, only increases. Therefore, a reduced vegetation protection zone could require an OPA.

Comments received from DG Group in relation to this policy advise that there are a number of instances where a 10 or 15-metre vegetation protection zone has been justified and approved through the development review process, however, this policy does not reflect this. In their opinion, the policy should be revised to reflect the

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<sup>6</sup> A minimum vegetation protection zone is defined as a vegetated buffer surrounding key natural heritage features or a key hydrologic feature. These areas protect the feature and its function from the impacts of land use changes and associated activities that will occur before, during and after construction, and where possible, restore or enhance the features and its functions.

opportunities for reduced vegetation protection zones, where demonstrated by an Environmental Impact Study.

Within settlement areas such as Keswick, it has been the practice of the Town in consultation with the Lake Simcoe Region Conservation Authority (LSRCA) to consider reduced vegetation protection zones through the development review process, subject to the recommendations of an Environmental Impact Study. To reflect this, staff in consultation with the LSRCA have developed a revised policy approach:

“A 30-metre *vegetation protection zone* is required from the outset of all *key natural heritage features* and *key hydrologic features*. Notwithstanding the above, the required 30-metre *vegetation protection zone* may be increased or reduced<sup>7</sup> based on the analysis and recommendations of an Environmental Impact Study approved by the Town, the Lake Simcoe Region Conservation Authority, and any other agency having jurisdiction.”

In the opinion of staff, the revised policy allows flexibility through the development review process to permit reduced vegetation protection zones without the need for an OPA while also aligning with current best practices of the Town and LSRCA.

#### Boundary of the Mixed-Use Corridor 2 Designation

In general, the boundaries of the land use designations shown on Schedule F1 to the current KSP were used as the basis for the boundaries of the land use designations proposed in Draft #2. In this regard, the Mixed-Use Corridor 2 designation shown on the Schedule B of Draft #2 reflects the current Commercial/Employment designation in the KSP.

Comments provided by DG Group indicate that the extent of the Mixed-Use Corridor 2 designation in the Simcoe Landing subdivision is over represented and should be revised to reflect current draft plan approvals.

The boundaries of land use designations in Official Plans and Secondary Plans are intended to be flexible and interpreted based on policy. Section 13.1.9.2 of the Secondary Plan addresses land use boundaries and roads. Policy 13.1.9.2(a) provides:

“With the exception of the Secondary Plan Area boundary, it is intended that the boundaries of land use designations on Schedule A and Schedule B be considered as approximate and exact only where bounded by roads, rivers or streams or other similar physical or geographical demarcations...”

Despite this, staff have reviewed and modified the Mixed-Use Corridor 2 land use designation to better reflect approved plans.

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<sup>7</sup> The policy currently uses the word “reduced”. However, after further consideration this will be revised to “decreased”.

### Surplus School Site in Simcoe Landing

At the public meeting in April 2022, former Ward 1 Councillor Waddington questioned the appropriateness of the proposed land use designation for a parcel of land in the Simcoe Landing subdivision. The site is owned by the York Region Catholic School Board and is located directly north of the existing Lake Simcoe Public School. The site was originally planned to be developed for a proposed elementary school, however the School Board has since deemed it surplus. Staff understands that the School Board is actively looking to sell this site.

The designation in the current KSP for the surplus school site is Greenlands System and Neighbourhood Residential and it is identified as a 'Proposed Elementary School' site. Through previous revisions of the draft Secondary Plan, the proposed elementary school symbol was removed and the site was designated Parks and Open Space.

The Town currently has no plans to acquire the subject parcel in order to develop it as a public park. On this basis, since the site will not be used for a proposed school with an associated open space component, staff are of the opinion that the site should more appropriately be designated Existing Neighbourhood to match that of the surrounding neighbourhood. Despite the change in designation, in accordance with Section 13.1.5.1, public uses such as public parks, trails and other non-invasive recreational facilities are permitted in all land use designations. This change is reflected on Schedule B.

### 6.2 REVISIONS TO KSP 2022 THAT RESULTED IN THE KSP 2023

The following is a summary of the most notable revisions that were incorporated into the KSP 2023. All revisions are shown on a redline revision document that has been posted online at the project webpage ([www.georgina.ca/KSRP](http://www.georgina.ca/KSRP)).

- Revised growth management targets: The KSP 2022 requires that a minimum of 28% of all new residential development within Keswick shall occur within the DBA to 2041. The Plan also provides that to 2041, the DGA is planned to achieve an overall density of 50 residents and jobs combined per gross hectare.

To be consistent with the recently approved YROP 2022, these figures have been revised to require a minimum intensification target of 32% in the DBA and a minimum density target of 35 residents and jobs combined per hectare in the DGA.

- Revised policy wording in the Mixed-Use Corridor 2 designation: The wording of Policies 13.1.6.1.3(a) and (b) has been revised to clarify that the intent of the designation is primarily to provide an array of retail, office and personal service uses and public service facilities, and that the designation also introduces opportunities for mid- and high-rise residential uses.



Policy 13.1.6.1.3(e) was also deleted and the wording of Policy 13.1.6.1.3(f) was revised to clarify that each site is not required to have both residential and non-residential uses on it.

- Revisions resulting from Bill 23: To be consistent with Bill 23, revisions have been made to the wording of policies related to additional residential units (Section 13.1.5.3.4), site plan control (Policy 13.1.8.5(b)) and development charge deferrals for community and affordable housing (Policy 13.1.4.1.2(i)).
- Revisions accommodating requests from Infrastructure Ontario and Hydro One: As discussed in Section 5.1.3.

### 6.3 NEXT STEPS

Comments received at today's public meeting, as well as any written comments subsequently received as of the completion of this report, will be reviewed by staff to determine if any further revisions to the KSP 2023 are required. A final Secondary Plan will then be brought forward for Council's consideration and adoption at or prior to the June 7, 2023 daytime Council meeting. This will not be a public meeting in accordance with the Planning Act.

## 7. RELATIONSHIP TO STRATEGIC PLAN:

This report addresses all four strategic goals:

- GOAL 1: "GROW our Economy" – Increase employment and investment; improve both transportation and broadband activity; and, promote Town identity.
- GOAL 2: "PROMOTE a High Quality of Life" – Build a healthy, safe and accessible community; and, promote responsible growth.
- GOAL 3: "ENGAGE our Community & BUILD Partnerships" – Establish and strengthen partnerships; and, engage our community.
- GOAL 4: "DELIVER Exceptional Service" – Ensure exceptional service delivery; manage our finances and assets proactively; and, support staff development and excellence.

## 8. FINANCIAL AND BUDGETARY IMPACT:

There are no financial or budgetary impacts resulting from of this report. As of the completion of this report, the project remains on budget.

## 9. CONCLUSION:

The KSP is the long-range planning policy document that guides future growth and development, investment, and environmental protection within Georgina's largest urban community.

The Secondary Plan review project has been a multi-year collaborative process that has considered and responded to constructive input received. This has resulted in the KSP 2023, which in the opinion of staff is a comprehensive and forward-looking Secondary Plan that provides a clear vision for the development of Keswick in future decades and provides a policy framework to realize this vision.

It is recognized that there are still minor revisions required to enhance/improve the Plan and address recent comments received, including forthcoming comments from York Region related to conformity with the YROP 2022. These comments as well as any comments received at today's public meeting will be reviewed by staff and incorporated into the Plan as necessary. A final proposed KSP will be brought forward for Council's adoption at a daytime Council meeting to be held on or prior to June 7, 2023.

In consideration of the above, staff recommend that Council adopt the recommendations contained in Section 1 of this report.

## **APPROVALS**

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Recommended By: Denis Beaulieu, MCIP, RPP  
Director of Development Services

Approved By: Ryan Cronsberry  
Chief Administrative Officer

March 14, 2023

## ***Attachments:***

- Attachment 1 – Meeting Minutes of April 27, 2022*
- Attachment 2 – Draft OPA Document to adopt the KSP*
- Attachment 3 – York Region Comments re: KSP 2022*
- Attachment 4 – Infrastructure Ontario and Hydro One Comments re: KSP 2022*
- Attachment 5 – Draft #2 Public Submission and Response Matrix*
- Attachment 6 – DG Group Comments re: KSP 2022*
- Attachment 7 – Rykka Care Centres LP Comments re: KSP 2022*
- Attachment 8 – Treasure Hill Comments re: KSP 2022*
- Attachment 9 – Middleburg Comments re: KSP 2022*
- Attachment 10 – KSP 2022 Public Submission and Response Matrix*
- Attachment 11 – 1430964 Ontario Ltd. Comments re: KSP 2023*
- Attachment 12 – Greystone Middleburg Comments re: KSP 2023*
- Attachment 13 – DG Group Comments re: KSP 2023*