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The Regional Municipality of Durham Report

To: Planning and Economic Development Committee
From: Commissioner of Planning and Economic Development
Report: #2023-P-7
Date: April 4, 2023

Subject:

Public Meeting Report

Application to Amend the Durham Regional Official Plan, submitted by Wooden Sticks Golf Inc., to permit a five-storey hotel and expanded parking area ancillary to the existing golf course in the Township of Uxbridge, File: OPA 2022-006

Recommendation:

That the Planning and Economic Development Committee recommends:

- A) That Commissioner's Report #2023-P-7 be received for information; and
 - B) That all submissions received be referred to the Planning Division for consideration.
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Report:

1. Purpose

- 1.1 This report provides information on a proposed amendment to the Durham Regional Official Plan (ROP) to permit a five-storey hotel and expanded parking area ancillary to an existing golf course in the Township of Uxbridge. The application was deemed complete on January 13, 2023.

2. Application

2.1 On December 14, 2022, GHD Inc., on behalf of Wooden Sticks Golf Inc. submitted an application to amend the ROP to permit an expansion of the existing Wooden Sticks golf course to include a five-storey hotel with 79 guest rooms and a lobby / reception area, office space and restaurant on the ground floor. The hotel would be connected to the existing clubhouse facility. A new surface parking area with 134 spaces is proposed to the east of the existing access driveway. The hotel is proposed to be developed on municipal water and wastewater services which are available adjacent to the site on the north side of Elgin Park Drive.

3. Site Description

3.1 The subject site is located on the south side of Elgin Park Drive and is immediately south of the Uxbridge Urban Area. The site is known municipally as 40 Elgin Park Drive and is legally described as Part Lot 27, Concession 6, Township of Uxbridge (refer to Attachment 1).

3.2 The Wooden Sticks Golf Course is approximately 81.2 hectares (200.5 acres) in size and is bounded by Elgin Park Drive to the north, Concession Road 7 to the east, and privately owned lands to the south and west. The subject site includes an 18-hole golf course, a practice driving range area, and six guest cabins for overnight accommodation. A clubhouse building with a restaurant and banquet facilities is located in the northwest section of the site. Uxbridge Brook crosses the eastern portion of the site.

3.3 Land uses surrounding the subject site include:

- a. North – Elgin Park Drive (a 2-lane local road), single detached dwellings;
- b. West – street townhouse dwellings, Howard Williams Court (a private laneway), Countryside Preserve, open space;
- c. South – wooded areas, single detached dwellings; and
- d. East – Concession Road 7, Fawks Nest Country Estate.

3.4 A forested area is located between the proposed hotel and the rear yards of the homes fronting on Howard Williams Court.

3.5 Access to the site will remain from the existing driveway entrance which runs south from Elgin Park Drive, opposite Confederation Drive (refer to Attachment #2).

4. Reports Submitted in Support of the Application

4.1 The following reports were submitted in support of this application:

- “Planning Rationale Report”, prepared by GHD, dated November, 2022;
- “Wooden Sticks Environmental Impact Study” prepared by R.J. Burnside & Associates Limited, dated November, 2022;
- “Functional Servicing and Stormwater Management Report” by GHD, dated November, 2022;
- “Geotechnical Investigation”, prepared by GHD, dated October 7, 2022;
- “Landform Conservation Report”, prepared by GHD, dated November, 2022;
- “Phase One Environmental Site Assessment” prepared by GHD, dated March 19, 2021;
- “Wooden Sticks Golf Club Hotel Transportation Study” prepared by R.J. Burnside & Associates Limited, dated November, 2022; and
- “Hydrogeological Assessment and Water Balance”, prepared by R.J. Burnside & Associates Limited, dated November, 2022.

5. Provincial Plans and Policies

Provincial Policy Statement

5.1 Policy 1.1.1 of the Provincial Policy Statement (PPS) states that healthy, liveable and safe communities are sustained by: promoting efficient development and land use patterns; avoiding development and land use patterns which may cause environmental or public health and safety concerns; and promoting development and land use patterns that conserve biodiversity.

5.2 Policy 1.1.4.1 of the PPS states that healthy, integrated and viable rural areas should be supported by:

- a. Building upon rural character, and leveraging rural amenities and assets;
- b. Promoting regeneration, including the redevelopment of brownfield sites;
- c. Accommodating an appropriate range and mix of housing in rural settlement areas;
- d. Encouraging the conservation and redevelopment of existing rural housing stock on rural lands;
- e. Using rural infrastructure and public service facilities efficiently
- f. Promoting diversification of the economic base and employment opportunities through goods and services, including value-added products and the sustainable management or use of resources;

- g. Providing opportunities for sustainable and diversified tourism, including leveraging historical, cultural and natural assets;
- h. Conserving biodiversity and considering the ecological benefits provided by nature; and
- i. Providing opportunities for economic activities in prime agricultural areas, in accordance with policy 2.3.

5.3 The PPS also states that recreational, tourism and other economic opportunities, as well as development that is compatible with the rural landscape and can be sustained by rural service levels should be promoted.

5.4 As well, the PPS states that development shall be appropriate to the infrastructure which is planned or available, and avoid the need for the unjustified and/or uneconomical expansion of this infrastructure.

Oak Ridges Moraine Conservation Plan

5.5 The ORMCP designates the majority of the subject site as Countryside Areas and designates the eastern and southern sections of the site Natural Core Areas.

5.6 The purpose of the Countryside Areas designation is to encourage agricultural and other rural uses by:

- a. protecting prime agricultural areas;
- b. promoting and protecting agricultural and other rural land uses and normal farm practices;
- c. maintaining the rural character of the Rural Settlements;
- d. protecting and restoring natural areas and features that sequester carbon and provide ecological functions, including water storage, to help reduce the impacts of climate change; and
- e. maintaining existing public service facilities and adapting them, where feasible, to meet the needs of the community.

5.7 Permitted uses within Countryside Areas include, but are not limited to, small-scale commercial, industrial, and institutional uses, and major recreational uses, subject to criteria.

5.8 The purpose of Natural Core Areas is to maintain and where possible improve or restore the ecological integrity of the Plan Area by:

- a. Maintaining, and where possible, improving or restoring, the health, diversity, size, and connectivity of key natural heritage features, key hydrologic features and the related ecological functions;
 - b. Maintaining or restoring natural self-sustaining vegetation and wildlife habitat;
 - c. Maintaining the quality and quantity of groundwater and surface water;
 - d. Maintaining groundwater recharge;
 - e. Maintaining natural stream form and flow characteristics;
 - f. Protecting landform features; and
 - g. Protecting and restoring natural areas and features that sequester carbon and provide ecological functions, including water storage, to help reduce the impacts of climate change.
- 5.9 Major recreational uses are recreational uses that require large-scale modification of terrain, vegetation or both and usually also require large-scale buildings or structures and include golf courses.
- 5.10 An application to establish or expand a major recreational use shall be accompanied by a recreation plan and a vegetation management plan. The application shall demonstrate that the recreational activities on the site will be compatible with the natural character of the surrounding area, will be designed and located so as not to conflict with adjacent land uses. It should also demonstrate that new technologies related to construction, grounds maintenance and water conservation will be explored and incorporated, as they become available, to help maintain, and where possible improve or restore the ecological integrity of the ORMCP Area.
- 5.11 The northern portion of the site which is subject to the development proposal is designated as a Category 1 Landform Conservation Area in the ORMCP. This category of landform conservation area is generally dominated by steeply sloping or complex landform patterns and is identified by the Province as having 50% or more of the land surface comprised of:
- a. lands with slopes in excess of 10%;
 - b. land with distinctive landform features such as ravines, kames and kettles; and/or
 - c. land with a diversity of land slope classes.
- 5.12 An application for development or site alteration with respect to land in a Category 1 Landform Conservation Area shall identify planning, design and construction practices that will keep disturbance to landform character to a minimum, including:

- a. Maintaining significant landform features such as steep slopes, kames, kettles, ravines and ridges in their natural undisturbed form;
- b. Limiting the portion of the net developable area of the site that is disturbed to not more than 25 per cent of the total area of the site; and
- c. Limiting the portion of the net developable area of the site that has impervious surfaces to not more than 15 per cent of the total area of the site.

5.13 An application for major development with respect to land in a landform conservation area shall be accompanied by a landform conservation plan that shows:

A Place to Grow, Growth Plan for the Greater Golden Horseshoe

5.14 The subject site is located within “rural lands” as defined by A Place to Grow. Rural lands are lands which are located outside of settlement areas and prime agricultural areas. Development may be permitted on rural lands for rural land uses that are not appropriate in settlement areas provided they:

- a. are compatible with the rural landscape and surrounding land uses;
- b. will be sustained by rural service levels; and
- c. will not adversely affect the protection of agricultural uses and other resource-based uses such as mineral aggregate operations.

5.15 Where permitted on rural lands, resource-based recreational uses should be limited to tourism-related and recreational uses that are compatible with the scale, character, and capacity of the resource and the surrounding rural landscape, and may include:

- a. Commercial uses to serve the needs of visitors; and
- b. Where appropriate, resource-based recreational dwellings for seasonal accommodation.

Lake Simcoe Protection Plan

5.16 Policy 4.8 DP of the Lake Simcoe Protection Plan (LSPP) states that an application for major development shall be accompanied by a stormwater management plan that, amongst other matters, includes a water budget and phosphorus plan.

5.17 The location of the hotel which is proposed to be developed is within 120m of a key natural heritage or hydrologic feature (KNHHF).

5.18 Policy 6.25 DP of the Lake Simcoe Protection Plan (LSPP) states that an application for development or site alteration within 120 metres of a key natural heritage feature or key hydrologic feature shall be accompanied by a natural heritage evaluation meeting the requirements of Policy 6.26.

Regional Official Plan (ROP)

5.19 The ROP designates the majority of the subject site as Oak Ridges Moraine – Countryside Areas and designates the eastern and southern sections of the site as Oak Ridges Moraine – Natural Core Areas. The area of the site subject to the proposed development is designated Oak Ridges Moraine – Countryside Areas.

5.20 Countryside Areas within the Oak Ridges Moraine are areas of existing rural land use intended to protect prime agricultural areas, provide for the continuation of agricultural and other rural land uses and maintain the character of Rural Settlements. Permitted uses within this designation include agricultural, agricultural-related, small-scale commercial, industrial, institutional, existing residential and major recreational uses that are consistent with the policies of the ROP and the ORMCP. The area subject to the proposed development is located within this designation.

5.21 Natural Core Areas within the Oak Ridges Moraine are areas with a high concentration of key natural heritage features, hydrologically sensitive features or landform conservation areas.

5.22 According to Schedule 'B' – Map 'B2' of the ROP, the majority of the site including all of the area subject to development is located within an Area of High Aquifer Vulnerability. Outside of designated Urban Areas, uses considered to be a high risk to groundwater shall be prohibited. The Region may also require a hydrogeological investigation to assess whether other uses not identified as a risk to groundwater in the ROP will be a potential risk to groundwater within the areas of high aquifer vulnerability thereby requiring potential prohibitions, restrictions, and/or mitigation.

5.23 ROP policy 5.4.8 permits the connection of municipal water and sewer services outside of an Urban Area Boundary when the existing services are abutting a property subject to a proposed development, subject to conditions.

6. Proposed Official Plan Amendment

6.1 The proposed Regional Official Plan amendment would allow for a hotel and the expanded parking area ancillary to the existing golf course operation.

7. Consultation

- 7.1 The application has been circulated to the following agencies: the Ministry of Municipal Affairs and Housing, the Township of Uxbridge, the Regional Works Department, Durham Region Transit, the Lake Simcoe Region Conservation Authority (LSRCA), Canada Post, Hydro One Networks, Rogers, Bell Canada, and Enbridge Gas.
- 7.2 At the time of writing this report, comments have been received by Enbridge Gas indicating it has no concern with the proposed amendment.

8. Public Participation

- 8.1 A “Notice of Complete Application” and “Notice of Public Meeting” regarding this application has been advertised in the “Uxbridge Times Journal”. Notice was also mailed to all property owners within 120 metres (400 feet) of the subject site. This report was also made available to the public on the Region’s website prior to the meeting.
- 8.2 Anyone who attends or participates in a public meeting may present an oral submission and/or provide a written submission to the Planning and Economic Development Committee on the proposed amendment. Also, any person may make written submissions at any time before Regional Council makes a decision.
- 8.3 If a person or public body does not make oral submissions at a public meeting or does not make written submissions before the proposed official plan amendment is adopted, the person or public body:
- a. Is not entitled to appeal the decision of the Region of Durham to the Ontario Land Tribunal (OLT) (formerly the Local Planning Appeal Tribunal); and
 - b. May not be added as a party to the hearing of an appeal before the OLT, as grounds to add the person or public body as a party.
- 8.4 Anyone who wants to be notified of Regional Council’s decision on the proposed ROP Amendment must submit a written request to:

Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Economic Development
Planning and Economic Development Department
Regional Municipality of Durham

605 Rossland Road East
Whitby, ON, L1N 6A3
planning@durham.ca

9. Future Regional Council Decision

- 9.1 The Planning and Economic Development Committee will consider the proposed ROP Amendment at a future meeting and will make a recommendation to Regional Council. Council's decision will be final unless appealed.
- 9.2 All persons who make oral submissions, or have requested notification in writing, will be given notice of the future meeting of the Planning and Economic Development Committee and Regional Council at which the subject application will be considered.

10. Previous Reports and Decisions

- 10.1 There are no previous reports on this matter.

11. Relationship to Strategic Plan

- 11.1 The objective in the processing of Regional Official Plan Amendment applications is to ensure responsive, effective and fiscally sustainable service delivery.

12. Attachments

Attachment #1: Location Sketch

Attachment #2: Concept Site Plan

Respectfully submitted,

Original signed by

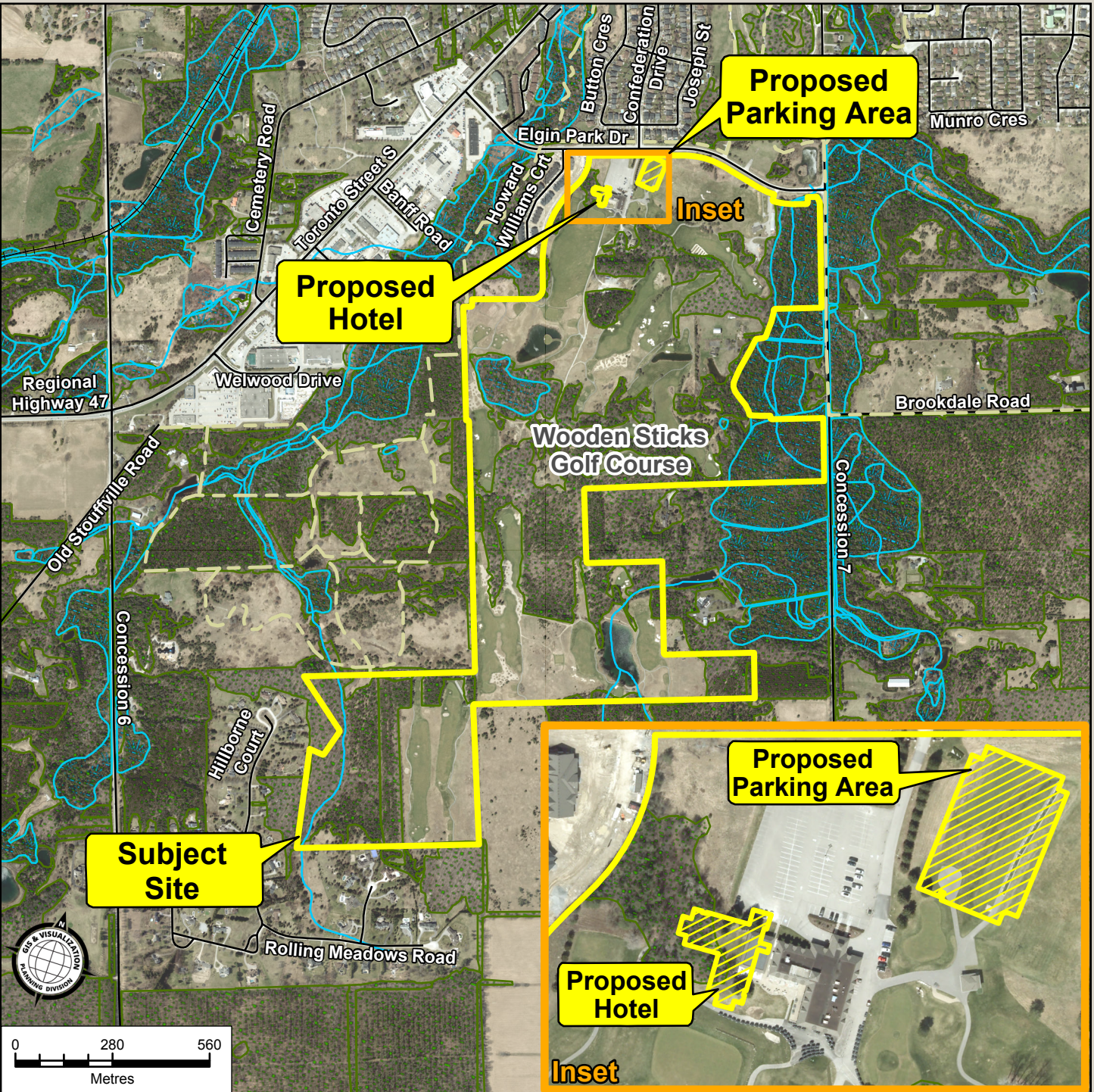
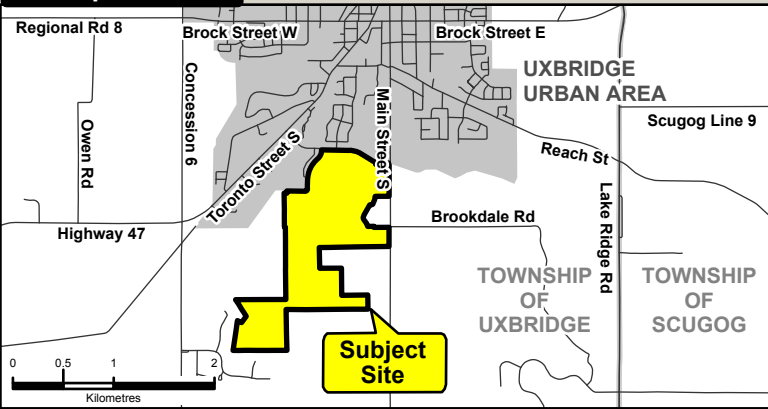
Brian Bridgeman, MCIP, RPP
Commissioner of Planning and
Economic Development

Recommended for Presentation to Committee

Original signed by

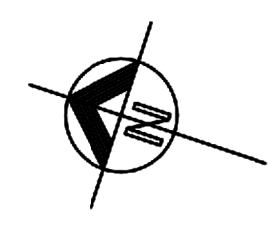
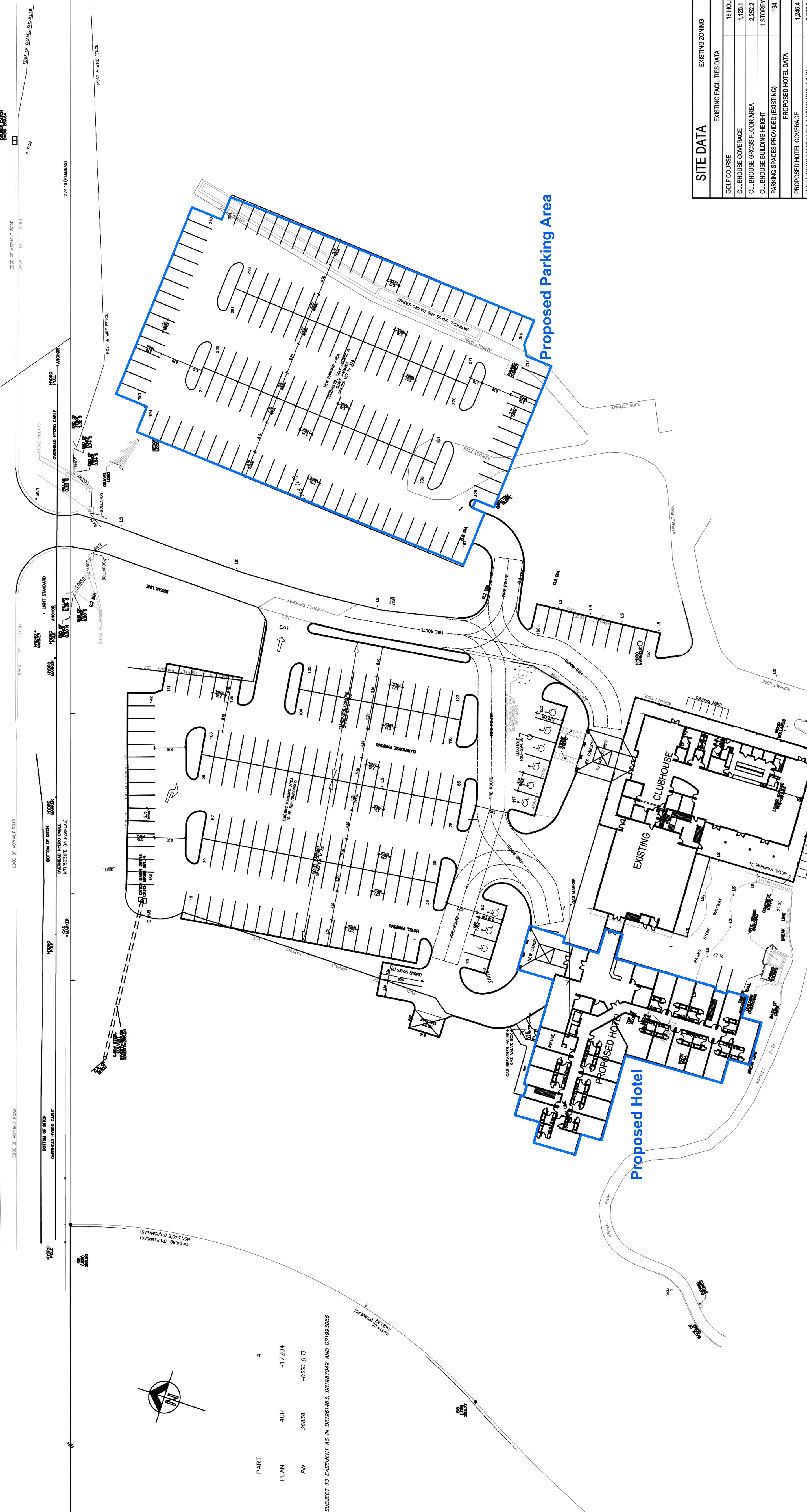
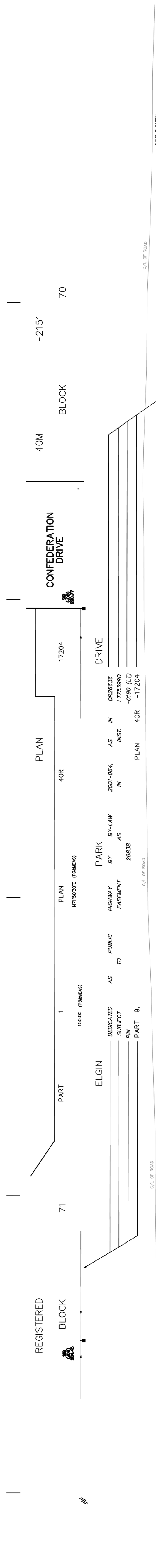
Elaine C. Baxter-Trahair
Chief Administrative Officer

Municipal Context



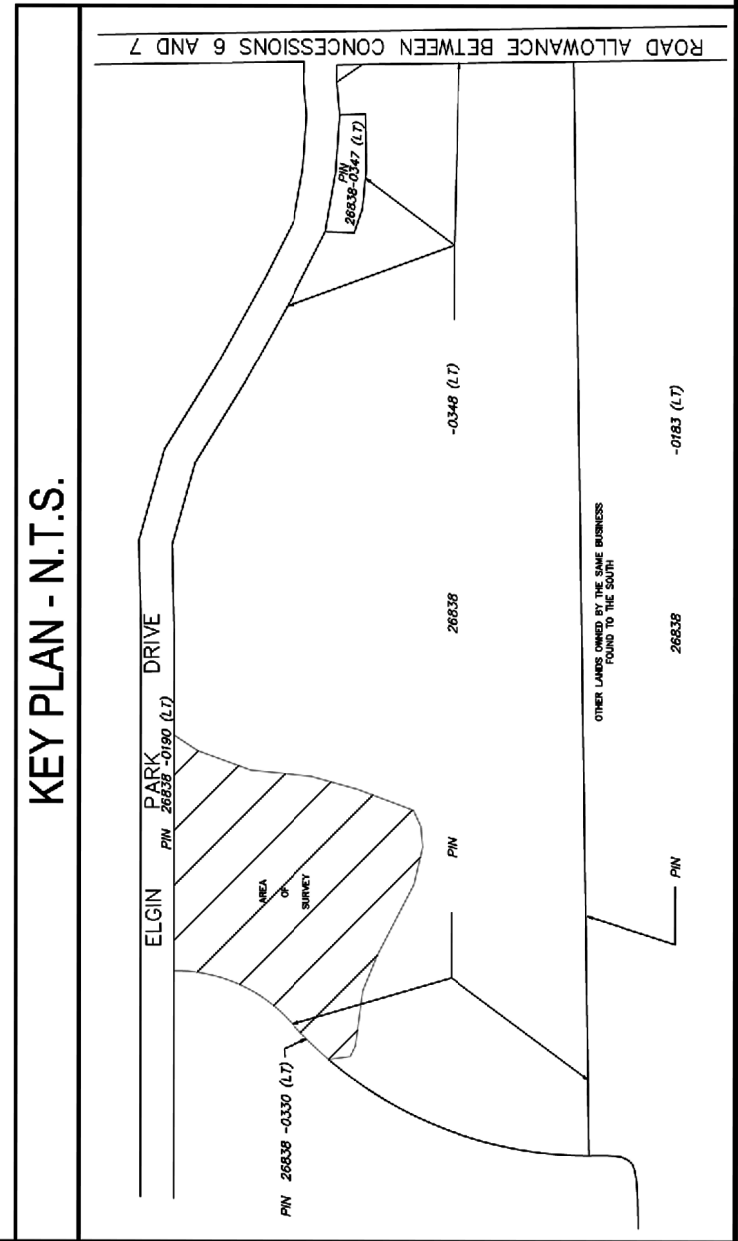
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PART 4
 PLAN 40R -17204
 PIN 26838 -0330 (L7)

SUBJECT TO EASEMENT AS IN DR1981463, DR1987649 AND DR1983266



SITE DATA		EXISTING ZONING	OS-11
EXISTING FACILITIES DATA			
GOLF COURSE			18 HOLE
CLUBHOUSE COVERAGE	1,126.1 m ²		
CLUBHOUSE GROSS FLOOR AREA	2,252.2 m ²		
CLUBHOUSE BUILDING HEIGHT	1 STOREY + BSMT		
PARKING SPACES PROVIDED (EXISTING)	184		
PROPOSED HOTEL DATA			
PROPOSED HOTEL COVERAGE	1,266.4 m ²		
HOTEL GROSS FLOOR AREA (BSMT INCLUDED)	5,386.9 m ²		
NUMBER OF HOTEL UNITS	79		
HOTEL BUILDING HEIGHT	4 STOREY (17.2 m)		
LOADING SPACES			2 SPACES
LOADING SPACES RECD - SECT. 5 OF 2006S BY-LAW			2 SPACES
LOADING SPACES PROVIDED			2 SPACES
REQUIRED PARKING CALCULATIONS			
GOLF COURSE			48 SPACES
CLUBHOUSE PRO SHOP			2 SPACES
CLUBHOUSE DINING AREA (46 SEATS/4)			37 SPACES
CLUBHOUSE BANQUET HALL (81 OCCUPANCY/4)			98 SPACES
CLUBHOUSE STEAM ROOM/LOCKERS			4 SPACES
CLUBHOUSE OFFICE SPACE			12 SPACES
HOTEL SUITES (79 x 1)			76 SPACES
TOTAL No. OF PARKING SPACES REQUIRED			328 SPACES
TOTAL No. OF PARKING SPACES PROVIDED			328 SPACES
BARRIER-FREE PARKING SPACES REQUIRED			4 SPACES
BARRIER-FREE PARKING SPACES PROVIDED			9 SPACES
TOTAL PAVED AREAS			11,846.7 m ²

SITE PLAN
 SCALE = 1 : 300