

# **TOWN OF HUNTSVILLE**

DIVISION:	CAO's Office	■ Building Services	☐ Community Services	
	<b>Corporate Services</b>	☐ Planning Services		
	Public Works			
	D	EPARTMENT: <u>Plannin</u>	<u>ıg</u>	
		REPORT # <u>PL-2012-9</u>	9	
	Co	onfidential: Yes	No 🖂	
To:	Planning Advisory Co	ommittee		
From:	Sean O'Callaghan, Si	<b>te</b> Plan Coordinator		
Meeting:	September 5 <sup>th</sup> 2012			
Subject:	Rezoning Application	Z/23/2012/HTE - Skyline Dee	erhurst Resort Inc	
RECOMME	NDATION:			_
Requires Ac	ction	For Discussion Only		
	MMENDED THAT: Plan Dication Z/23/2012/HTE	0 1	prepared by Sean O'Callaghan, rega	arding
		9	ommend to Council approval of Z 2, Concession 1, Geographic Townsl	0

# **ORIGIN / BACKGROUND**

Chaffey, Town of Huntsville, and District Municipality of Muskoka.

The purpose of this report is to provide the Planning Advisory Committee with a summary and recommendation concerning Rezoning Application Z/23/2012/HTE which is an application to Rezone the subject lands from Tourist Commercial with exception 0564 and 0551 (C4-0564,0551) to Tourist Commercial with exception (C4-exception) to permit the redevelopment of the lands with a 171 unit Lakeside Lodge condominium development.

# **SITE AND SURROUNDING USES**

The subject lands are located at 25 and 75 Peninsula Lake Point Road and are approximately 7.3ha (18ac) in area with approximately 1000m (3300ft) of frontage on Peninsula Lake.

# **DISCUSSION**

The applicant would like to rezone the subject lands from Tourist Commercial with exception 0564 and 0551 (C4-0564,0551) to Tourist Commercial with exception (C4-exception) to permit the redevelopment of the lands with a 171 unit Lakeside Lodge condominium development. The exceptions being requested include:

- 1. Permit a maximum building height of 20m;
- 2. Permit a maximum height of accessory buildings or structures of 5m;
- 3. Permit a maximum lot coverage of 20%;
- 4. Permit a total of 171 structural units comprised of both residential dwelling units or accommodation units with a turnover frequency that exceeds twelve times per year;
- 5. Permit a 45.00 square metre minimum gross floor area for a unit
- 6. Require a minimum 20m setback from the shoreline for the proposed Lakeside Lodge Condominium
- 7. Require a parking ratio of 1.2 spaces per unit; and
- 8. Permit a maximum of 30% of the required parking to being the form of overflow parking on a reinforced grass surface.

#### **Official Plan**

The subject lands are designated Special Area One within the Hidden Valley Settlement Area of the Town Official Plan (OP). Many of the surrounding uses are designated the same.

Section 2.5 of the OP outlines the Growth and development Strategy for the town and states

"Hidden Valley will continue to develop as a resort commercial and recreational residential destination."

Development in the Hidden Valley Settlement Area is subject to the following provision as set out in Section **5.3.7**:

- a) Development is encouraged in clusters;
- b) Development shall incorporate direct access to extensive linked public and private open space areas and recreational facilities;
- c) The maximum permitted density within a cluster shall not exceed 40 units per gross hectare (16 units per acre). Directly utilized for the development, applicable to both accommodation and residential units;
- d) ancillary facilities in a tourist commercial development (e.g. restaurant or gazebo) may be permitted to project over the water, provided the mass and bulk of the structures are in proportion to the site and proposed use."

The proposal will provide ample access to existing public and private open space and the recreational facilities of Deerhurst.

A concept plan has been submitted and will be reviewed further at the site plan stage as per section 5.3.8:

The Zoning By-law shall establish setbacks, minimum distance separations on a lot, parking requirements, and other applicable regulations. Such Zoning By-law shall only be processed after submission of a concept plan of all or part of the proposed development. Such concept plan shall address phasing provisions, servicing provisions, and specific land use locations amongst other matters.

### **8.3.2 f)** states:

... A prominent building may be considered for resort commercial development only if it is designed as a landmark and is in keeping with the building style and environment of the surrounding area;

The proposal will be subject to site plan control where the design of the structure will be further reviewed to ensure it conforms to the existing building style and environment in the area.

#### **8.9.1.3** states:

The continued operation, upgrading, expansion and redevelopment of existing commercial properties within the waterfront will be encouraged and facilitated within the policy framework of this Plan.

The proposed development appears to satisfy all of the requirements as outlined above.

# **Zoning By-law**

The lands are currently zoned Tourist Commercial with exception 0564 and 0551 (C4-0564,0551) and the applicant is proposing to rezone the lands to Tourist Commercial with exception (C4-exception) to permit the redevelopment of the lands with a 171 unit Lakeside Lodge condominium development.

FINANCIAL IMPLICATIONS - (Budget & Financial Planning Officer must sign Report)

n/a

<u>INSURANCE/RISK MANAGEMENT OR HUMAN RESOURCES IMPLICATIONS</u> – (Human Resources Manager must sign Report)

n/a

## SUSTAINABILITY IMPLICATIONS

#### **Economic Considerations**

Additional development will add to the tax base in the Town of Huntsville.

#### **Social Considerations**

Increasing the variety of housing types available.

## **Environmental Considerations**

Subject lands are in close proximity to town providing an excellent opportunity for active transportation.

Stormwater management will be enhanced on site.

30% of required parking spaces will be provided in reinforced grass overflow areas.

# **ACCESSIBILITY IMPLICATIONS**

n/a

# **COUNCIL STATEMENT OF DIRECTIONS AND PRIORITIES**

n/a

# **POLICIES / LEGISLATION**

Provincial Policy Statements Planning Act, R.S.O. 1990, cP.13 District of Muskoka Official Plan Town of Huntsville Official Plan Zoning By-law 2008-66P, as amended

# **CONSULTATIONS**

All internal and external agencies were circulated for comments.

The Peninsula Lake Association submitted comments seeking clarification on the application

No Objections were received.

PROVISION OF NOTICE (As per the current Town of Huntsville Provision of Notice Policy By-law)						
Notice Required?: Yes (If yes, file	Il in below) No					
Class #: Part #:	Subject Matter:					
Date(s) to be Advertised in Newspaper (If applicable):						
Date of Posting on the Town Website (If applicable):						

# **ATTACHMENTS**

Appendix "A" - Location Map

**Appendix "B"** – Site Plan

**Appendix "C" –** Planning report

**Appendix "D" –** Peninsula Lake Association Comments

# **CONCLUSION**

The Planning Department would recommend approval of the proposed rezoning as it meets the intent of the Official Plan and Zoning By-Law.

Signed	
	Sean O'Callaghan, Site Plan Coordinator
Signed	
Approved by:	Chris Marshall, Director of Planning and Sustainability
Signed	
	Mike Gooch, Executive Director of Development Services
Signed	
Approved by:	Kelly Pender, Chief Administrative Office

# Appendix "A" – Location Map





# PLANNING REPORT

# ZONING BY-LAW AMENDMENT AND SITE PLAN APPROVAL

# PROPOSED LAKESIDE LODGE DEERHURST RESORT

**Town of Huntsville** 

**August 2012** 

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#### 1.0 INTRODUCTION

The purpose of this Planning Report is to review an Application for Rezoning and an Application for Site Plan Agreement for a proposed condominium development on two parcels of lakeside property located at Deerhurst Resort in the Town of Huntsville. The lands subject to these applications are located in Part of Lots 31 and 32, Concession 1 in the former Township of Chaffey, now in the Town of Huntsville (Figure 1). This Planning Report is submitted on behalf of Skyline Deerhurst Resort Inc., owner of the subject lands.

### 2.0 PROPERTY LOCATION AND DESCRIPTION

The subject lands are comprised of two parcels. The first (western parcel) is legally described as Parts 1 to 18 & 20 to 31 Plan 35R-8786, Part 19 Plan 35R-2983 and Parts 26 & 27 Plan 35R-10085, (Roll No. 020-006-03001). The western parcel has an area of approximately 2.83 hectares and approximately 571 metres of frontage on Peninsula Lake. The second (eastern parcel) is legally described as Parts 34 & 35 Plan 35R-8786 and Parts 24 to 24 & 40-42 Plan 35R-10085, (Roll No. 020-006-03000). The eastern parcel has an area of approximately 3.88 hectares with approximately 433 metres of frontage on Peninsula Lake (Figure 2).

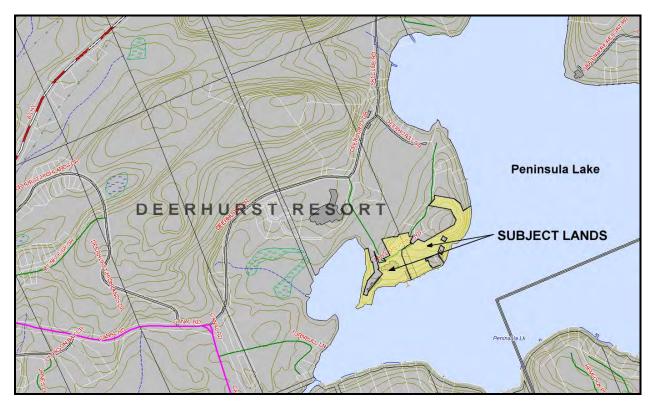


Figure 1- Key Plan



**Figure 2 – Existing Conditions** 

The subject lands form part of the larger Deerhurst Resort, which occupies approximately 316 hectares. Deerhurst Resort, established in 1896, was the first resort located on Muskoka's northern lakes. The original Deerhurst Lodge is located on the western lakeside property.



Figure 3 – Original Deerhurst Lodge

Initially it had 18 rooms, a dining room and smoking room. It has since undergone several renovations and expansions, the most significant occurring in the 1970's during which time most of the original charm and character of the lodge building was lost due to the significant changes made to the building (Figure 3).



Figure 4 – Existing Deerhurst Lodge

In the mid 1980's, Deerhurst underwent a dramatic expansion including the development of the multibedroom condominium suites and a new main lodge known as the Pavilion sports and conference complex. In 2000, the Pavilion was expanded to include a new hotel wing, conference centre additions, and a new indoor pool.

Today, the Pavilion serves as the hub of the Deerhurst Resort replacing the Deerhurst Lodge as the centre of activity. As a result, the Deerhurst Lodge has outlived its purpose and the redevelopment of the lakeside properties is appropriate. It is proposed that the Deerhurst Lodge be demolished. While the Lodge has seen a decrease in use, the lakeside property continues to provide the primary access for guests to the lake and waterfront activities.

The eastern parcel is occupied by the Terrace building. The Terrace contained 15 accommodation units and has been abandoned due to its age and the costs associated with renovating the building. It is proposed that the Terrace building also be demolished.



Figure 5 – Existing Terrace Building

The eastern parcel also contained several small cottages that were rented to Deerhurst guests. Most of the cottages have been demolished with plans to demolish the balance as part of the proposed redevelopment of the lakeside properties. The western parcel contains several tennis courts.

Changes in topography are quite dramatic with approximately 22 metres of grade difference from the northeast corner of the subject lands and the shoreline of Peninsula Lake. With the exception of the most eastern portion of the subject lands, which is undeveloped and heavily vegetated, the balance of the lands are generally manicured and/or maintained. Existing vegetation includes large grassed areas, mature trees, bushes, etc.

The amount of lands in the lakeside area owned by Deerhurst Resort has decreased through the development and registration of several condominiums as identified in Figure 2. Access, as well as services, are interconnected and are provided for through a number of registered right-of-ways and easements.

# 3.0 PLANNING STATUS

## 3.1 District of Muskoka Official Plan

The District of Muskoka Official Plan was approved June 7, 1991 (amended and consolidated to November 2010). The Official Plan identifies Hidden Valley, (in which Deerhurst Resort is located) as an Urban Centre. Generally, most urban forms are encouraged to locate and grow in Urban Centres on full

municipal services. Urban Centres are also expected to provide the larger community a broad range of goods, services and residential and employment opportunities.

## 3.2 Town of Huntsville Official Plan

The Town of Huntsville Official Plan was approved on October 30, 2006. Deerhurst Resort is located within the Hidden Valley Settlement Area and the subject lands are located within Special Area 1 (SP1) (Figure 6).

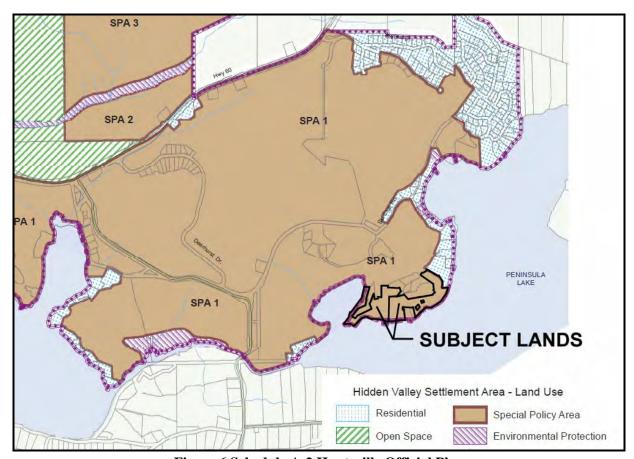


Figure 6 Schedule A-2 Huntsville Official Plan

Section 2.5 of the Official Plan sets out the growth strategy for the Town of Huntsville stating:

"Hidden Valley will continue to develop as a resort commercial and recreational residential destination."

Section 5 of the Official Plan provide specific policies regarding development in the Hidden Valley Settlement Area. Section 5.1.4 recognizes the potential for expansion by stating the following:

"Significant development opportunities exist with respect to expansion of existing commercial facilities and the establishment of new such facilities and residential units."

#### Section 5.1.6 states:

"Policies in this section are intended to reinforce the vitality of Hidden Valley as a major tourist recreational destination."

Development in the Hidden Valley Settlement Area is subject to the following provision as set out in Section 5.3.7:

- a) Development is encouraged in clusters;
- b) Development shall incorporate direct access to extensive linked public and private open space areas and recreational facilities;
- c) The maximum permitted density within a cluster shall not exceed 40 units per gross hectare (16 units per acre). Directly utilized for the development, applicable to both accommodation and residential units;
- d) ancillary facilities in a tourist commercial development (e.g. restaurant or gazebo) may be permitted to project over the water, provided the mass and bulk of the structures are in proportion to the site and proposed use."

The Official Plan does not identify the subject land to have any features of environmental significance. The Official Plan does identify the subject lands to be located within a "Full Municipal Service Area".

# 3.3 Town of Huntsville Zoning By-Law

The original zoning of the Deerhurst lands dates back to the early 1980's when a comprehensive development plan for the resort was created. Zoning categories were created for Deerhurst Resort with standards and permitted uses specific to the development plan. These site specific zoning categories remained in place until 2008 when the Town passed a new Town-wide comprehensive Zoning By-law No. 2008-66P that eliminated the Deerhurst specific zoning and replaced it with more traditional residential, commercial and open space zones with exceptions that recognized the special provisions contained in the Deerhurst zone.

Town of Huntsville Zoning By-law No. 2008-66P zones the western parcel Tourist Commercial C4 Exception 0564 (Figure 7). Exception 0564 permits a maximum of 106 "accommodation units", a maximum lot coverage of 20%, and a maximum height of 20 metres.

The eastern parcel is zoned Tourist Commercial C4 Exception 0551, which permits a maximum of 132 "structural units", a maximum lot coverage of 20%, a maximum height of 11 metres and a maximum of 32 structural units per cluster. The eastern area and undeveloped portion of the eastern parcel is zoned Conservation C. Uses permitted in the C zone are generally limited to outdoor recreational uses, and public and private parks.

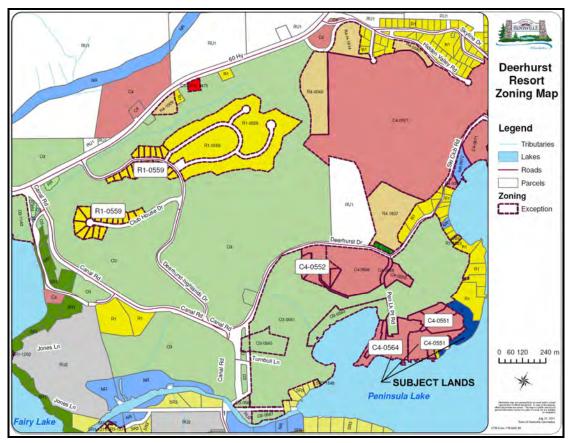


Figure 7 - Zoning By-Law No. 2008-66P

The following table summarizes the current zoning standards for the subject properties.

STANDARD	C4-0564 (Western Parcel)	C4-0551 (Eastern Parcel)	
Maximum No Units	106 accommodation units	132 structural units	
Maximum Units per Cluster	n/a	32	
Maximum Lot Coverage	20%	20%	
Minimum Lot Frontage	30.0 m	30.0 m	
Minimum Lot Area	1400 sq.m	1400 sq.m	
Minimum Front Yard	15.0 m	15.0 m	
Minimum Interior Side Yard	6.0 m	6.0 m	
Minimum Exterior Side Yard	6.0 m	6.0 m	
Minimum Rear Yard	7.0 m	7.0 m	
Minimum Setback from Shoreline	20.0 m	20.0 m	
Minimum Landscaped Area	20%	20%	
Maximum Height	20.0 m	11.0 m	
Minimum Floor Area Dwelling Unit	n/a	90 sq.m	
Minimum Floor Area Accommodation Unit	-	55 sq.m	
Parking	1.25 per accommodation unit	1.0 per guest room	

**Table A Current Zoning Standards** 

Generally, uses permitted in the C4 zone include a range of tourist related uses including restaurants, marinas, private parks, tourist camping establishment and tourist establishments.

The Zoning By-Law defines a "Tourist Establishment" to mean:

"the use of land, buildings or structures for the provision of commercial roofed accommodation where commercial accommodation units are offered for rent on a short term or transient basis to the public who is travelling, vacationing, engaged in leisure or recreation, or participating in conventions or meetings. A tourist establishment may include accessory uses, services, equipment or facilities, including a restaurant, normally incidental to such accommodation. A tourist establishment does not include a dwelling unit except for a dwelling unit for the owner or operator, or staff quarters that are accessory to the principle use".

#### A "Commercial Accommodation Unit" is defined to mean:

"a rental unit within a tourist establishment to be rented out for the purpose of catering to the needs of the travelling public by furnishing sleeping accommodation with or without food. Such rental shall be in the form of normal daily rental, or interval ownership which shall include forms of rental such as time-sharing or interval ownership, Fee Simple, and which shall have a turnover frequency exceeding 12 times per year."

It should be noted that Exception 0551 expands the uses permitted to include dwelling units.

A dwelling unit is defined to mean:

"a suite of habitable rooms which:

- a) is located in a building;
- b) is used or intended to be used in common by the occupants as a single, independent, and separate housekeeping establishment; and
- c) contains food preparation and sanitary facilities provided for the exclusive common use of the occupants thereof.

For the purposes of this By-law, a dwelling unit does not include a tent, private cabin, trailer, mobile home, (except in a Residential Mobile Home (RMH) Zone), or a room or suite of rooms in a boarding house, tourist home, or tourist establishment unless otherwise specifically permitted."

It should also be noted that dwelling units permitted by Exception 0551 must have a turnover capability that exceeds twelve times per year. In other words, they must be capable of being rented with more than twelve turnovers per year.

The zoning by-law does not define a "structural unit". However it is assumed, based on the context in which the term is used in the By-law, that a structural unit can be either a commercial accommodation unit or a dwelling unit.

The existing zoning limits the number of the accommodation and/or dwelling units permitted is 106 on the western parcel and 132 on the eastern parcel. As noted previously, several condominiums have been developed and are subject to the same exception. It is assumed that the unit count is undertaken on the

basis that the various ownerships comprise a single unit for the purposes of calculating the density. In other words, each ownership within the 0546 exception, for example, is not entitled to 106 units.

Table B summarizes the number of units that have been developed historically in the Deerhurst Lakeside area and the number of excess units available under the current zoning.

DEERHURST LAKESIDE – EXISTING DEVELEOPMENT							
Zones	Development	Historical No. Of Units	Existing Units	Units Permitted By Existing Zoning	Excess Units		
	Deerhurst Lodge	14	0				
C4-0564	Cottages	16	0				
	Bayshore Condo (MCP #20)	72	72				
	Subtotal	102	72	106	34		
	Terrace	15	0				
	Birchcliff Villas (Timeshare)	20	20				
	Oakridge Condo (MCP #9)	32	32				
C4-0551	Golfview Condo (MCP #17)	18	18				
	Tennis Condo (MCP #18)	18	18				
	Mapleridge Condo (MCP #19)	18	18				
	Lakeside Condo (MCP #25)	6	6				
	Subtotal	127	112	132	20		
	TOTAL	229	184	238	54		

**Table B Existing Development** 

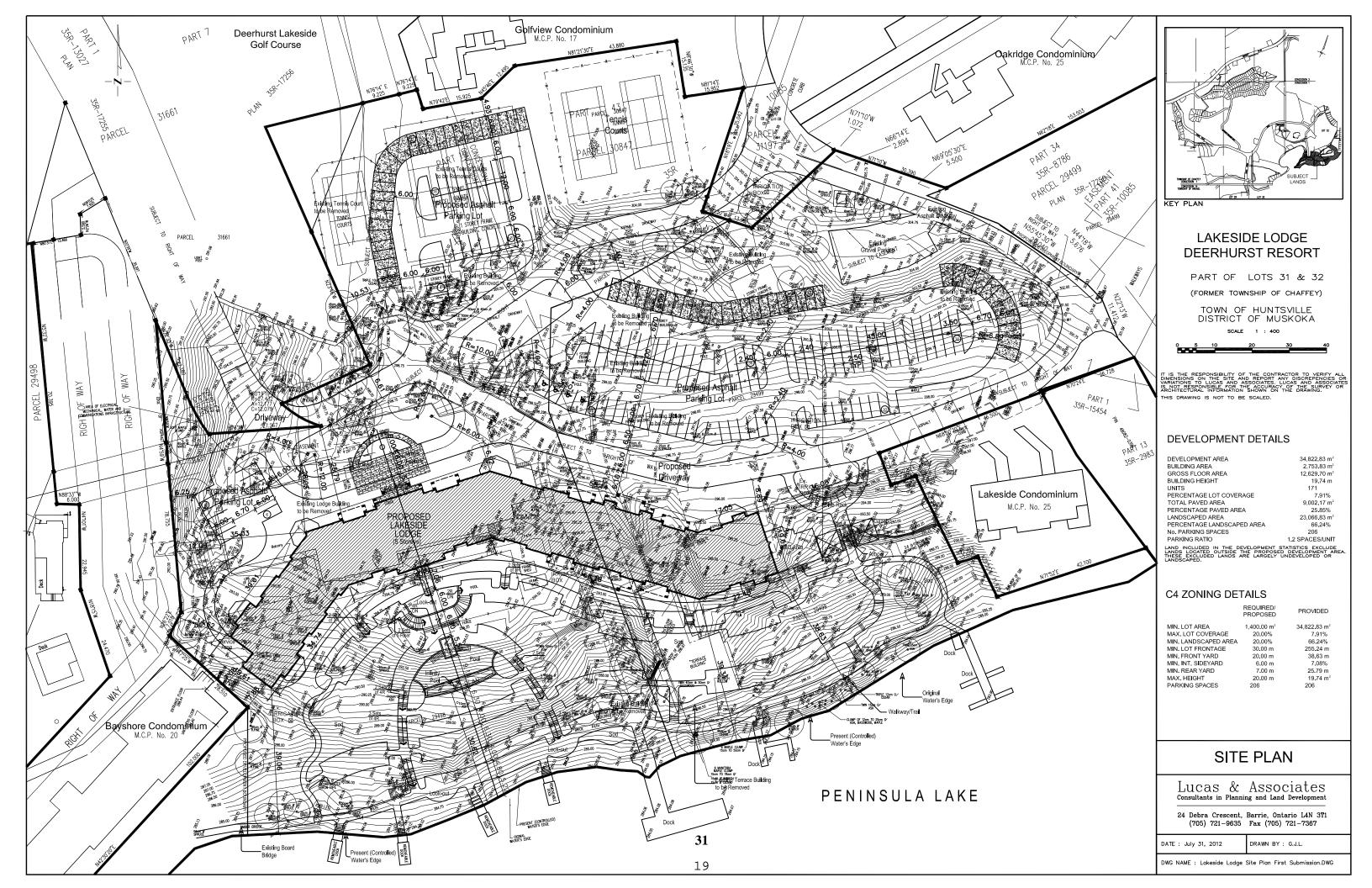
As Table 2 indicates, a total of 238 units are permitted in the Deerhurst Lakeside area, of which there are 184 existing, leaving an excess of 54 units in total.

Figure 8 identifies the boundaries and areas of the current zones and the location of the various condominiums and where the existing units are located within the Deerhurst Lakeside area.

# 4.0 PROPOSED LAKESIDE LODGE DEVELOPMENT

The owner is proposing to redevelop the lakeside lands it owns with a 171 unit Lakeside Lodge condominium development. Lakeside Lodge will offer one, two and three bedroom units and indoor amenities including meeting rooms, a hospitality suite, locker storage, and a fitness room. Units will include breakfast bars, fireplaces and balconies, and the owners can opt to place their units in the Deerhurst Resort Rental Program.

Outdoor amenities will include a hot tub, swimming pool, a barbeque area, gazebos, a pool terrace and several lounge chair seating terraces, all located between the new Lakeside Lodge building and the waterfront. A copy of the proposed Site Plan is found in Figure 8.



Owners will not only have access to the Lakeside Lodge amenities, but also access to a wide range of other amenities offered by Deerhurst Resort including those located at the Deerhurst Pavilion, two 18-hole golf courses, hiking trails and the multitude of other amenities located throughout the 316 hectares that comprise Deerhurst Resort.

It is proposed that Lakeside Lodge be 4 storeys facing the parking areas and 5 storeys facing Lake Peninsula. The difference in height is necessary to accommodate the change in grade as the site falls southward towards Lake Peninsula. The building will be finished in a classic Muskoka style through a combination of design features and exterior finishes that include stone, ship lap siding, cedar shakes, asphalt shingles and wood trim (Figure 9). Given its size and prominent location, Lakeside Lodge is expected to serve as landmark in a tradition similar to many former and existing Muskoka resorts.

A Site Plan Agreement application consisting of a Site Plan, Site Servicing Plan, Stormwater Management Plan, Landscape Plan and Building Elevation Plans has been prepared and submitted to the Town of Huntsville for review and approval. The application is also supported by the Functional Servicing Report, which confirms that the proposed redevelopment can be serviced via connections to the existing Municipal Sanitary Sewage Collection System and existing Municipal Water Distribution System. The District of Muskoka is currently assessing the capacity of two pump stations, the results of which may indicate the need for a pump upgrade or other minor improvements to accommodate the proposed redevelopment.

Table 3 summarizes the redevelopment details. It should be noted that the statistics exclude lands located outside of the development area. The excluded lands are largely landscaped and/or undeveloped. Including these lands in the calculations would increase the landscaped area percentage and reduce the lot coverage and paved area percentages.

LAKESIDE LODGE DEVELOPMENT DETAILS				
Development Area	34,822.83 sq.m			
Building Area	2,753.83 sq.m			
Gross Floor Area	12,629.70 sq.m			
Building Height	19.74 m			
Units	171			
Percentage Lot Coverage	7.91%			
Total Paved Area	9,002.17 sq.m			
Percentage Paved Area	25.85%			
Landscaped Area	23,006.83			
Percentage Paved Area	66.24%			
No. Parking Spaces	206			
Parking Ratio	1.2 spaces/unit			

**Table C – Development Details** 



Figure 9 Building Elevation

As shown in Table C, the Lakeside Lodge will occupy less than 8% of the development area. As well, the paved area will occupy less than 26% of the site, leaving over 66% of the development area as landscaped open space. It is interesting to note that the proposed Lakeside Lodge, which has a building footprint of 2,753 square metres, is less than the combined footprints of the existing Deerhurst Lodge, Terrace Building, and remaining cottages, which together have a combined building footprint of 2,907 square metres.



**Figure 10 Existing Waterfront Area** 

Considerable attention has been given to the area located between the proposed Lakeside Lodge building and the shoreline. This area has traditionally served as an area where guests lounge, watch waterfront activities, and enjoy the views over Peninsula Lake (Figure 10).

Today this area is grassed with a single terrace and due to the steeper slopes, provides limited space for the placement of lounge chairs, etc. The site plan proposes to transform this area to make better use of this valuable space through the development of a series of lounge chair seating terraces that will provide space for a total of 238 lounge chairs. In addition, this area will include walkways, terrace landscape gardens, lookouts, and a new infinity swimming pool and hot tub. This area will be open to all Deerhurst guests and pedestrian access is provide immediately east of the Lodge. For guests wishing to come to the waterfront by bicycle, a bike rack is provided at the entrance to the waterfront area.

As discussed previously, the existing buildings located in the Deerhurst Lakeside area on lands still owned by Skyline Deerhurst Resort Inc. have outlived their purpose and usefulness and will be demolished to make way for the redevelopment. The redevelopment of the Lakeside properties provides an opportunity to incorporate an enhanced level of stormwater management quality control. Presently the majority of the site runoff is in the form of overland sheet flow directly into Peninsula Lake. A Functional

Servicing Report has been prepared which, together with a landscape plan, proposes improved stormwater quality control, phosphorous reduction and overall source infiltration methods through the use of vegetated swales, bio retention areas and subsurface storage which provide both quality control storage and infiltration for the site's runoff.

The redevelopment plan also provides an opportunity to relocate and construct parking areas that incorporate the above mentioned measures, together with reinforced grass overflow parking areas and extensive landscaping to help buffer the visual impact of the parking areas. The proposed site plan respects the various right-of ways and easements currently in place that provide access and services to the six condominiums that have also developed in the Lakeside area.

There is an existing parking area located in the northeast portion of the development area that is subject to an easement and will be retained. This parking area has not been included in the 206 parking spaces provided for the proposed Lakeside Lodge, but has been included in the paved area calculation.

A total of 171 units are proposed comprised of 133 one bedroom, 33 two bedroom and 5 three bedroom units. All units will include a breakfast bar and dining area, a sitting area with fireplace, and a balcony or patio. The average unit size is 59.89 sq.m (644.65 sq.ft.). Table D provides details on the unit count.

LAKESIDE LODGE UNIT COUNT							
	Basement	Ground	Second	Third	Fourth	Total	%
		Floor	Floor	Floor	Floor		
One Bedrooom	10	27	32	32	32	133	77.8
Two Bedrooms	5	7	7	7	7	33	19.3
Three Bedrooms	5	1	1	1	1	5	2.9
Total Units Per Floor	16	35	40	40	40	171	100

Table D – Lakeside Lodge Unit Count

# 4.1 Sustainability

In 2010, the Town of Huntsville released its final version of its **Unity Plan – Huntsville's Guide to a Sustainable Future**. Huntsville's Unity Plan is intended to be a high level document that provides guidance to the plans, policies, programs and initiatives that are under the responsibility of the Town, and those actions that are led by the community, stakeholders and organizations.

The Plan identifies the following as the Town's vision for the future:

"Huntsville is a vibrant, welcoming and healthy place in which to live and play as we foster innovation, celebrate arts, culture, heritage, and recreation, develop a strong and resilient economy and follow an ethic of social caring and environmental stewardship".

The Unity Plan identifies 12 goals. Not all of these goals can be achieved through a single initiative, or in this instance, through the approval of a single development application. Nevertheless, to the extent that a development proposal can help the municipality achieve its sustainability goals, efforts should be made where it is reasonably possible.

Sustainable development considers social and economic factors as well as the environment in an integrated and holistic way. The proposed redevelopment of Deerhurst waterfront will assist the Town in achieving 6 of the 12 goals:

#### **Goal #1 Environmental Protection**

The redevelopment of the lakeside area provides an opportunity to introduce an enhanced level of stormwater management quality control, phosphorous reduction and overall source infiltration methods through the use of vegetated swales, bio retention areas and subsurface storage. In addition, the redevelopment provides the opportunity to introduce new shoreline plantings to help buffer the potential impacts.

# **Goal #3 Energy Conservation**

Although the detailed architectural plans for the Lakeside Lodge building have yet to be completed, opportunities to make the building energy efficient will be investigated and incorporated where feasible.

#### **Goal #4 Transportation**

Deerhurst Resort has and will continue to promote safe active transportation through it trail system, and the provision of facilities like bicycle racks to encourage the use of alternatives forms of transportation within the resort.

#### **Goal # 5 Land Use Planning**

Good urban design is one of several ways that land use planning can contribute to sustainability. This is achieved in part through the promotion of more compact urban forms, active transportation, and closer relationships between people and the natural environment.

The Lakeside Lodge redevelopment incorporates all of these elements. The new building contains 171 units, yet occupies less than 8% of the development area. Approximately two thirds of the site is devoted to landscaped open space, the majority of which is located between the building and the shoreline. The creation of high quality space between the new building and the shoreline will help promote a closer relationship between the guests and Peninsula Lake.

Parking areas are provided away from the lake with infiltration methods that will intercept surface run off. 61 of the 206 parking spaces (approximately 30%) are provided in reinforced grass overflow areas, and active transportation is promoted through the provision of trails and bicycle racks.

The proposed development will utilize existing municipal water and sewage infrastructure and result in a more efficient use of these existing services.

# **Goal #9 Healthy Active Community**

Again, creating a high quality space adjacent to the waterfront, will help promote a healthy and active lifestyle as more guests to the resort will choose to use this space and participate in the many waterfront activities provided by Deerhurst Resort.

# **Goal #11 Economic Development**

The importance of economic sustainability cannot be overstated, because without a diverse and prosperous economy, it is next to impossible to achieve the other goals identified in the Unity Plan.

For over 116 years, Deerhurst Resort has been a major source of jobs, tax revenue and economic development for the Town of Huntsville and District of Muskoka. Today, Deerhurst Resort provides employment for approximately 640 people and a multitude of indirect employment opportunities in businesses that provide products and services to the resort.

During the last 116 years, Deerhurst has witnessed several ownership changes, and many financial challenges. The most recent ownership change occurred in March 2011 when the resort was purchased by its current owner, Skyline Deerhurst Resort Inc.

Financial and operational challenges pose an ongoing threat to Deerhurst's continued viability. The resort industry is highly seasonal with significant drops in occupancy rates during the shoulder seasons. In addition, the resort industry is very competitive, which demands that the resort remain current to meet the demands and expectations of its guests.

The lakeside area, which represent one of Deerhurst's greatest assets, is underutilized and in need of redevelopment. The Deerhurst Lodge has reached the end of it lifecycle and the Terrace building has been condemned and is abandoned. The development of the proposed Lakeside Lodge will help maintain Deerhurst's economic viability by providing an additional 171 units to the rental pool and by providing a much needed redevelopment of the waterfront area. It is expected that demand for these new units will be high, and will build on the recent success experienced with the quick sale of 120 renovated Sport Villa units (now called Summit Lodges).

#### 5.0 PROPOSED ZONING BY-LAW AMENDMENT

The C4-0564 Exception zone that applies to the western parcel, and the C4-0551 Exception zone that applied to the western parcel will not permit the proposed Lakeside Lodge redevelopment proposal. For example, while the 0564 Exception permits a maximum height of 20 metres, the 0551 Exception permit a maximum height of only 11 metres. The existing zoning also limits the maximum number of units permitted to total of 238 units across both zones, 184 of which are existing units, leaving an excess of only 54 units.

The zoning by-law amendment proposes to replace the C4-0564 Exception zone and C4-0551 Exception zone with a site specific new C4 exception zone that applies to both the east and west parcels. It is proposed that the new C4 zone will have the following exceptions:

- 1. permit a maximum building height of 20.00 m;
- 2. permit maximum height of accessory buildings or structures of 5.00 m;
- 3. permit a maximum lot coverage of 20%;
- 4. permit a total of 173 structural units comprised of both residential dwelling units or accommodation units with a turnover frequency capability that exceeds twelve times per year;
- 5. permit a 45.00 minimum gross floor area for a unit;
- 6. require a minimum 20.00 m setback from the shoreline, except for accessory structures and uses related to marine and recreational uses;
- 7. require a parking ratio of 1.2 spaces per unit; and
- 8. permit a maximum of 30% of the required parking to be in the form of overflow parking on a reinforced grass surface.

In addition, it is proposed that the new C4 exception not include a provision that limits the number of units in a cluster, or if such a provision is deemed appropriate, that the limit be 173 units.

# 6.0 PLANNING JUSTIFICATION

# 6.1 Conformity to the Provincial Policy Statement

The proposed Lakeside Lodge redevelopment and associated zoning by-law amendment satisfies the relevant Provincial policies and is consistent with the 2005 PPS. First and foremost, the proposal contributes to the building of a strong community through the efficient development of the land and by providing an appropriate range and mix of residential, recreational and open space uses.

Under Section 1.1.3.2a), the Province requires that new growth be directed in a manner that promotes the efficient use of existing municipal services. As demonstrated through the preparation of the Functional Servicing Report, full municipal services are available at the property to service the proposed development and an extension of municipal services is not required.

Section 1.7.1f) states that long term economic prosperity should be supported by providing opportunities for sustainable tourism development.

Measures proposed to improve stormwater quality control, phosphorous reduction and overall source infiltration methods are consistent with Section 2.2.1g), which encourages the protection and improvement of water through appropriate stormwater management practices.

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# 6.2 Conformity to the District of Muskoka Official Plan

The Official Plan establishes a regional planning context for development through a series of goals, objectives and policies as reflected in Section B.2 of the Official Plan, which states:

"To protect the quality of the cultural and natural environment of Muskoka and accommodate growth by facilitating traditional and contemporary development that recognizes the character of Muskoka."

The strategic vision for Muskoka as expressed in Section B.1 of the Plan directs that:

- a) The forested landscape of Muskoka will be protected.
- b) Development will be based on the principle of a carrying capacity to ensure that the quality of the environment is maintained.
- c) Tourism and recreation opportunities will be enhanced.
- d) Improvements to services that support economic development will be promoted.
- e) Urban-type development will occur in serviced urban areas.

The proposed Lakeside Lodge is in keeping with the character of Muskoka, and as discussed previously, will serve as a landmark in a tradition similar to many former and existing Muskoka resorts.

The following objectives of the District's Official Plan are relevant to this redevelopment proposal:

- "To manage growth in a way that will make the most efficient use of land, infrastructure, public services and facilities."
- "To manage land use and development in a way that maintains the quality of the natural and cultural heritage of Muskoka."
- "To maintain the character and integrity of communities in Muskoka."
- "To encourage the growth and development of facilities, services, resorts, accommodations and attractions consistent with the primary recreational economic base of Muskoka."
- "To encourage the provision of a wide array of housing opportunities, including housing that is affordable to a full range of income groups in Muskoka."

Section C.22 of the Plan addresses Tourist Commercial uses in Muskoka and encourages the strengthening, enhancement, expansion and diversification of the tourism sector in Muskoka.

The proposed redevelopment of the lakeside lands is consistent with the policies of the District's Official Plan, summarized as follows.

- The redevelopment site is located in an identified Urban Centre.
- The proposed redevelopment is in an appropriate location.
- The redevelopment will be on full municipal services.
- The redevelopment will build upon the established recreational and residential character of the Hidden Valley area.

• The redevelopment includes measures to ensure that the natural environment is not adversely impacted.

# 6.3 Conformity to the Town of Huntsville Official Plan

Section 5.3 of the Official Plan sets out the policies applicable to the Special Policy Areas within the Hidden Valley Settlement Area. These polices have been established to promote the residential/tourist commercial/recreational character of the settlement.

Within Special Policy Area 1, Section 5.3.3 identifies the permitted uses to include low and medium density residential development arranged in clusters. Tourist commercial development in the form of resorts, recreational facilities and tourist commercial establishments, excluding tent and trailer parks, are also permitted.

Section 5.3.6 permits multiple-family residential development to be included as an integral part of a resort commercial development.

Section 5.3.7 sets out the development provisions within the Special Policy Areas and includes:

- a) development is encouraged in clusters;
- b) development shall incorporate direct access to extensive linked public and private open space areas and recreational facilities;
- c) the maximum permitted density within a cluster shall not exceed 40 units per gross hectare (16 units per acres), directly utilized for the development; and
- d) ancillary facilities in a tourist commercial development (e.g., restaurant or gazebo) may be permitted to project over water.

Item d) does not apply in this instance.

Development in the lakeside area of Deerhurst has developed in clusters, and it could be argued that within the larger Deerhurst Resort and Hidden Valley context, the lakeside area, comprised of the 6 condominiums and the proposed Lakeside Lodge collectively represents a single cluster. Regardless, the Deerhurst Lodge redevelopment proposal maintains this approach to clustered development.

The proposed Lakeside Lodge development will not only improve access to the Resort's waterfront area, but also makes better use of this important asset through a extensive transformation of the area located between the proposed Lakeside Lodge and Lake Peninsula.

The Official Plan permits a density of 40 units per gross hectare directly utilized for development. The lakeside area has a total area of 10.57 hectares, which includes the Conservation zoned lands located in the eastern portion of the area. Lands directly utilized for development include the lands zoned C4 and the single lot zoned R1, and comprise a total area of 8.92 hectares.

The Official Plan permits a maximum density of 40 units per gross hectare, which in this instance equates to a maximum of 357 units on the 8.92 hectares of land utilized for development. Following the demolition of the Deerhurst Lodge, The Terrace building and the remaining cottages, there will be a total of 185 existing units, including the single family home, within the cluster. This leaves the potential to develop an additional 173 units and remain in conformity with Section 5.3.7c) of the Town's Official Plan. Therefore, the proposed zoning by-law amendment, which will permit a maximum of 173 units, on the lakeside lands still owned by Deerhurst conforms to the Official Plan.

#### 6.0 SUMMARY AND CONCLUSIONS

Deerhurst Resort is proposing to develop a 171 unit Lakeside Lodge condominium in the lakeside area of the resort. This area is presently occupied by the Deerhurst Lodge, Terrace building, and a few remaining cottages, which have reached the end of their lifecycles and are due to be demolished. The redevelopment proposal includes the transformation of the waterfront area to better utilize and improve this important asset, and the creation of new and improved parking areas.

The redevelopment of lakeside area represents an important component in the resort's long-term plan to ensure that Deerhurst remains viable and economically sustainable. By the same token the economic sustainability of the resort remains important for the Town and District as the resort provides a significant economic benefit to both.

Enhanced levels of stormwater management quality control will not only mitigate the potential impacts of this redevelopment, but also represents a significant improvement over the existing condition that provides very limited opportunities to enhance water quality. These proposed measures to improve water quality will contribute to the Town's long-term sustainability goals.

As demonstrated through this report, the proposed development conforms to the Provincial Policy Statement through its contribution to the building of a strong community, the efficient development of the land and by providing an appropriate range and mix of residential, recreational and open space uses. In addition, it promotes the efficient use of existing municipal services and provides an opportunity to ensure sustainable tourism development.

The Official Plans of both the District of Muskoka and the Town of Huntsville recognize the importance of recreation and tourism to the local and regional economies and encourage opportunities for enhancement. Both Plans also encourage development to occur on full municipal services within an established urban centre and in a manner that maintains the quality of the natural environment. The number of new units proposed falls within the Town's Official Plan policy dealing with density in the Hidden Valley Settlement Area. Therefore, the proposed zoning by-law amendment and site plan approval are appropriate and represents good planning.

Respectfully submitted,

**Lucas and Associates** 

# Appendix "D" - Peninsula Lake Association Comments

The Planning Advisory Committee,

Town of Huntsville.

Attention: Sean O'Callaghan, Site Plan Coordinator.

Re: Proposed Amendment to Zoning By-Law 2008-66P, As Amended.

Proposed Zoning Amendment z/23/2012/THE (Skyline Deerhurst Resort Inc.)

Monday August 27th 2012.

The Peninsula Lake Association wishes to thank The Planning Advisory Committee of the Town of Huntsville for the opportunity to comment on the proposed Lakeside Lodge at Deerhurst Resort submitted by Skyline Corporation.

In addition to this brief, we also ask to be advised, and to be a party to, any and all meetings and discussions regarding this, and any future proposals involving Skyline Corporation and the Deerhurst Resort.

Respectfully,

Peninsula Lake Association - Deerhurst Working Group.

Robert Hurst - President, Peninsula Lake Association.

John Brenciaglia - Director, Environment.

Paul Hutchison - Director.

Wendy Rotenberg - Director.

Paul Singleton – Director.

### Proposed Lakeside Lodge at Deerhurst

# **Executive Summary**

- 1. The Peninsula Lake Association supports the re-development of the buildings and structures on the Deerhurst waterfront overlooking Peninsula Lake.
- 2. The Peninsula Lake Association is raising significant questions about the size of the proposed Lakeside Lodge, especially regarding the proposed building's height, mass, increase in units, increase in floor space and respect for the tree-line.

# The Application:

This brief sets out comments and questions that arise from the application. It is our expectation that Skyline Corporation will quickly address these deficiencies so we may better understand the proposed Lakeside Lodge development.

#### **Detailed Submission**

#### The Peninsula Lake Association (PLA):

With 275 members, the PLA is one of Ontario's oldest lake associations. Indeed some of our Peninsula Lake families trace their roots to the time when the Deerhurst Resort opened more than a century ago.

Our membership is open and diverse and includes shorefront owners, permanent and seasonal residents, individuals in the Peninsula Lake watershed, resorts and businesses involved in the service industry around the Lake. Our bi-annual magazine, Pen Notes, is sent across Canada, the United States, Australia and Europe.

The PLA is an active organization with a clear purpose that is outlined in our Association Bylaws: "to preserve, protect, restore and improve the natural resources, water quality and environment of the Peninsula Lake watershed."

## The PLA Approach To The Proposed Lakeside Lodge at Deerhurst:

Our members have a direct interest in proposed changes at Deerhurst since we are the neighbours who share Peninsula Lake. We are committed to participating in a constructive dialogue with Skyline Corporation, and with the other stakeholders involved, including the Town of Huntsville, The District of Muskoka and other approval and regulatory agencies.

It is our view that any development at Deerhurst must conform to the planning and land use bylaws and guidelines of the Town of Huntsville, the District of Muskoka <u>AND</u> the Official Lake Plan of Peninsula Lake.

## Peninsula Lake Plan:

More than a decade ago, the PLA in partnership with local governments, area resorts (including Deerhurst) and other stakeholders, developed a comprehensive Lake Plan. The Town of Huntsville and the Township of Lake of Bays have endorsed our Lake Plan. It is a document that sets out the stewardship principles including development and land use.

Part of the "Vision Statement' says that current and future generations will enjoy:

Economic development, property development and commercial operations that provide employment, social and recreational opportunities and access to the Lake while respecting the natural, social and historic character of the Lake.

Among the "Targets' set out in the Lake Plan are:

- Natural shorelines and riparian areas The shoreline and riparian area is the "ribbon of life" that supports the diverse fish and wildlife that we enjoy. Members of the Peninsula Lake community will encourage the rehabilitation of the shoreline and riparian areas to increase the percentage of the shoreline that is natural to meet or exceed local planning targets.
- > Trees and natural vistas Members of the Peninsula Lake community will maintain a natural vista and prevent the appearance of buildings and other structures above and below the tree line.

It is the view of the PLA, that any amendments to municipal and district Bylaws proposed by Skyline Corporation, or exemptions to the Peninsula Lake Plan, must have widespread support and community acceptance.

#### The Future of Deerhurst:

The PLA wants a world classic resort and a financially healthy facility at Deerhurst. We want to be proud of Deerhurst. We are mindful of the employment, business and taxation benefits Deerhurst provides to Huntsville and the surrounding region. We are also aware of the key position Deerhurst holds on our Lake and our region due to its size. Deerhurst is a member of the PLA and contributes in many ways to our community, not the least of which is Deerhurst's charitable support of the Huntsville Hospital and the Algonquin Theatre.

We commend Skyline Corporation for its quick commitment toward redeveloping and improving facilities, including the environmental infrastructure at the resort.

We agree with the applicant that the old Lodge, the Terrace Building and adjacent structures "have outlived its purpose and the redevelopment of the lakeside properties is appropriate." (Planning Report, Lucas and Associates, page 4).

#### **Scope of Development:**

In addition to the proposed Lakeside Lodge, Skyline Corporation is selling serviced lots on the Deerhurst Highland's Golf Course, owns some serviced lots at Woodland Heights and is proposing a Deerhurst Village Centre. It would be helpful to us to understand Skyline Corporation's grand plan for Deerhurst. As we understand it, the proposed Lakeside Lodge is just one part of a larger development vision. We believe it's important to understand how the proposed Lakeside Lodge fits into that vision.

# Question 1

What is the current size of Deerhurst (beds/units/condominiums/apartments) and what is Skyline Corporation proposing for future developments?

# Height of Proposed Lakeside Lodge:

Based on our review of the Lucas and Associates report, we are concerned about the mass of the building, especially as it would appear from the lake.

The building height permitted in the area referred to as the "eastern zone" in the Lucas & Associates Report is 11 meters and in the "western zone" is 20 meters. Presumably these height limits are based on sound planning. The proposed building is stated to be 19.74 meters, although our review of the proposed structure as it faces the lake indicates a height of 22.56 meters to the top of the roof ridge.

#### Question 2

Although within the zoning bylaw for the "western zone', taking into account the heights of existing structures in and around Deerhurst, what is the justification from a planning standpoint for the proposed height in the "western zone, and for exceeding the height in the "castern zone' by more than 79%

#### **Ouestion 3**

What is the vertical distance from the subject land's present (controlled) water's edge to the top of the building's roof ridge?

## Tree Line – Proposed Lakeside Lodge

Respecting the ,tree-line' view is a widely held planning principle in Muskoka and indeed is a part of the Peninsula Lake Plan.

#### Question 4

Will the proposed Lakeside Lodge interrupt the tree-line?

# Floor Space of proposed Lakeside Lodge

From our review of the planning documents, Skyline Corporation is proposing the Lakeside Lodge will have a gross floor area of 12,629.7 square meters. It is, however, difficult to determine the square meter increase in floor space of the proposed Lakeside Lodge compared to the buildings being demolished.

# Question 5

What is the total floor area of the buildings being demolished (Deerhurst Lodge, Terrace Building and the remaining cottages)?

## Question 6

Will there be any living space in the area above, what is referred to in the application as "the fourth floor ceiling?"

# Number of Units in Proposed Lakeside Lodge

Under existing zoning, which we presume is based on sound planning principles, a total of 54 additional residential

units are permitted in a combined ,eastern' and ,,western' zone.

# Question 7

What is the justification, from a planning perspective to allow the replacement lodge to be permitted an additional 117 residential units, thus exceeding the permitted number of units by over 116%?

#### **Building Clusters – Proposed Lakeside Lodge**

The Official Plan of the Town of Huntsville states (Section 5.3.7), "Development is encouraged in clusters." We agree with this key-planning rule as it respects the unique Muskoka landscape and in particular Peninsula Lake.

The zoning bylaws have defined a cluster in the "eastern zone as no more than 32 residential units.

In its application, Skyline Corporation says, "it could be argued that ... the Lakeside Lodge [with 171 units] collectively represents a single cluster."

#### Question 8

Given the Official Plan's rule on clusters, and the zoning bylaw restriction for the "astern zone', what is the justification for such a significant increase?

#### **Proposed Parking**

#### **Ouestion 9**

Is the proposed parking ratio of 1.2 parking places per residential unit adequate?

#### Stormwater Plan:

The PLA is grateful that Skyline Corporation is proposing to address the problem of stormwater that drains, untreated, into Peninsula Lake. This has for some time been of concern to the PLA as a wide range of pollutants from human activities at Deerhurst end up in Peninsula Lake. In recent years, there has been an alarming increase in Canada Geese at Deerhurst. Geese feces dissolve in the surface waters that runoff into the Lake.

The Bio-Retention systems proposed for the Lakeside Lodge are placed around the parking lots and on the north side of the proposed building.

#### Ouestion 10:

How does Skyline propose to treat stormwater on the south side – the lakeside - of the proposed Lakeside Lodge?

#### Question 11:

There are some catch basins for runoff and storm water on the lakeside of the proposed building. Where does that effluent go?

# Landscape Plan:

The Landscape Plan, from our analysis, is somewhat vague, which then begs the following questions:

#### Question 12

The riparian zone between the lakeside walking path and water's edge – west of the main docks: What is Skyline Corporation proposing for this critical lake-buffer zone?

#### Question 13

How many existing trees will be removed?

# Question 14

Is there any elevation drawing, looking from the present (controlled) water's edge to the proposed Lakeside Lodge that would provide specific details of the Landscape Plan?

# **Lakefront Activity:**

We understand that Skyline Corporation, with this proposal, wants to leverage its greatest asset – which is the Peninsula Lake waterfront. The planning report (Lucas and Associate page 15) states:

"Creating a high quality space adjacent to the waterfront, will help promote a healthy and active life-style as more guests to the resort will choose to use this space and participate in the many waterfront activities provided by Deerhurst Resort."

Yet the application is silent on what it is proposing for waterfront activity that will directly impact Peninsula Lake.

# Question 15

Is the applicant proposing now or in the future any new docks, floating or fixed?

# Question 16

How many additional boats (power and non-power) is Skyline envisioning?

# Question 17

Is the applicant proposing any additional or expanded sand beaches?

#### **Ouestion 18**

What is the definition of "controlled water's edge"?

#### Lighting:

Currently there are two areas around Peninsula Lake that illuminate the night sky: Deerhurst and the Hidden Valley Ski Area.

# Question 19

What is Skyline Corporation proposing to minimize illuminating the night sky?

#### **Functional Servicing Report:**

This report, from WMI & Associates addresses the water, sewage, stormwater and electrical infrastructure for the proposed Lakeside Lodge. There are several cautionary phrases in this report. For example:

- page 1 "to increase, if possible, the water quality of the storm runoff ...:
- page 3 "The composition of the native soils are not known at this time ..."
- page 6 "exposure of the soil during construction should be minimized ..."
- page 8 "The Stormwater ... System can be accommodated ..."

## **Question 20**

Is Skyline Corporation committing to the systems set out in the Functional Servicing Report?

#### **Employment:**

If the redevelopment is approved:

#### **Ouestion 21**

What will be the proposed work force at Deerhurst? Full time and part-time?

### Question 22

How many construction jobs will be created?

# **Proposed Time Line:**

# Question 23

When does Skyline Corporation propose to begin construction?

#### Question 24

How long will construction take?

The Grandview Issue:

The Grandview Resort closed its doors last spring leaving condominium owners without resort facilities and access to

the Fairy Lake beachfront. Since the Deerhurst Lakeside Lodge is proposed as a privately owned condominium

corporation:

Question 25

After the condominium corporation takes possession of the site, what guarantees is Skyline Corporation proposing

to ensure continuing long-term maintenance of the water/sewer system, the Bio-retention system, the landscaped

grounds and other facilities and utilities in an approved site plan?

Cooperation and Communication with the PLA:

We were pleased last April, when Skyline Corporation initiated a public consultation regarding the Deerhurst Village at

its ideas ,charrette.' We also have appreciated the open and "call us anytime" approach by current Deerhurst

management.

In June, however, the PLA sought to engage Skyline Corporation to review our Lake Plan and to discuss potential

development in the sensitive waterfront areas of Mosquito Bay (Sunset Bay) and The Canal. We were rebuffed.

In closing, we re-state our commitment to participate in a constructive dialogue with Skyline Corporation and local

governments regarding this first phase of development plans for the Deerhurst Resort.

Submitted by: The Peninsula Lake Association – Deerhurst Working Group.

End of submission.

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