SPECIAL COMMITTEE OF THE WHOLE OCTOBER 7, 2002

ISLINGTON AVENUE LAND USE STUDY (2002)
FILE: 21.35

Recommendation

The Commissioner of Planning recommends:

"1. That IBI Consulting Group's Final Report (Attachment #3), and background information be received.

2. That the land use recommendations, including the land use plan as reflected on Figure No. 5 of the IBI Report, be endorsed as the basis for the preparation of secondary plan (OPA) policies for the subject area.

3. That not withstanding the Purchasing Policies and Procedures, IBI Consulting Group be retained to prepare the corresponding Official Plan Amendment and related urban design guidelines to implement the Plan, as an extension of the Islington Avenue Land Use Study.

4. That Council approve the additional amount of $40,000.00 from the capital budget to cover the cost of the preparation of the Official Plan Amendment and Urban Design Guidelines, and the public consultation process to aid in the development of each of these documents.

Purpose

To bring forward the results of the Islington Avenue Land Use Study undertaken by the IBI Consulting Groups for endorsement by Council.

Background - Analysis and Options

Terms of Reference

The Islington Avenue Land Use Study was initiated in response to a number of development applications within the Islington Avenue corridor and the concern of area residents. On October 15, 2001, a Special Committee of the Whole Meeting was held to deal with the applications. At that meeting Council directed that a comprehensive land use study of the Islington Avenue corridor, between Langstaff Road and Woodbridge Avenue, be carried out and that an Interim Control By-law be enacted on lands within the Study Area for a period of one year (Attachment #1).

Each of the three development applications in the Study area (Pinegrove on the Humber Inc., Lanada Investments Limited, and Windleigh Millenium Incorporated) have appealed to the OMB against the Interim Zoning By-law 441-2001, and from Council's refusal to enact the proposed amendments to the Zoning By-law/ Official Plan. The OMB Preliminary Hearing has been scheduled for October 24, 2002 and the Hearing is to commence on November 25, 2002.

The purpose of the Study, as set out in the approved "Terms of Reference" (Attachment #2) was to examine existing and appropriate future land uses for lands fronting on the west and east sides of Islington Avenue, from Woodbridge Avenue to Langstaff Road The study is to address key planning issues, including land use compatibility, transportation impacts, environmental impacts, community impacts, and urban design principles for any proposed land use options.

An important component of the study was the establishment of a Stakeholder Consulting Group (SCG), to ensure full community awareness and participation in the process. The SCG is composed of representatives from each of the following groups: property owners directly in the Study area (adjacent to Islington Avenue); ratepayer groups bordering Islington Avenue; the umbrella ratepayers association for the City of Vaughan (COVRA), which deals with the collective interests of the city; landowners with development applications in the Study area; and, public agencies having regulatory and/or administrative responsibility for implementation of the Study (ie. Region of York, TRCA). The role of the SCG was to inform, express interests and concerns regarding the study area to the IBI Group consulting team, and to routinely communicate back to their respective constituent groups regarding progress of the Study and SCG deliberations.

Preferred Land Use Plan Objectives

The Study has resulted in the preparation of a preferred land use plan and policy recommendations, primarily guided by the following objectives:

- Maintain and enhance the built form, character, and scale within the corridor being a mix of institutional, commercial, industrial, open space and, predominantly, single family residential uses;
- Recognize urban design implications associated with both the wide and narrow segments of the planned reconstruction of Islington Avenue, and the existing natural features and built character of the corridor;
- Respect adjacent land uses, most particularly the Humber River Valley, Hayhoe Mills, and adjacent communities;
- Ensure that transportation improvements to support any proposed intensification of residential development be in place prior to the approval of development applications for same;
- Ensure the protection/enhancement of environmentally sensitive lands; and,
- Ensure that any intensification in the residential fabric of the area can be supported by the existing or planned community services.

The preferred land use plan on Figure No. 5 of the IBI Report includes an intensification to medium density residential (35 uph as defined in OPA #240) for four pockets of land within the corridor, which takes into consideration the above-mentioned principles, and are parcels of sufficient size to accommodate the additional density. Further planning rationale is provided in the detailed report and a summary of staff's comments is outlined below. One pocket, at the intersection of Woodbridge/Islington Avenue is recommended for high density development (99 uph as defined in OPA #240) in the longer term, provided it will not negatively impact on the full build-out of the Woodbridge Core. This area, adjacent to the wider, four lane segment of Islington Avenue, could be seen to form a logical extension of the scale and intensity of uses currently permitted in the Core.

Staff Review and Comments

The recommendation to permit the proposed intensification of residential densities is the result of a blending of Provincial Policy, Regional Plan, and current City Policy encouraging compact, efficient urban forms, public transit supportiveness; and, the recognition of Islington Avenue as a regional road on one hand; and, the consideration of the existing character of the study area, community input, and availability of community services and transportation infrastructure, on the other. Staff is of the opinion that the final plan and corresponding policy recommendations achieve the appropriate balance among the various planning objectives.

The recommendation by the consultant to permit density bonusing is in keeping with the provisions of OPA #440, which permits density bonusing for enhancements in public amenities, and preservation of environmental features, at a level above the current City standards. These enhancements were identified by the SCG as important to the community and formed part of the

study objectives. Staff consider it appropriate therefore, to include bonusing provisions in the Official Plan, provided defined parameters are established as part of the OPA development process.

Conclusion

The SCG has been actively involved in setting the objectives and ensuring that their concerns, particularly with respect to traffic, environmental, and community service impacts, were adequately addressed by the recommended land use plan and related policies. Although some members may not support any residential intensification, there is a general consensus that the process of developing the plan was fair, thorough, and effective in addressing community concerns.

A recommendation is included to allocate additional budget to the study so that IBI Consulting Group can complete the Official Plan Amendment and detailed design guidelines. This is in response to a suggestion by the Pine Grove SCG members that IBI complete the process to help refine recommended policies and the design guidelines. Staff has carefully considered this suggestion and agrees this will maintain the continuity of the study to the final planning stage. In light of the positive working relationship that has been established between the SCG and the Consultant, and the knowledge of the study area gained by each to date, Staff are of the opinion that it would be beneficial to provide the additional budget for this purpose.

Upon review of IBI's Final Report, Staff are satisfied that the recommendations contained therein should be endorsed. Should Committee of the Whole concur, Staff recommend that the "Recommendations" of this report be approved.

Attachments

1. Location Map
2. Islington Avenue Study 2001- "Terms of Reference"
3. IBI Islington Avenue Land Use Study (under separate cover)

Report prepared by:

Anna Sicilia, Planner, Policy Division, ext. 8063
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Respectfully submitted,

MICHAEL DeANGELIS
Commissioner of Planning

JOANNE ARBOUR
Director of Community Planning

/CM

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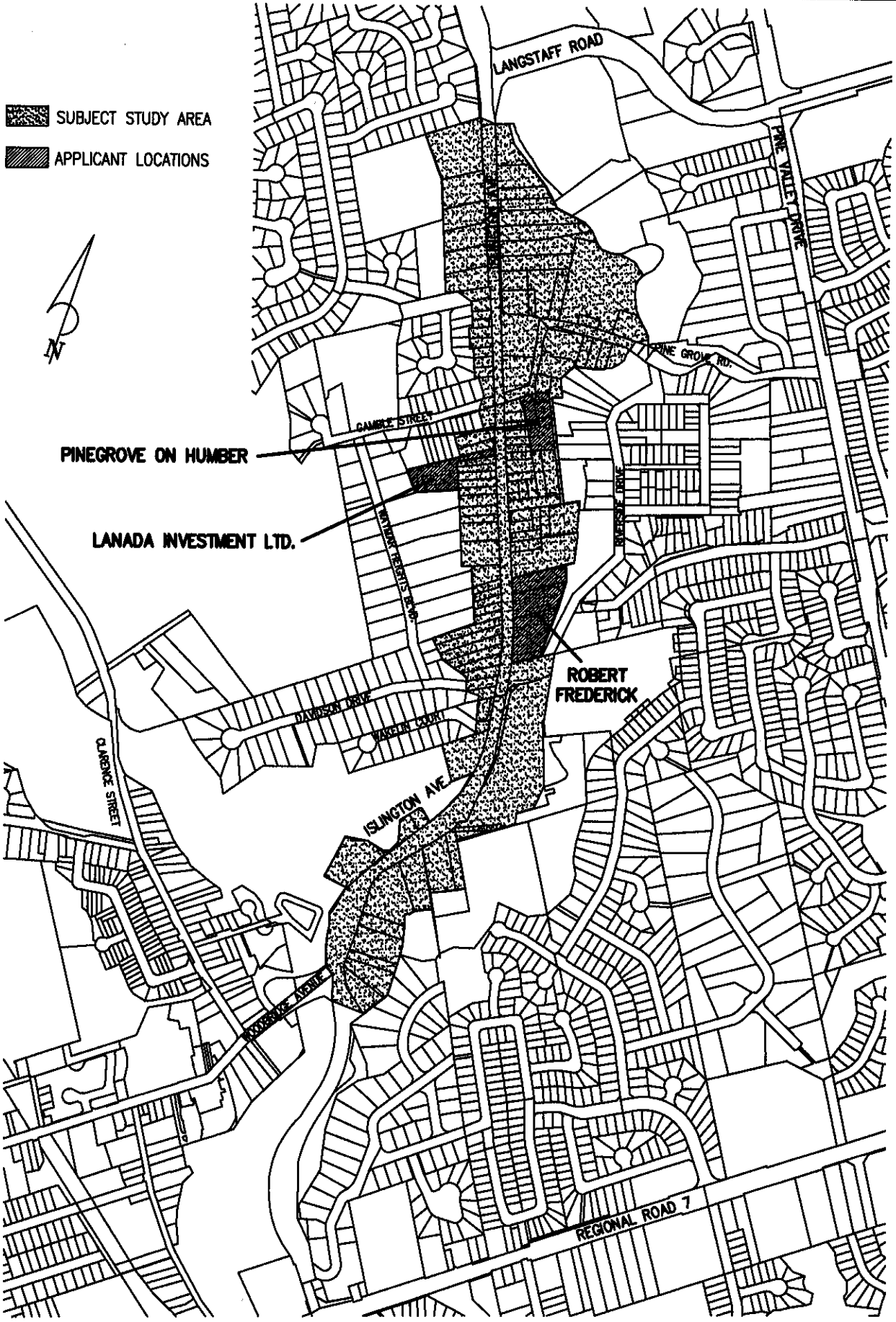

ATTACHMENT '1'
LOCATION MAP
Islington Avenue Land Use Study

FILE #:	REPORT #:
21.35	

CITY OF VAUGHAN
PLANNING DEPARTMENT

APPLICANT:

DATE: 09/24/2002
SCALE: NOT TO SCALE

ATTACHMENT NO. 2

City of Vaughan

The City Above Toronto

TERMS OF REFERENCE

(DATED OCTOBER 29, 2001)

ISLINGTON AVENUE LAND USE STUDY-
(FROM WOODBRIDGE AVENUE TO LANGSTAFF ROAD)
PART OF LOTS 7 TO 11, CONCESSION 7
CITY OF VAUGHAN

1. Origin of Study

The City of Vaughan has received a number of development applications within the Islington Avenue area. On May 7, 2001, the Committee of the Whole (Public Hearing) Report No. 39, Item 2, concerning the Robert Frederick Good et Al Official Plan Amendment and Zoning By-law Amendment applications (Files OP.01.008 and Z.01.020), considered a development for a 5-storey, 150 unit residential condominium building at the northeast corner of Willis Road and Islington Avenue. In response to this and other recent development applications for high density residential development, this Terms of Reference has been prepared to provide the opportunity to comprehensively review the planning policies, goals and objectives for the area.

Most recently, at a Special Committee of the Whole Meeting on October 15, 2001, Staff was directed to review the written submissions and comments with input from the public. Based on this, the revised Terms of Reference (October 29, 2001) is intended to clarify the specific tasks to be undertaken in the Land Use Study.

2. Purpose of Study

The purpose of the Islington Avenue Land Use Study is to examine existing and appropriate future land uses for lands with frontage on the west and east sides of Islington Avenue, to the branch of the Humber River and Open Space corridor to the east, located between Woodbridge Avenue on the south and Langstaff Road on the north (see Attachment #1 - The Study Area).

3. Focus and Scope of the Study

The main focus of the Land Use Study is to comprehensively define appropriate land uses within the Study Area. The Land Use Study will consider the appropriateness of future development within the Study Area. The study will address, among others, the following: key planning components: land use compatibility; transportation impacts; environmental impacts, community impacts; and urban design principles. In order to complete this Land Use Study, a number of land use alternatives will be developed for the Study Area and evaluated by carefully considering all of the above key planning components and stakeholder input.

In April, 1990, a draft document for discussion, "The Islington Avenue Corridor Study", was completed by the City of Vaughan for an area from south of Highway No. 7 to Rutherford Road by the City of Vaughan. The results of the 1990 Study will be reviewed and considered in the current Study.

Conclusions

Should Council concur with the above, revised recommendations are provided for consideration.

MICHAEL DeANGELIS,
Commissioner of Planning

Attachment
Terms of Reference (dated October 29, 2001)

copy to: J. Leach, City Clerk
S. Somerville, City Manager
T. Caron, Deputy Manager and City Solicitor
H. Wilson, Director of Legal Services
F. Castellarin, Director of Reserves & Investments

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4. Requirements of the Consultant Team undertaking the Islington Avenue Land Use Study

A team lead by a land use planning consultant will carry out all aspects of this study.

The land use planning consultant will be responsible for the overall coordination and administration of all aspects of the Land Use Study. City staff will provide for meeting facilities and necessary notification to stakeholders concerning meetings.

The consultant team selected will have expertise in the following areas: land use planning and policy; urban design; transportation planning and traffic engineering; and environmental planning.

5. Study Tasks

The consultant team will complete the tasks as outlined below (and will itemize the anticipated costs and further elaborate the following tasks in the consulting work program proposal):

a) i) Carry out background research on the planning and development context of the study area, including site conditions;

ii) undertake a review of development applications, studies (i.e. 1990 Islington Avenue Study) and planning documents including: the Provincial Policy Statement, Region and Vaughan Official Plans, City of Vaughan Zoning By-law, environmental studies, transportation studies and any other available studies relevant to all Land Use Study components.

b) Identify all issues to be addressed in the Land Use Study including, but not necessarily limited to, the following (as identified during the public consultation process) existing conditions and relevant planning considerations; land use; urban design; land ownership; community structure; heritage, existing natural environment; traffic; services and community needs.

c) Review the Woodbridge Core's current development level, planned development level and it's further opportunity for intensification. Compare its relationship to the Islington Avenue Study Area. The overview will include an assessment of the possible future intensification of the Woodbridge core and its relationship to the Islington Avenue Land Use Study Area.

d) Establish a Stakeholder Consultation Group (SCG) process in coordination with the Public Open House Information Meeting consultation process. This will include at least four (4) meetings with the SCG to assist the ongoing Land Use Study process. The SCG will include representatives from both the applicants and the ratepayer's groups having interest in the Study Area. Additional meetings may be held, as required.

e) Attendance and coordination of two Public Open House Information Meetings in the evening on the Islington Avenue Land Use Study: at the first Public Open House to receive public input to assist in the development of land uses alternatives; and, at the second Public Open House present an assessment of each development alternative, based on all Land Use Study components and receive further public input.

f) Develop and evaluate (as noted above in "e") in consultation with the consultant team up to four (4) conceptual land use alternatives.

g) Undertake an Environmental Impact Study (EIS) for the entire Study Area. The EIS should include, but not be limited to: an inventory and assessment of existing environmental features including, wetlands, woodlands, riparian habitat, aquatic habitat and fisheries issues, and rare or endangered species, in the context of the east Humber river valley and stream corridor; opportunities for protection, restoration, and enhancement of existing features, including recommended buffers from features to ensure protection, and landform conservation; review of environmental hazards and constraints (i.e., Regional Storm floodplain, slopes, contaminated or potentially contaminated sites); and management issues including ground water resources and water quality . These should be reviewed in the context of relevant environmental policies (including, but not limited to: the Provincial Policy Statement, MNR Natural Heritage Reference Manual, Region of York, and City of Vaughan Policies, the Toronto and Region Conservation Authority Valley and Stream Corridor Management Program, and the Humber Watershed Strategy) and provide an impact statement for each of the conceptual land use alternatives for incorporation into the Land Use Study, and make recommendations for any further studies, if required.

h) Coordinate the preparation of generic urban design principles and guidelines during the development of the conceptual land use alternatives to assist in their overall assessment. Refine the urban design guidelines based on the second Public Open House and other relevant information received during the study for incorporation into the Land Use Study to be presented to the Committee of the Whole.

i) Undertake a transportation review for input into the Land Use Study. A primary task of the transportation consultant will be to have a complete understanding of the current road network in the Study Area and its inter-relationship with the larger surrounding transportation network. The transportation consultant must also have an understanding of the planned road network improvements and its limitations serving and impacting the road network. The transportation consultant will assist the consultant team in developing and evaluating the conceptual land use alternatives and advise on modifications to address functional and operational traffic and transit objectives of the City and Region. The transportation consultant will review the recommended alternative and advise on any transportation infrastructure improvements, including their phased introduction, and refinements to address functional and operational traffic and transit objectives and concerns.

j) Consult and meet with concerned agencies (including: York Region, Toronto Region Conservation Authority etc.) and stakeholders throughout the Study at appropriate times seeking input and background information as required.

k) Provide an appendix in the Land Use Study that identifies all stakeholder input throughout the process. It will the responsibility of the Consultant Team to indicate in the Study how all stakeholder input has been reflected in the Study Process.

l) Attend a Committee of the Whole Meeting to present the findings and recommendations of the Land Use Study.

m) Complete all aspects of the Land Use Study satisfactory to a meeting of the Committee of Whole, within a 6 to 7 month time period from commencement of the study.

n) If directed by Council, a separate process will be required regarding proceeding with a Council Public Hearing and Official Plan Amendment concerning the study area.

6. Public Consultation

The Consultant Team will be required to attend:

- two (2) Public Open House meetings
- two (2) in total, Committee of the Whole and/or Public Hearing Meetings
- four (4) Stakeholder Consultation Group (SCG) (or more, as required by the ongoing work of the study)

7. Resources

The studied will be carried out under the supervision of a project manager reporting to the Manager of Growth Management & Special Studies, the Director of Community Planning and the Commissioner of Planning. It is recommended that consultants be retained in the following areas: Land Use Planning and Urban Design; Transportation planning and traffic engineering; and, Environmental planning. Technical input from both internal (e.g. Vaughan Engineering, Vaughan Urban Design & Environment) and external departments and agencies (e.g. Region of York, The Toronto and Region Conservation Authority) will be obtained at appropriate times throughout the study period. This represents a new project not included in Vaughan's 2001 Capital Budget.

8. Timing

The study is anticipated to take approximately 6 to 7 months from the retaining of the consultant team by the City of Vaughan. Once the Study is completed it is expected to proceed directly to a Vaughan Committee of the Whole meeting for further direction.

ISLINGTON AVENUE LAND USE STUDY

FINAL REPORT

PREPARED FOR:
THE CITY OF VAUGHAN

SEPTEMBER 2002

IBI GROUP

In association with

Gartner Lee Limited

LIST OF APPENDICES

LIST OF FIGURES

LIST OF TABLES

1.0 INTRODUCTION

1.1 ORIGIN AND PURPOSE OF STUDY

To undertake a comprehensive land use study to examine existing and appropriate future land uses within the Study Area

In 2000 and 2001, the City of Vaughan received three separate applications for high-density residential developments within the Islington Avenue corridor area. The applications raised considerable concern from residents in the area. On October 15, 2001 a Special Committee of the Whole Meeting was held to deal with the applications and Council adopted the following recommendations of the Commissioner of Planning:

- To direct Staff to conduct a comprehensive land use study of the Islington Avenue corridor between Langstaff Road and Woodbridge Avenue;
- The 2002 Capital Budget include necessary funds to retain consultants to carry out this comprehensive land use study; and
- An Interim-Control By-Law be implemented to place a hold on lands within the Study Area for one year until the Islington Avenue Land Use Study is completed.

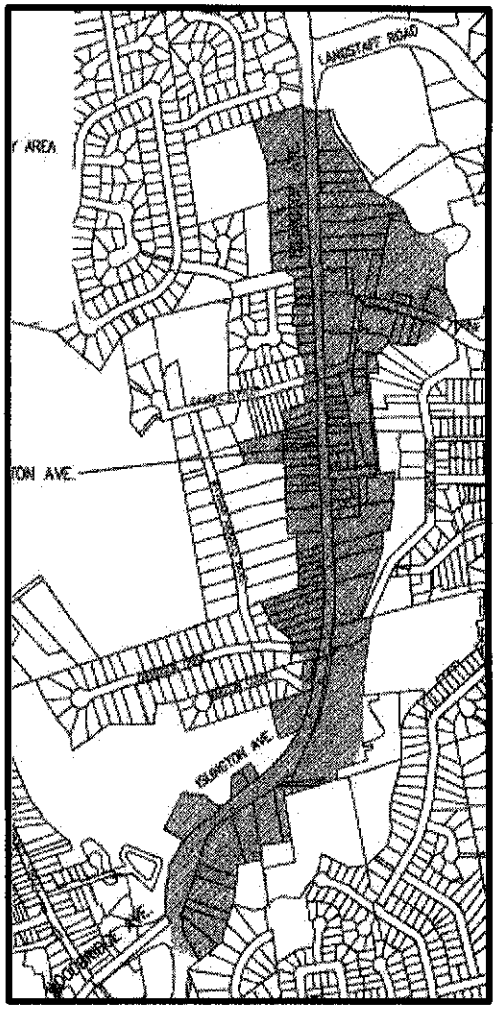


Figure 1. Study Area

In December 2001 the City of Vaughan released a Request For Proposals (RFP) to consultants and in February 2002 the City of Vaughan retained IBI Group in association with Gartner Lee Limited to carry out the Islington Avenue Land Use Study.

The purpose of the Study, as stated in the RFP's Terms of Reference, is "to examine existing and appropriate future land uses for lands with frontage on the west and east sides of Islington, to the branch of the Humber River and Open Space corridor to the east, located between Woodbridge Avenue on the south and Langstaff Road on the north."

The Study Area, which was defined as part of Council's approval of the Study, is illustrated in Figure 1. It comprises approximately 38 hectares and includes properties fronting onto Islington Avenue as well as some properties that have access onto Islington Avenue. An aerial photograph illustrating the Study Area is shown in Appendix A.

1.2 STUDY FOCUS AND APPROACH

As per the Study's Terms of Reference (shown in Appendix B), the main focus of the Land Use Study is "to comprehensively define appropriate land uses within the Study Area" and consider the appropriateness of future development within the Study Area. The Study was to address the following key planning components:

- Land use compatibility;
- Transportation impacts;
- Environmental impacts;
- Community impacts; and
- Urban design principles.

As part of the Study, four capacity options were developed covering a range of intensification possibilities. They ranged from a lowest level of intensification (severing and subdividing single-family lots to build additional single-family houses) to a highest level involving redevelopment in a variety of locations at the scale of apartment form intensification that was proposed by the three development applications. Each capacity option was reviewed against a set of factors that incorporated the above-mentioned key planning components. Following the review, and with stakeholder input, a Preferred Land Use Plan was developed, together with a set of recommendations to guide the future of the Islington Avenue Study Area.

The Preferred Land Use Plan provides direction for the entire Study Area, regardless of individual land ownership. The impacts on the larger community were considered for this assignment, but the Preferred Land Use Plan and recommendations relate specifically to the lands within the Study Area boundaries, as determined by the City of Vaughan. The three applications were reviewed and their properties considered as part of the Study. The focus and scope of the Study was not to evaluate these specific development applications nor the three specific sites beyond the level of any of the other lands included in the scope of the Study.

1.3 STUDY SCHEDULE

IBI Group and Gartner Lee Limited began their work on the Islington Avenue Land Use Study in March 2002. The Study has taken seven months to complete, ending in mid September with this final Study report. The Study schedule, illustrating the timing of the various tasks, is located in Appendix C.

1.4 ORGANIZATION OF FINAL REPORT

Following this Introduction (section 1.0), the report provides a Study Area Description (section 2.0). This is followed by a review of Current Policy Regulations (section 3.0) and an overview of the three Development Applications (section 4.0). The Public Consultation process is then reviewed (5.0) and the Capacity Options are summarized (section 6.0). To conclude, the Preferred Land Use Plan is described (section 7.0) and Policy Recommendations are provided (section 8.0).

2.0 STUDY AREA DESCRIPTION

2.1 LAND USE

Land use in the Study Area is comprised primarily of residential uses. The majority of dwellings are single-family, detached houses. The houses vary in age, size and condition, ranging from older one-storey wood and brick bungalows to large, newly constructed brick dwellings. Within the Study Area there also exists a multi-unit townhouse development and a low-rise condominium.

While the predominant land use is residential, a variety of non-residential uses serve both local residents and the larger community beyond the Study Area. The following types of land uses also characterize the corridor:

- Open Space (i.e. parkland and the Humber Valley floodplain);
- Institutional (i.e. churches, a Montessori school and a seniors nursing home);
- Commercial (i.e. the Thistlewood Professional Centre, an automotive service centre, a beauty salon, restaurants and convenience stores); and
- Industrial (i.e. Hayhoe industrial flourmill).

The Humber River floodplain runs parallel to the Islington Avenue Land Use Study Area. It is a dominant feature in terms of land use, recreational opportunities, views and vistas. A large portion of land within the Study Area is owned and protected by the City of Vaughan and the Toronto and Region Conservation Authority (TRCA). Public parks include the Doctors Mclean Park and Maxey Park.

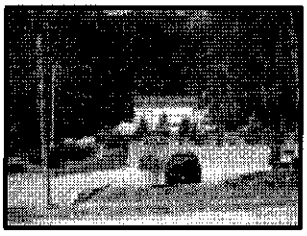
The Study Area is serviced by an assortment of community facilities, including:

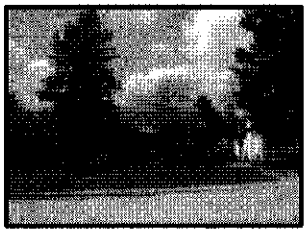
- The Boyd Conservation Area;
- West Vaughan Community Centre & Woodbridge Pool and Memorial Arena;
- Our Lady Fatima, St. Margaret Mary and Pine Grove Elementary Schools;
- Rutherford/Islington Secondary School, Father Bresanni Secondary School & Woodbridge High School.

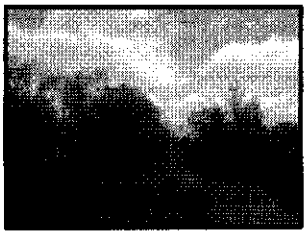
Surrounding the Study Area is mixture of land uses making up Woodbridge proper, these include:

- North – beyond Langstaff Road to the north, the area is dominated to the west by Humber River corridor and the Boyd Conservation Area. To the northeast are well established low-density single-family housing subdivisions (1980's and 90's) and the newly developed Woodbridge Expansion Area;
- East – immediately across the Humber River lies a stable low-density single-family subdivision. Further east, rising out of the valley corridor is further single-family housing subdivisions built in the late 1980's and early 90's.
- West – immediately west is an older low-density single family housing area and the Board of Trade Golf Course, beyond that lies the north reaches of the historic Woodbridge core.
- South – To the southwest is the Woodbridge Core that includes a mix of commercial and retail uses and a range of single-family, townhouses and apartment dwelling units. Further south is the Highway 7 Commercial Corridor.

2.2 BUILT FORM AND CHARACTER







The length of the Islington Avenue Study Area is approximately two kilometres from Woodbridge Avenue in the south to Langstaff Road in the north. The character of the corridor varies, and can be viewed as three distinct sections:

Northern Portion – Hayhoe Lane to Langstaff Road - In this upper portion the built form is comprised of larger single-family houses where the lots are wide and deep as well as substantial church properties with generous setbacks. This section of Islington is landscape intensive and many of the homes are set back from the street creating a more rural estate setting.

Middle Portion – Willis Road to Hayhoe Lane - In this section of the corridor, the street is primarily lined with smaller single-family housing, both old and new. There are also non-residential buildings including two churches, a Montessori school, local convenience commercial and a senior's nursing home and condominium. The buildings for the most part are closer to Islington Avenue and address the street. The setbacks in this area are more generous than new residential subdivisions and include landscaped front yards and mature trees. The massing of the buildings and property configuration allow for views of the wooded slopes to the west and the Humber Valley floodplain to the east.

Southern Portion – Woodbridge Avenue to Willis Road - At the southern end of the corridor the built form is mixed. It includes large areas of open space, both large and small-scale commercial, a modern and a historic church, a newer townhouse development and a few older single-family houses. Many of the buildings have large setbacks from the street. The larger-scale built form provides a transition from the higher density, mixed-use character of the Woodbridge Core to the residential Pine Grove neighbourhood and the Humber Valley floodplain.

2.3 WOODBRIDGE CORE

As part of this Study, the scale and future development capacity of the Woodbridge Core was reviewed. The Woodbridge Core is located adjacent to the southern portion of the Study Area to the west. Land use and built form includes historic and new residential buildings (low, medium and high densities) and a variety of commercial and retail uses. OPA 440, which regulates planning in the Core, designates a number of parcels for medium and high-density residential as well as mixed-use.

As per the Terms of Reference, the Study was to include a review of the Woodbridge Core's current development level, planned development and opportunity for intensification. A detailed review of the following was conducted:

- Existing land designations (as per OPA 440);
- Maximum permitted densities (as per OPA 440);
- An inventory of existing and planned medium and high-density residential and mixed-use development; and
- An identification of potential redevelopment sites based on OPA and Zoning criteria and current property uses and state of development on the properties.

This review concluded that few parcels in the Core are currently vacant and ready for development, but a number of parcels are potential sites for redevelopment. If a number of existing buildings and sites were redeveloped, the Woodbridge Core has the development capacity to accommodate approximately 572 new high-density residential units (including approximately 262 high-density units that could result from the redevelopment of Market Lane).

2.4 EXISTING TRANSPORTATION CONDITIONS

Islington Avenue is a north-south arterial roadway extending from the City of Toronto to Highway 27 just north of Kleinburg, in the City of Vaughan. It currently has a two-lane rural cross-section within the Study Area. It is planned to be reconstructed to a four-lane (plus left turn lanes) section from Highway 7 to Willis Road, a three-lane section from Willis Road to Langstaff Road, and a four-lane section north of Langstaff Road. Islington Avenue and a number of the roadways/intersections in and adjacent to the Study Area, operate at or near capacity during the AM and PM peak hours. Substantial vehicle queues were observed at many of the study intersections.

In the past few years, substantial development has taken place north of the Study Area; whereas, the planned improvements to the area road network are currently being undertaken. The AM and PM peak hour intersection capacity analysis provided below reflects these congested conditions.

An intersection's overall operating conditions are typically characterized by two standard measures: the volume to capacity ratio (v/c) and the level of service (LOS). Taken together, they provide an indication of delay and the number of vehicles that can be accommodated through an intersection.

The v/c ratio is an indication of the volume of traffic attempting to make a specific movement through an intersection (i.e., northbound left, westbound straight through), versus the theoretical capacity of that movement given the lane configurations, operating conditions and signal timings provided at the intersection. A v/c ratio of 1.0 represents a condition where all available capacity for a particular movement is being used.

The level of service (LOS) of the overall intersection or of a particular movement is a measure of the average vehicle delay experienced by the motorists attempting to travel through the intersection. LOS is measured from "A" to "F" with peak hour LOS in the "A" to "D" range being considered acceptable by most and a LOS of F representing unacceptable delays.

Table 1. Existing Intersection Operations

2001 Intersection Operations					
Intersection	**Period**	**Overall**	**Critical**		**Comments**
		LOS	LOS	V/C	
Rutherford/Islington	AM Peak	D	F	1.0	WB left and NB left at capacity
Langstaff/Islington		B	D	0.91	Southbound left at-capacity
Davidson/Islington		B	C	0.61	
Willis/Pine Valley		B	C	0.68	
Highway 7/Islington		D	F	1.0	WB left at capacity
Woodbridge/Islington		C	F	1.0	NB left at capacity
Langstaff/Pine Valley		B	F	1.0	WB left at capacity
Rutherford/Islington	PM Peak	E	F	1.0	Northbound approach at capacity
Langstaff/Islington		D	F	1.0	SB left and WB right at capacity
Davidson/Islington		B	D	0.88	
Willis/Pine Valley		C	F	1.0	Westbound left at capacity
Highway 7/Islington		D	F	1.00	NB left at capacity
Woodbridge/Islington		F	F	1.00	NB left and SB through at capacity
Langstaff/Pine Valley		C	E	0.96	NB through/left at capacity

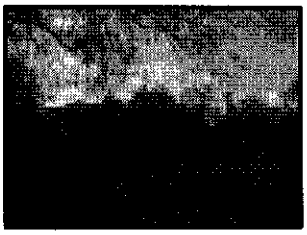
As a result of the lack of capacity in the area road network, a number of other transportation issues have developed:

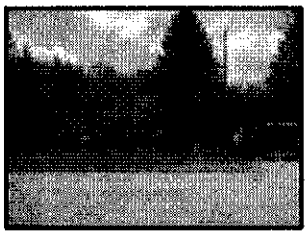
- **Property Access** - Motorists attempting to exit private driveway and side streets located along Islington Avenue between Woodbridge Avenue and Langstaff Road experience considerable delays due to the lack of gaps in traffic. Although the delays are in some cases excessive, they are expected for direct access to a busy regional roadway. The traffic signals at Langstaff Road and Davidson Drive/Willis Road provide some breaks in traffic flow along Islington Avenue and facilitate turns from the private driveways; and

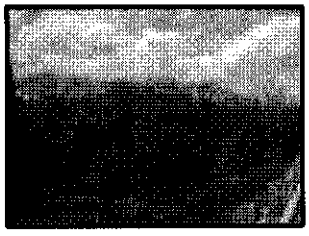
- **Willis Road –** Willis Road provides for direct access between Islington Avenue and Pine Valley Drive (it extends beyond Pine Valley Drive as Chancellor Drive to Weston Road). Under current operating conditions, Willis Road accommodates through traffic volumes due to a current lack of east-west capacity within the study area. In the AM peak period motorists utilize Willis Avenue to avoid travelling eastbound on Highway 7 and Langstaff Road. In the PM peak hour, the Langstaff Avenue/Islington Avenue experiences substantial westbound right turn queues. Motorists circumvent these queues by utilizing Willis Road. Under existing conditions, Willis Road accommodates volumes in the peak hour, which exceed the "liveable" capacity of the local collector roadway.

Further information regarding the existing operating conditions are shown in the Transportation Report in Appendix D.

2.5 EXISTING ENVIRONMENTAL CONDITIONS







The most dominant landform feature is the steep-sided valley and associated floodplain formed by the East Humber River. The soils to the west of Islington Avenue and east of the top of the valley slope are till plains that were deposited by either glacial ice or lakes. The soils within the valley itself are geologically younger river deposits that are primarily sand or gravel. This area is considered a groundwater discharge zone.

Field investigations resulted in the identified eleven vegetation types, or units (i.e., FOM 2 or FOD 44), within five general community types (i.e., FO-Forest). Figure 2. illustrates the location and types of the various vegetation units. The vegetation units encountered within the Study Area were dominantly young to intermediate-aged deciduous forests of generally good quality. A number of cultural vegetation communities were also recorded. Cultural units originate from or are maintained by anthropogenically based disturbances, such as clearing, agriculture or planting (Lee *et al.*, 1998). No wetland communities were identified within the Study Area.

Approximately 126 species of vascular plants were identified during the summer botanical inventory. Given the urban landscape of the Study Area a high proportion, about 45%, of the species recorded were non-native, particularly in cultural units (CUM, CUT, CUW), in the parklands and in the more disturbed forest units such as FOD 4-4 and FOD 4-5. Lower proportions of non-native species and better floristic quality were observed in FOD 5-1a and FOD5-1b. Although the species diversity in these areas was not high, all vegetative layers were dominated by native, forest species.

One woodland area was identified from within the Study Area and four additional woodlands were identified from directly adjacent to and/or partially within the Study Area. All of these woodlands are associated with the East Humber River floodplain or the steep valley walls resulting in long linear woodland features. The most significant woodland is the Pine Grove Forest ESA, which is located directly to the east of the study area and is considered a Significant Natural Feature (York Region, 1999a).

Much of the East Humber River corridor is part of the York Regional Greenlands System (York Region, 1999a) and appear to be associated with floodplain, valley wall, and naturalized features. The Greenlands System is intended to provide a linked, and sustainable natural environment within York Region.

Figure 2. Vegetation Communities and Quality
IBI Group/City of Vaughan

As illustrated in Figure 3. which identifies Physical Constraints in the Study Area, there are no provincially or locally significant wetlands, nor Areas of Natural and Scientific Interest within or close to the Study Area. The Pine Grove Forest Environmentally Significant Area (ESA) is situated adjacent to the northeast border of the Study Area. This 8.9 hectare site covers the steep east valley walls of the East.

Humber River and part of the adjacent floodplain (MTRCA 1982). The valley wall forests are dominated by Eastern Hemlock *Tsuga canadensis*, Sugar Maple *Acer saccharum* and White Pine *Pinus strobus.*

Some of the existing development lies within the regional floodplain as consequently, a Special Policy Area (SPA) designation has been applied to several pockets of development. This Special Policy Area designation recognizes the existing development and economic need to maintain the community. A higher level of risk to flooding is associated with the SPA as well as restrictive policies on land use and the design and placement of structures.

Additional information regarding the existing environmental conditions are located in the Environmental Review and Environmental Impact Statement shown in Appendix E.

Development Application Areas
Special Policy Area
Fish Sampling Stations
Islington Avenue Land Use Study
Environmentally Significant Areas
350 Year Floodline
Regional Storm Flood Line
Fill Regulation Line
Elevation Contours

Figure 3. Physical Constraints

Islington Land Use Study

IBI Group/City of Vaughan

100 0 100 200 Meters

Scale: 1:10,000

N

Gartner Lee

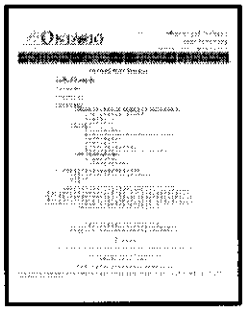
3.0 CURRENT POLICY REGULATIONS

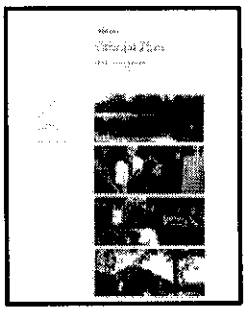
3.1 POLICY BACKGROUND

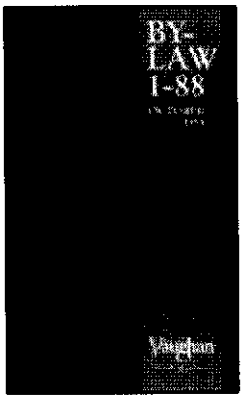
In addition to physical characteristics and built form of an area, a fundamental starting point for the development of a comprehensive Land Use Plan is the policy context. In the case of the Islington Avenue Study Area, the range of recently approved policies, from the local, regional and provincial levels of government, provide both guidance and specific direction on whether intensification should be considered, how issues of scale should be treated and how development in specific areas (e.g. SPAs) should take place.

Accordingly, as part of this Study, extensive review of current policies were undertaken. The documents and studies reviewed are outlined below and specific excerpts are provided as well the final conclusions from the policy review are noted.

3.2 POLICY DOCUMENTS REVIEWED







The following planning documents were reviewed as part of the Islington Avenue Land Use Study:

1. **The Provincial Policy Statement (Issued May 1996)**
2. **The York Region Official Plan (Approved October 1994, Reviewed**
3. **July 1999)**
4. **The City of Vaughan, Woodbridge Community Plan (OPA 240) (Approved August 1991)**
5. **The City of Vaughan, Woodbridge Core (OPA 440) (Approved June 1995)**
6. **City of Vaughan OPA 600 (Approved June 2001)**
7. **City of Vaughan Zoning By-law 1-88 (October 1988)**

3.2.1 Provincial Policy Statement

The Provincial Policy Statement, which provides provincial policy direction for land use planning and development, came into effect May 1996. As outlined by the Ontario Planning Act, planning authorities "shall have regard for" provincial policy statements. The following policies provided guidance and direction for the Islington Avenue Land Use Study. Additional excerpts from the Provincial Policy Statement are located in Appendix F.

Section III Policy

1.1.2 Land requirements and land use patterns will be based on:

b. densities which:

1. efficiently use land, resources, infrastructure and public service facilities;
2. avoid the need for unnecessary and/or uneconomical expansion of infrastructure;
3. support the use of public transit, in areas where it exists or is to be developed;

c. the provision of a range of uses in areas which have existing or planned infrastructure to accommodate them;
d. development standards which are cost effective and which will minimize land consumption and reduce servicing costs; and
e. providing opportunities for redevelopment, intensification and revitalization in areas that have sufficient existing or planned infrastructure.

1.2.1 Provision will be made in all planning jurisdictions for a full range of housing types and densities to meet projected demographic and market requirements of current and future residents of the housing market area by:

c. Encouraging housing forms and densities designed to be affordable to moderate and lower income households;
d. Encouraging all forms of residential intensification in parts of built-up areas that have sufficient existing or planned infrastructure to create a potential supply of new housing units available from residential intensification.

3.1.2 Development and site alteration will not be permitted within:

c. a floodway (except in those exceptional situations where a Special Policy Area has been approved).

3.1.3 Except as provided in policy 3.1.2, development and site alteration may be permitted in hazardous land and hazardous sites, provided that all of the following can be achieved:

a. the hazards can be safely addressed, and the development and site alteration is carried out in accordance with established standards and procedures;
b. new hazards are not created and existing hazards are not aggravated;
c. no adverse environmental impacts will result;
d. vehicles and people have a way of safely entering and exiting the area during times of flooding, erosion and other emergencies; and
e. the development does not include institutional uses or essential emergency services or the disposal, manufacture, treatment or storage of hazardous substances.

3.2.2 York Region Official Plan

The York Region Official Plan was approved in 1994 and most recently updated in 1999. The York Region Official Plan sets the strategy framework for the structural elements in the Region and as outlined in the Ontario Planning Act, local municipal Official Plans must conform to the Regional Official Plan. The following policies provided guidance and direction for the Islington Avenue Land Use Study. Additional excerpts from the York Region Official Plan and selected maps are located in Appendix F.

2.1 The Regional Greenlands Systems

It is the policy of council:

1. To protect and encourage the restoration of the Regional Greenlands System shown on Map 4 and to coordinate planning and management initiatives with municipalities adjacent to the Region of York, particularly those greenlands that are ecologically linked to the Region.

(Note: as shown in Appendix F, the Humber River floodplain is adjacent to the Islington Avenue Study Area and is part of the Regional Greenlands System.)

2. To require area municipalities to develop policies which protect and complement the Greenlands Systems identified in this Plan.

6. That development applications within or on *lands in close proximity* to the Greenland System shall be accompanied by an environmental evaluation of the impact the development will have or is expected to have on the environmental *functions, attributes or linkages* of the Greenlands System and shall provide details of any mitigative measures that will ensure that the Greenland Units will not be adversely impacted. Where an area municipality or public agency, through its planning process, requires the preparation of a similar environmental evaluation, Regional Council may waive its requirements for such a study providing the evaluation satisfies the criteria for regional evaluations.

8. To encourage area municipalities to establish comprehensive greenlands systems as an integral part of community design and which recognize regional and locally significant greenlands and provide a framework for the implementation of these systems in a fair and equitable manner.

2.2 Land

22. To support tree conservation initiatives by area municipalities, agencies, private landowners and the development industry including:

    a. undertaking inventories that identify trees or woodlots that, because of their location, age or species or functions, are worthy of protection;
    b. establishing methods to protect existing trees during development;
    c. maximizing the number of trees that can be conserved or established on development sites;
    d. protecting and maintaining regionally owned forests, and promoting the planting of trees in suitable locations within regional road right-of-ways;
    e. encouraging reforestation and forest maintenance along streams, valleys and hazard lands to reduce flooding and soil erosion, and to provide fish and wildlife habitat; and
    f. managing privately owned forest areas in accordance with good forestry practices.

Landform Conservation

Objective: To encourage and support the conversion of significant landscapes, views and vistas.

4.3 Housing

It is the policy of Council:

2. To establish, in cooperation with area municipalities, common urban density definitions together with area municipal official plan policies on compact urban form which support implementation of this Plan.

6. To encourage housing to be provided when opportunities for redevelopment become available. This includes redevelopment of existing single-use and under-utilized areas with full municipal services, such as shopping plazas, business and industrial parks, and older commercial and residential areas, especially where lands are in close proximity to public transit. Special attention shall be paid to the design of buildings; the landscaping treatment and features of the sites to make sure proposals are physically compatible with the surrounding community.

9. To support zoning provisions that are flexible enough to permit a broad range of housing forms, types, sizes and tenures including apartments in houses, except in locations serviced by individual septic systems or communal sewage disposal systems.

10. To require area municipal official plans to provide a mix and range of different types, forms, sizes and tenures of housing within each community to meet housing needs as defined in the Regional housing needs study as updated from time to time.

5.2 Community Building

It is the policy of Council:

2. That area municipalities, in cooperation with the Region, are required to develop and monitor growth management strategies prior to the expansion of the urban areas shown on Map 5 and/or major growth in towns and villages. These growth management strategies shall be implemented through official plans and secondary plans and are to be based on the policies of this Plan including:

    a) incorporation of the centres and corridor structure of this Plan;
    b) promotion of infill and redevelopment;
    c) provision for efficient and compact communities;
    d) an assesses of the amount and distribution of the rural population; and
    e) assurance that travel demand and transportation facilities are kept in balance over time through the planning and redevelopment review/approval process at the local and regional level and in cooperation with adjacent jurisdictions.

4. To target a minimum of 20% of the Region's forecasted population to increase to existing built-up portions of urban areas, towns and villages in keeping with the centres and corridors structure of this Plan and by redevelopment of under-utilized areas and areas in transition.

9. To encourage municipalities to prepare secondary plans to guide redevelopment of areas in transition or areas that are under-utilized in keeping with the policies in this section.

5.4 Corridors

In the urban areas of the Region certain arterials or corridors have the potential to link regional and urban centres by efficient transit services. These corridors also have great potential for more intensive mixed-use development, which would be supported by transit services. The character of these corridors will change over their length, including compact mixed-use centres, historical and new mainstreet areas, employment and business areas as well as rural natural areas.

The appropriate level of density will depend on site-specific circumstances and the nature of development along and adjacent to the corridors.

It is a policy of Council:

1. To encourage a mix of housing and employment uses to locate along the corridors identified on Map 5.

(Note: as shown in Appendix F, Islington Avenue is designated as an urban corridor.)

2. To encourage area municipalities to examine regional and urban corridors in a comprehensive manner that identifies opportunities for mixed use and higher densities and recognizes the function of the corridors in linking centres and providing transit routes.

3. That development and redevelopment in the corridors address the following criteria:

   a) identify the function of each section of the corridor;
   b) establish a range of residential unit types, tenures and commercial uses, including retail, offices and services;
   c) establish density and performance standards to encourage mixed-use residential and commercial building forms, in addition to single-use buildings, with particular attention to creating public spaces at grade;
   d) establish consistent setback provisions to encourage a continuous building form adjacent to the street right-of-way;
   e) establish site specific parking requirements that recognize the level of planned transit service and the need for residential and commercial activities; as well, to encourage the provision of alternates to street parking along the street frontage, for example, underground or parking at the rear with appropriate screening;
   f) encourage pedestrian activity through the arrangement and design of a development and streetscaping; and
   g) observe the streetscape policies of Section 5.2.

7. To require that secondary plans contain policies which indicate the function of corridors considering the historic function and provide land use policies along the urban corridors which address the criteria of Policy 5.4.3.

6.2 Transit Network

3. To achieve higher transit usage by supporting improvements in service, convenient access and good urban design. This includes, but is not limited to the following:

   c) locating medium and higher density urban development adjacent to transit-intensive urban arterial roads;

6.3 Cycling, Walking and Trails

It is the policy of Council:

1. To recognize the importance of cycling and walking as a form of transportation and to establish bicycle path and walkway systems in conjunction with local municipalities.

6. To promote the establishment of the Humber River-Oak Ridges Moraine-Duffin Creek trail loop in cooperation with the conservation authorities, the area municipalities and other organizations.

3.2.3 City of Vaughan OPA 240

The Islington Avenue Study Area is located within the City of Vaughan Woodbridge Community Plan (OPA 240). OPA 240 was approved by the Ministry of Municipal Affairs and Housing in 1991. The following policies provided guidance and direction for the Islington Avenue Land Use Study. Additional excerpts from OPA 240 and the Community Plan Map are located in Appendix F.

Part 2 of OPA 240 (section A) contains a number of planning goals for the Woodbridge Community. The following goals are relevant to the Islington Avenue Land Use Study:

1.1 (a) To create a distinctive residential community of a scale and character which will relate well to the existing village quality of Woodbridge, and possess a strong sense of community identity.

1.2 (a) To create a community with a number of neighbourhoods, focuses on neighbourhood schools and parks, and collectively oriented toward the existing Woodbridge Village Centre and the planned Woodbridge Community Centre.

1.5 (a) To arrange the social, physical, and economic facilities and services necessary for the proper functioning of the community in such a way as to provide optimu m convenience, efficiency, safety and attractiveness to the present and future population.

1.6 (a) To provide for a predominantly low density community with some higher density to accommodate senior citizen and other family housing needs.

(Note: The Woodbridge Community Plan boundaries extend well beyond the Islington Avenue Study Area. As illustrated in OPA 240's Community Plan Map shown in Appendix F.)

1.11 (b) To develop a road network and land use pattern conducive to the efficient and convenient routing of local public transit, providing for the future linkage with Regional transit sources.

1.12 Future Growth

(a) To ensure that any future expansion of the Woodbridge Community is assessed in a comprehensive manner, on a five year basis.

(b) To avoid piecemeal expansion of the Woodbridge Community based on incremental determination of excess sewage capacity.

(c)To ensure lands within the community are developed in a logical sequence with new development occurring contiguous to existing urban areas and extension of services.

(d) To provide for the expansion of transportation and community facilities to reflect the rate of development of the community.

Part 2 of OPA 240 contains a number of Land Use Policies (section B) for the Woodbridge Community. The following policies are relevant to the Islington Avenue Land Use Study

(b) The Woodbridge Community is intended to be a predominantly low rise, low-density residential area with a full range of supporting uses. Council shall encourage the development of the variety of uses in a form which will create a liveable community with a strong sense of identity.

(c) Urban development of land, including redevelopment, may be permitted in accordance with the policies of this Plan only when the following are, or will be made available to the satisfaction of Council:

- full municipal water supply and storm and sanitary sewage disposal facilities
- adequate public parts and recreation areas
- adequate school facilities
- adequate road facilities

As outlined in subsection 3.0 Residential Areas, the following residential uses are permitted within the various residential land use designations:

- Low Density – single family detached and semi-detached dwelling units.
- Medium Density – en-block, stacked or street townhouses, garden-court or low-rise apartments.
- High Density – apartment units.

The OPA 240 Woodbridge Community Plan is divided into four neighbourhoods (as shown in Appendix F). The maximum densities permitted for new residential development in each of the four neighbourhoods is as follows:

	Density (units/hectare)		
	Low	Medium	High
Neighbourhood 1	8.6 (gross)	35 (net)	99 (net)
Neighbourhood 2	22 (net)	60 (net)	
Neighbourhood 3	7.4 (gross)		
Neighbourhood 4	7.4 (gross)		

Section B, subsection 10.0 contains a number of heritage conservation policies for the Woodbridge Community.

(a) The Plan shall ensure that the retention and preservation of historic buildings, structures, landscapes and archaeological sites and artefacts and also, the incorporation of historic elements of Woodbridge within future development proposals, wherever possible.

(c) Council may, among other things, designate individual properties under the Ontario Heritage Act and may prepare a Heritage Conservation District Plan in accordance with the guidelines of the Ministry of Culture and Communication and designate appropriate Heritage Conservation Districts under the provisions of the Heritage Act.

Section B, subsection 6.C pertains to Special Policy Areas. This section has been updated and amended by OPA 440 (1995).

3.2.4 City of Vaughan OPA 440

OPA 440 was approved in 1995. It amends OPA 240, the Woodbridge Community Plan, by:

a) Redesginating lands in the Woodbridge Historic Commercial Centre in a manner shown on the Schedule "B", attached hereto as Schedule "1";
b) Establishing appropriate development policies and guidelines for the lands included within the Woodbridge Historic Commercial Centre;
c) Updating the mapping of the Special Policy Areas respecting development in the flood plain, by adding a new Schedule to Amendment No. 240, Schedule "D";
d) Modify and update the existing policies for the Special Policy Area to ensure conformity with the Provincial Flood Plain Planning Policy Statement for development in flood plains.

The following policies provided guidance and direction for the Islington Avenue Land Use Study. Additional excerpts from the OPA 440, particularly details on Special Policy Areas (SPA), are located in Appendix F.

As described in OPA 440, the river valley setting, extensive parkland open space and commercial, recreational and institutional facilities in the core are amenities enjoyed by the residents of the area. The area has good accessibility due to its central location in the Woodbridge Community, and its proximity to a network of City and Regional arterial roads, Highway # 7 and public transit. These factors serve to identify the area as a desirable location for additional residential developments. The intensification of residential development should assist in the walk-in trade of commercial establishments in the core as well as contribute additional ridership to the transit system in the area, which is currently underutilized.

4.2.8 Density Bonusing

a) Notwithstanding the maximum densities permitted on lands designated "High Density" and "Medium Density" Residential on Schedule B, additional bonus density of up to five (5) units per net hectare may be permitted, subject to the criteria identified in paragraphs 1 to 7 below. Any density bonus granted by the City shall not exceed a maximum of 20 units per net hectare in High Density Residential Areas and a maximum of 10 units per net hectare in Medium Density Residential designations.

c) The provision of any or all of the criteria shall be considered as additional to the required parkland dedication or cash-in-lieu of parkland dedication.

1) Incorporation of design elements
2) Landscaping
3) Pedestrian oriented amenities and amenity space
4) Preservation of buildings with architectural or historic interest
5) Preservation of significant trees and woodlot areas
6) Provision of public facilities
7) Provision of additional parkland.

6 C. Special Policy Area

The Provincial Flood Plain Planning Policy generally prohibits development or redevelopment below the Regulatory Flood as determined by the Metropolitan Toronto and Region Conservation Authority.

However, the Provincial Flood Plain Planning Policy also recognizes that parts of certain urban areas have historically developed within floodplains. In accordance with the Special Policy Area provisions of the Provincial Floodplain Planning Policy, certain lands within the Regulatory Floodplain of the Humber River in the Woodbridge Community have been identified as "Special Policy Area" on Schedule D (shown in Appendix F of this report). The continued viability of these areas depends on the reasoned applications of the Provincial standards for flood plain management.

The Provincial Flood Plain Planning Policy recognizes the concept of the special policy area status as a possible option for flood prone communities or portions thereof where the Province, Conservation Authority and the City Agree to accept a higher level of risk to floodplain management. The implementation of flood proofing measures will be a condition of development approval by the City in cooperation with the MTRCA.

3.2.5 City of Vaughan OPA 600

OPA 600 was approved in June 2001. While it does not specifically regulate the Islington Avenue Land Use Study Area, this document is the most current reflection of planning policy and philosophy in the City of Vaughan. As noted in OPA 600, "existing community and industrial plans remain in force and are not subject to OPA 600. Subsequent comprehensive Official Plan reviews may consider the policies of OPA 600, and the appropriateness of applying them to other City planning documents at that time". The following excerpt from OPA 600 provide an understanding of the planning framework and environment within the City of Vaughan on a contextual basis. It provides an understanding of how OPA 240 and this Study Area fit into the overall City fabric and future planning direction. Additional excerpts from OPA 600 are located in Appendix F.

2.1 Philosophy and Planning Approach

The philosophy of OPA 600 emphasizes two major themes:

1. Environmental protection, based on an ecosystem approach to planning;
2. compact and efficient urban form, based on a well-defined urban structure, and a comprehensive approach to planning which integrates land use, urban design, major infrastructure, and the public transit system.

3.0 Accommodating Growth: Housing Supply

Vaughan will accommodate forecast growth through further development and intensification within its existing communities, the continued development of the new communities established by OPA 400, and the development of new areas, which are redesignated by OPA 600 (described below in Section 3.3). Collectively, these areas are expected to provide more than 67,000 housing units between 1996-2026. Table 2 summarizes Vaughan's sources of future housing supply.

TABLE 2: Housing Supply 1996-2026

	Capacity for additional units in Existing Communities[1]	Units Completed in existing communities 1996-1999[2]	Units through Future Intensification	Units in Approved OPA 400 Block Plans[4]	Units in Remaining OPA 600 Block Plans[5]	Total Housing Unit Supply 1996-2026
Low Density	4,000	4,151	1,500	13,900	12,360	35,911
Medium Density	2,050 Medium and High Density units	751	11,500[3] Medium and High Density units	9,650	6,679[6]	31,182 Medium & High Density units
High Density		552				
TOTAL	6,050	5,454	13,000	23,550	19,039	67,093

1 Estimated from Plans of Subdivision Status Report, OPA 332, draft Kleinburg-Nashville Community Plan (OPA 160 - currently under review), and a portion of Block 25 incorporated into OPA 350 from OPA 400)
2 CMHC housing completion data from mid 1996, excluding building permits issued in OPA 400 areas
3 Includes OPA 500 which anticipates approximately 2,200 high density housing units
4 Units in approved Block Plans (excluding part of Block 25 incorporated into OPA 350)
5 Units remaining to be approved in OPA 600, including Blocks 12, 40/47 north of Cold Creek, and excluding lands in 33W being redesignated by OPA 600 for employment uses
6 Estimated supply based on approved OPA 550 and reduction of residential density in Vellore Village Centre.

3.2.6 City of Vaughan Zoning By-law 1-88

The City of Vaughan Zoning By-law 1-88 was passed in October 1988. The By-law divides the City into zones and in each zone permits specific uses of land, buildings and structure to the exclusion of all other uses. The Zoning By-law also regulates the manner in which permitted uses may be developed, providing for such things as minimum lot frontages and areas, minimum yards, heights of buildings, etc.

As illustrated in the Zoning map, shown in Appendix F, the majority of the Study Area is zoned as Residential R2, R3 or Open Space OS-1 and OS2. Appendix F also includes details on the zoning requirements for residential zones and examples of representative built form.

3.3 OTHER DOCUMENTS REVIEWED

A number of other planning and policy documents were reviewed for this Study, including:

- City of Vaughan (1990) *Islington Avenue Corridor Study*
- *Islington Avenue Class EA* (1998)
- Ontario Ministry of Environment (MOE) *Compatibility Between Industrial Facilities and Sensitive Land Uses, D-6 Guidelines (July 1995)*

- Dillon Consulting, *The Implications of Not Completing the Pine Valley Link* (December 2000)
- Ontario Ministry of Municipal Affairs and Natural Resources, *Provincial Flood Plain Policy Statement* (1988)
- City of Vaughan, Brook McIlroy Inc. & Totten Sims Hubicki Associates (January 2002) *City of Vaughan Design Standards Review*
- *ITE Trip Generation Manual, 5th Edition*
- MMM and Cansult, *Draft Transportation Master Plan - Region of York* (January 2002)
- Region of York, *EMME/2 Traffic Forecast Model Output - 10 and 20 year horizons*
- Region of York and City of Vaughan, *Existing Turning Movement Counts - 1999 - 2002*
- Gartner Lee Limited, *Sub Watershed Studies completed for OPA 440*
- MRTCA, *Environmentally Significant Areas Study (1985)* and further updates
- National Heritage Information Centre (NHIC) – Rare Species
- *Humber River Fisheries Management Plan*
- UMA Engineering Limited, Prepared for York Region, *Islington Avenue From Highway 7 to Rutherford Road Environmental Study Report* (September 1998)

The Islington Avenue Corridor Study

As per the Terms of Reference, the Islington Avenue Corridor Study, prepared by the City of Vaughan in 1990, was reviewed and its recommendations were considered for this Land Use Study. The Islington Avenue Corridor Study was received by Council but was never adopted or implemented through an amendment to the Official Plan (OPA 240).

The boundaries for this study extended from Highway 407 to Rutherford Road. The purpose of study was to:

- evaluate land use alternatives for the Islington Avenue corridor through Woodbridge, from the proposed Highway #407 corridor to Rutherford Road;
- review Official Plan policies applying to the Islington Avenue corridor; and
- determine appropriate development guidelines, which will become the basis for evaluating and regulating development along Islington Avenue.

The study outlined the following goals and objectives for future planning of the street:

1. Maintenance and enhancement of overall low density residential character;
2. The protection of mature landscape features;
3. Protection of the natural environment especially as it relates to the Humber River and its associated Valley;
4. Ensure that future developments shall be:

   i) Compatible with the surrounding residential community;
   ii) Of a scale and intensity that is consistent with the predominant low-density neighbourhood; and

5. Provide for the redevelopment of appropriate sites in a fashion that will contribute to the overall character of the area and serve a function to the surrounding residential neighbourhood.

The Corridor study area was divided into three zones, based on factors such as the variation in pressure for redevelopment, evidence of transition, mixed land uses and the influence of industrial and commercial uses.

- Zone One – Rutherford to Langstaff

- Zone Two – Langstaff Road to the Humber Valley Bridge
- Zone 3 – the Humber Valley Bridge south to the proposed Highway 407.

(Note. the current 2002 Islington Avenue Land Use Study is within Zone 2 and a very small portion of Zone 3.)

The Corridor Study supports primarily low-density residential land use along Islington Avenue, but recognized a number of intersections that are appropriate for some residential intensification, including Willis Road/Davidson Drive and Gamble Street/Pine Grove Road. They were identified as potential redevelopment and intensification sites providing that future development reflects the existing character of the area. It was concluded that the Islington Avenue corridor is a unique feature of the community of Woodbridge and one that requires protection from the possibility of decline and decay. By allowing a certain degree of redevelopment, on a limited scale, it may be possible to preserve and enhance the desirable aspects of the corridor. The opportunity exists to encourage the development of certain areas in a manner that will not only assist in the preservation of the corridor but that will enhance the area.

3.4 CONCLUSIONS OF POLICY REVIEW

Three main conclusions were derived from this policy review:

- A number of existing policy documents support residential intensification. These include:
    - The Provincial Policy Statement (approved 1996) include numerous policies that support residential intensification;
    - The York Region Official Plan (approved 1994, updated in 1999) supports residential intensification and compact development. It identifies Islington Avenue as an Urban Corridor and a road that has the potential for more intensive mixed-use development, which could be supported by transit services;
    - The City of Vaughan OPA 240 (approved 1991) suggests that the Woodbridge Community is intended to be a predominantly low-rise, low-density residential area with a full range of supporting uses and that Council shall encourage the development of a variety of uses in a form which will create a liveable community with a strong sense of identity. In OPA 240 the Woodbridge Community Plan area comprises four large neighbourhoods. The Islington Avenue Study Area forms a small portion of Neighbourhood One. OPA 240 suggests that the Woodbridge Community Plan provide for a predominantly low-density community with some higher density to accommodate senior citizens and other family needs.
    - While the City of Vaughan OPA 600 (approved 2001) does not specifically regulate planning in the Study Area, it reflects more recent policy development by the City. The philosophy of OPA 600 emphasizes compact and efficient urban form and a comprehensive approach to planning which integrates land use, urban design, major infrastructure and the public transit system. In this policy document the City of Vaughan recognizes the need to accommodate growth through further development and intensification within its existing communities. The City anticipates that a total of 11,500 medium and high-density residential units will need to be built through future intensification.
- OPA 240, the plan that directly regulates planning in the Study Area, was approved in the early 1990s with a goal "to ensure that any future expansion of the Woodbridge Community is assessed in a comprehensive manner, on a five year basis". At this time, the Woodbridge Planning Area has, for the most part, been fully developed. As a consequence, the policy framework may not have considered the next stage to the Woodbridge Community development. While OPA 240 has been amended several times, there has never been a comprehensive review of the entire planning area. As a result, OPA 240 does not reflect a number of provincial, regional and municipal

policies that have evolved since 1991 related to the environmental, economic and social benefits of residential intensification related to residential intensification.

- While existing policy supports residential intensification, the policy documents do not provide specific direction on the appropriate amount or form that residential intensification should take. These issues are influenced by factors such as service capacity, land use compatibility, urban design, environmental impacts and transportation capacity, which are addressed later in this Study.

4.0 DEVELOPMENT APPLICATIONS

There are currently three applications for development in the Study Area. All three are applications for high-density condominium projects ranging in height from 3.5 to 5 storeys, each requiring Official Plan and Zoning By-law amendments. Information on the applications, as provided by the City of Vaughan, is shown in Table 2. As noted, the Terms of Reference for this Study did not include evaluation of the development proposals, but it did include a review of the three applications.

All three applicants have referred their individual applications to the Ontario Municipal Board (OMB). By agreement of all parties, an OMB preliminary hearing has been scheduled for October 24th and the hearing itself is scheduled to commence November 25, 2002.

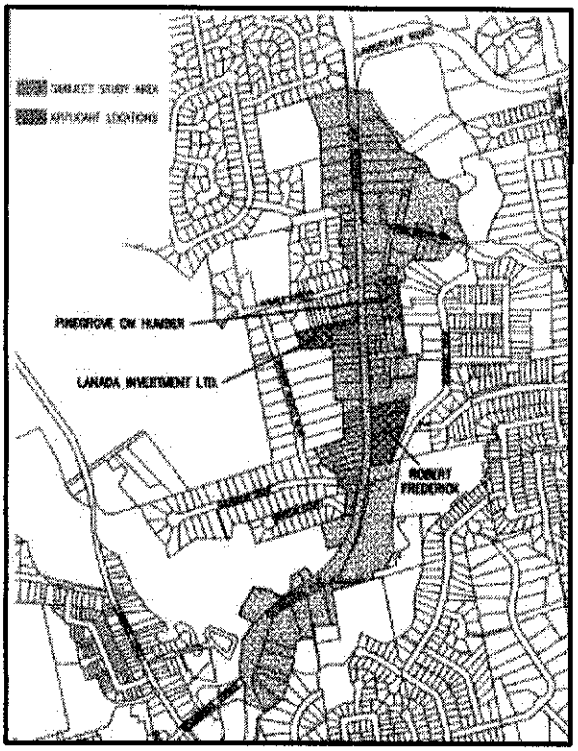


Figure 4. Study Area and Development Applications

Table 2. Active Development Applications in the Islington Avenue Study Area

Applicant	Date of Application Submission	Proposed Development	Current Official Plan Designation (OPA 240)	Current Zoning (By-law 1-88)	Required Official Plan and Zoning By-law Amendment
Lanada Investments Ltd. 8334 Islington Avenue	October 18, 2000	4 storeys, 64 units Seniors condominium Underground parking Size of land: 0.608 ha Proposed density: 105 units/ha	Low Density Residential	R2 and R3 – Residential Zone	High Density Residential RA3 Apartment Residential
Pine Grove on Humber 255 Pine Grove Road	December 13, 2000	3.5 storeys, 60-units Adult lifestyle condominium 78 parking spaces (56 underground) Size of land: 0.588 ha Proposed density: 102 units/ha	Low Density Residential and Drainage Tributary	R2 – Residential Zone and OS1 Open Space Zone	High Density Residential RA3 Apartment Residential
Robert Frederick Good et al 8229, 8243 and 8253 Islington Avenue	March 14, 2001	5 storeys, 160 units Condominium Underground parking Size of land: 1.5 ha site Proposed density: 107 units/ha	Low Density Residential Subject to Special Area Policies of OPA #440	OS1 Open Space Conservation Zone	High Density Residential RA3 Apartment Residential

5.0 PUBLIC CONSULTATION

5.1 PROCESS

As previously stated, public concern about the potential impacts of the three development applications contributed to the decision to conduct a comprehensive Land Use Study. According, public consultation and input has been a crucial and on-going component of this Land Use Study. Public consultation sessions included:

- Six Stakeholder Consultation Group (SCG) Meetings;
- Two Public Open Houses;
- An Islington Avenue Land Owners Meeting;
- A Working Session with City Council; and
- On-going consultation with local agencies, residents, business owners and other interest groups.

The dates and purposes of the various public consultation meetings are illustrated in Table 3.

Appendix G includes the following stakeholder input obtained throughout the process (excluding day-to-day email and telephone correspondence):

- Minutes from the SCG meetings;
- A record of questionnaire comments provided at the two public open house; and
- Copies of letters and faxes received by the consultants.

5.2 STAKEHOLDER CONSULTATION GROUP (SCG)

Working with the City of Vaughan, an SCG group was formed with representatives of local ratepayers associations, landowners, developers, members of the Sierra Club and public agencies involved with land in the Study Area. This group met on a regular monthly basis in small workshop forums to provide input throughout the process. The following groups/agencies were represented at the SCG meetings:

- Belvedere Estates Ratepayers' Association
- Hayhoe Mills
- Humberview Gardens Ratepayers' Association
- Islington Avenue Residents
- Lanada Investments Ltd.
- Pine Grove on Humber
- Sierra Club of Canada, Eastern Canadian Chapter
- Toronto and Region Conservation Authority
- Vaughanwood Ratepayers' Association
- Weston Downs Ratepayers' Association
- Windleigh Millennium Inc.
- Woodbridge Core Ratepayers' Association
- Wycliffe Ratepayers' Association
- York Region Transportation & Works Department
- York Region Planning & Development Services

As is summarized in Table 3., the SCG members met regularly throughout the Study process to review and discuss a variety of topics including principles, issues and policies; transportation and environmental approaches/concerns, factors for review of capacity options, and a review of the Preferred Land Use Plan.

While no overall consensus was achieved amongst all SCG members, the varying opinions that were presented at the meetings and through correspondence to the consultants provided valuable input regarding direction for the future of Islington Avenue. The minutes of the individual meetings together with individual stakeholder correspondence is shown in Appendix G.

5.3 OPEN HOUSES

Two Public Open Houses were held as part of the Islington Avenue Land Use Study. The first Public Open House was held on April 30, 2002. The purpose of this Open House was to introduce the Study, its Terms of Reference and work plan and to obtain public input regarding the current state and future of the Islington Avenue Study Area. The second Public Open House was held on September 4, 2002. The purpose of this Open House was to present the Preferred Land Use Plan and recommendations for the future of the Islington Avenue Study Area and to receive public input on the Preferred Land Use Plan and recommendations. For both Open Houses exit surveys were completed and responses are shown in Appendix G.

Table 3. Review of Public Consultation Meetings

Date of Meeting	Meeting Type	Purpose of Meeting
April 16th, 2002	SCG #1	To define the SCG process, the role and structure of the SCG.
April 30, 2002	Public Open House #1	To present information about the study and its schedule to the public and to collect information (comments, concerns, ideas) from the public to help guide the study and the proposed land use options.
May 7, 2002	SCG #2	To discuss the principles, issues and potential remedies/policies for the following components of the Islington Avenue Land Use Study: - Process - Vision - Built Form - Pedestrian Environment - Traffic - Environment - Historic Preservation
May 15, 2002	Islington Avenue Land Owners Meeting	To: - Inform landowners about the Study and its schedule of key dates of future meetings. - To hear the views and concerns of Islington landowners regarding Islington Avenue. - To select spokespeople to represent the Islington landowners in the Stakeholders Consultation Group (SCG).
May 29, 2002	SCG #3	To discuss: - The Transportation component of the study with a presentation made by Russell Brownlee from IBI Group and input from John Barnes from the Region of York. - The Environmental component of the study with a presentation made by Deborah Martin Downs from Gartner Lee Limited and a discussion of the Special Policy Areas (SPA) made by Jason Scott of the TRCA.
June 18th, 2002	SCG #4	To: - Provide a brief update on the environmental and transportation component of the study and to collect any comments on the SCG #3 minutes. - Provide an overview of the proposed capacity option process. - Discuss the initial list of factors to be considered when assessing the capacity options.
June 27th, 2002	SCG #5	To: - Discuss the list of factors to be considered when assessing the capacity options. - Present and discuss the options. - Outline the schedule and process for the summer and fall.
August 7th, 2002	SCG #6	To: - Discuss the evaluation results of the options
August 27th, 2002	Working Session of Council	To: - Discuss the evaluation results and the Preferred Land Use Plan and recommendations
September 4th, 2002	Public Open House #2	To: - Present the Preferred Land Use Plan and Study recommendations - To obtain public input regarding the Preferred Land Use Plan and Study recommendations

6.0 CAPACITY OPTIONS

6.1 DETAILS OF OPTIONS

As part of the Study four capacity options were developed covering a range of intensification possibilities. They ranged from a lowest level of intensification (severing and subdividing single-family lots to build additional single-family houses) to a highest level involving redevelopment in a variety of locations at the scale of apartment form intensification that was proposed by the three development applications. The maximum capacity was estimated for each of the option and each capacity option was reviewed against a set of factors that incorporated the key planning components. The four capacity options are shown in Appendix H and summarized in Table 4. below.

The main focus of this part of the Study involved assessing density and scale of development considerations for residential lands. As outlined at the SCG meetings, this stage was not a traditional approach involving the development and evaluation of a variety of alternative land use scenarios. The intention was not to select one of the capacity options as the Preferred Land Use Plan. Rather, it was to create a hybrid involving elements from the four options for the Preferred Land Use Plan.

The Study Area was divided into ten sub areas (A to J) using block and lot lines, changes in built form and considering the land pockets that were assumed to remain unchanged.

Table 4. Details of Capacity Options

Option	Details	Approximate New Dwelling Units
Existing Conditions	78 EXISTING SINGLE-FAMILY LOTS The nature of the land, ownership and history of the area has resulted in a wide range of lot sizes and characteristics. Lot widths range from 15 metres to 80 metres and lot depths range from 20 meters to 173 metres.	
A1	• Assumed new development under the existing zoning (e.g. single-family R2) by severing larger lots to create additional lots and dwelling units.	126 single- family dwelling units
A2	• Assumed new development under the existing zoning (e.g. single-family R2) and that neighbouring property boundaries will be merged, with minor subdivision of lands, to create additional lots and dwelling units.	174 single-family dwelling units
B	• Assumed re-zoning occurs that is limited to single-family houses and include townhouses but not apartments (e.g. R2, R3, R4, R5, RM1 or RM2).	298 single-family dwelling units
C	• Assumed re-zonings to permit multi-family units in designated areas where property sizes could accommodate the built form (e.g. RA1, RA2, RA3). • Base criteria for lots appropriate for multi-family development will include minimum lot size and depth, minimum setbacks, street access.	1,219 multi-family dwelling units.

6.2 REVIEW OF OPTIONS – FACTORS

A set of factors were developed to review the four capacity options. The factors considered the key planning components identified in the Study's Terms of Reference, and were supplemented by input received from the public, the SCG members and the consultant's review of planning policies and their professional knowledge in the fields of transportation, the environment, urban design, land use and policy. Additional points were considered under each factor, and this list is shown in Appendix I. The factors are:

FACTORS:

Policy Framework

Factor 1. To what extent would the proposed alternative reflect and recognize the existing approval context (e.g. is it reflective of good planning/consistent with the Provincial Policy Statement, Regional and Local Official Plans and the Zoning By-law)?

Factor 2. To what extent would the proposed alternative compete or compliment the policies established within OPA 440 for the Woodbridge Core?

Factor 3. To what extent would the proposed alternative impact the local social infrastructure in the Study Area?

Land Use/Urban Design

Factor 4. To what extent is the proposed alternative compatible with the existing scale and residential character of the Islington Avenue Corridor?

Factor 5. To what extent does the proposed alternative meet the Region of York's policy that encourages area municipalities, as part of corridor planning, to revitalize and preserve main street areas? **Determined not applicable to Study.**

Factor 6. To what extent is the proposed alternative compatible with the existing natural character of the Islington Avenue Corridor?

Factor 7. To what extent does the proposed alternative enhance or provide opportunities to enhance the pedestrian environment along Islington Avenue?

Factor 8. To what extent does the proposed alternative impact historical buildings or natural features in the study area?

Transportation

Factor 9. To what extent does the proposed alternative impact the capacity of the road network?

Factor 10. To what extent does the proposed alternative recognize the Region of York's goal to encourage and support a higher level of transit service (in this case along Islington Avenue)?

Environment

Factor 11. To what extent does the proposed alternative impact the form and function of the Humber River and its tributaries?

Factor 12. To what extent does the proposed alternative impact existing flora and fauna?

Factor 13. To what extent does the proposed alternative impact existing stormwater management policies?

Factor 14. To what extent is the proposed alternative compatible with adjacent open space lands?

Factor 15. To what extent does the proposed alternative incorporate greenspace in the urban developments?

6.3 CONCLUSION OF REVIEW FINDINGS

In terms of the factors, each option was reviewed in its entirety (assuming all sub areas in the option intensified), as is summarized below:

Policy Framework

Factor 1. To what extent would the proposed alternative reflect and recognize the existing approval context (e.g. is it reflective of good planning/consistent with the Provincial Policy Statement, Regional and Local Official Plans and the Zoning By-law)?

Option A1 or A2 do not meet the intensification policies reviewed in section 3.9 of this report. Option B and C better reflect the planning intensification goals of the various policy documents.

Factor 2. To what extent would the proposed alternative compete or compliment the policies established within OPA 440 for the Woodbridge Core?

- Options A1, A2 and B would not compete with the intentions of OPA 440 to accommodate higher-density and mixed-uses in the Core.
- Option C would compete with the intentions of OPA 440 to accommodate higher-density and mixed-uses in the Core.

Factor 3. To what extent would the proposed alternative impact the local social infrastructure in the Study Area?

- Vaughan Public Libraries and Vaughan's Recreational and Cultural Department - within the Islington Avenue Study Area there are adequate libraries and recreational facilities to accommodate potential residential growth that could result from any of the options.

- York Catholic District School Board - the elementary and secondary Catholic schools serving the Study Area could accommodate population growth that may result from Option A1, A2 or B. They can not accommodate now, or within the next five years, all of the residential growth that may occur in Option C.

- York Region District School Board – the elementary and secondary public schools serving the Study Area are at currently at capacity and will remain at capacity over the next five years. Given this, the students generated from Option C would result in the greatest impact on the York District School Board.

Land Use/Urban Design

Factor 4. To what extent is the proposed alternative compatible with the existing scale and residential character of the Islington Avenue Corridor?

Unlike the definition of compatibility in other land use studies, as a result of considerable stakeholder input the words "compatible with" became synonymous with the word "respect" (i.e. the factor should read: To what extent does the proposed alternative respect the existing scale and residential character of Islington Avenue?).

All of the four capacity options would dramatically alter the existing scale and character of the Islington Avenue corridor as in each case, assuming full redevelopment of each option, all existing buildings and many trees on private lots would be lost, driveway cuts would be duplicated (options A1 and A2 only) and large-scale apartment buildings would be introduced in multiple locations (option C only).

Factor 6. To what extent is the proposed alternative compatible with the existing natural character of the Islington Avenue Corridor?

Once again, the words "compatible with" became synonymous with the word "respect" (i.e. the factor should read: To what extent does the proposed alternative respect the existing natural character of Islington Avenue?).

The four capacity options would impact the amount of visible open space and the character of the mature trees found along the Islington Avenue corridor. The environmental evaluation of the Study Area and input from the Toronto and Region Conservation Authority concluded that none of the four capacity options could be ruled out based on a threat to the existing natural character.

Factor 7. To what extent does the proposed alternative enhance or provide opportunities to enhance the pedestrian environment along Islington Avenue?

All options have the potential to enhance the pedestrian environment along Islington Avenue to varying degrees. Option B and C provide the greatest opportunity because larger tracts of land are involved, there would be fewer driveway cuts, greater pedestrian volume and more opportunities to improve landscape conditions and to increase access to the greenway pedestrian systems.

Factor 8. To what extent does the proposed alternative impact historical buildings or natural features in the Study Area?

In the Study Area there are two single-family houses in sub area A that have been identified by the City as being of historic or architectural importance. However, they are not designated under the Ontario Heritage Act. Any of the development options have the potential to impact these houses. There are also a number of historic institutional buildings in the Study Area that have been identified by the City, but they are located in areas where no change has been assumed and they would not be impacted by any of the options.

The most significant natural features (i.e. the Humber River Valley and escarpment lands) are located outside the Study Area and as such will not impacted directly by any option.

Transportation

As is discussed in greater detail as part of the review of the Preferred Land Use Plan, all traffic impact analysis assumes that the proposed reconstruction to Islington Avenue would take place.

Factor 9. To what extent does the proposed alternative impact the capacity of the road network?

- Option A1 and A2 would create no noticeable traffic increases within the Study Area, although the addition of numerous driveway cuts onto Islington Avenue in this single-family option could potentially impact traffic flow and safety.

- Option B in its entirety will increase traffic volumes on Islington Avenue in the order of 5%. Critical movements at the intersections are generally not affected.

- Option C in its entirety will increase traffic volumes considerably along Islington Avenue and at the driveway access points. Trips generated from this option will create over-capacity conditions at Islington and Highway No. 7.

Factor 10. To what extent does the proposed alternative recognize the Region of York's goal to encourage and support a higher level of transit service (in this case along Islington Avenue)?

- Option B and particularly Option C support the goals of the Region of York to support a higher level of transit service along Islington Avenue through introducing medium and high-density residential intensification opportunities.

Environmental

Ultimately, it turned out that all the land use options had equivalent impacts on the environmental features in the Study Area and hence, an evaluation of factors was only undertaken for the Preferred Land Use Plan. In addition, it must also be recognized that there is existing development in the area which has already resulted in encroachment into the valleylands, the introduction of people, pets and exotic plant species, and, no doubt, the contribution of chemicals (e.g. fertilizers, pesticides and hydrocarbons). While increasing density of units will increase the number of people interacting with the environment, measures can be put in place to limit impacts. Opportunities exist to restore or improve areas with redevelopment. The findings of the environmental evaluation describes the potential effects of the various capacity options on the environmental features described in the Study Area.

Factor 11. To what extent does the proposed alternative impact the form and function of the Humber River and its tributaries?

- The land use alternatives are outside the boundary for the 350 year flood line;
- Existing development already contributes to impacts to the form and function (e.g. wildlife habitat; floodplain function);
- Policies are in place to manage flood issues (OPA 440) for the SPA;
- Opportunities remain for rehabilitation; and
- TRCA will require staking of top-of-bank and setbacks, to protect river corridor.

Factor 12. To what extent does the proposed alternative impact existing flora and fauna?

- No significant fauna species were identified;
- Several locations of locally rare vegetation were found, a few that occur on the properties, which could be redeveloped. Species are not overly significant. Black Maple is well represented in the area; Running Strawberry isolated to one area;
- TRCA will require staking of top-of-bank and setbacks, to incorporate vegetation limits into river corridor (specifically developed by property); and
- Vegetation on valley walls is not proposed to be altered in the capacity scenarios.

Factor 13. To what extent does the proposed alternative impact existing stormwater management policies?

- All new development within any of the options will be required to apply stormwater management to urban drainage.

Factor 14. To what extent is the proposed alternative compatible with adjacent open space lands?

- Most sensitive lands are on the east side of the Humber River, removed from the development lands. No change is proposed for lands closest to the Pine Grove ESA.

Factor 15. To what extent does the proposed alternative incorporate greenspace in the urban developments?

- Regional Greenlands system will be identified and protected through the site specific staking of top of bank and application of setbacks;
- Greenlands will be increased slightly through dedication of valley and stream setbacks to public ownership (currently private); and
- Land use will encourage linkages between tableland and valleyland.

6.4 STAKEHOLDER CONSULTATION GROUP (SCG) INPUT

The four capacity options were presented to SCG participants on June 27, 2002 and were discussed on August 7, 2002. Between the June and the August SCG meeting participants were encouraged to contact the consultants with any questions or comments regarding the options. Several of the SCG participants did provide written comments, and these are included in Appendix G.

7.0 PREFERRED LAND USE PLAN

The Preferred Land Use Plan, shown in Figure 5., recommends that the majority of the Study Area should remain unchanged (i.e. that current zoning provisions remain the same for areas of no change). Areas of no change include all publicly owned open space, existing commercial, institutional and industrial land uses and several of the residential sub areas. The Preferred Land Use Plan also suggests that additional low-density land uses would be appropriate in one sub area located south of Langstaff Road, medium-density land uses would be appropriate in four sub areas located between Willis Road and Langstaff Road and high-density land uses would be appropriate in one sub area located in the south at the intersection of Islington Avenue and Woodbridge Avenue.

Recommendations are provided related to implementation, land use, urban design, the environment, transportation and public consultation to enable a comprehensive approach to be taken with regard to future land use planning in this Study Area.

7.1 PREFERRED LAND USE PLAN STATISTICS

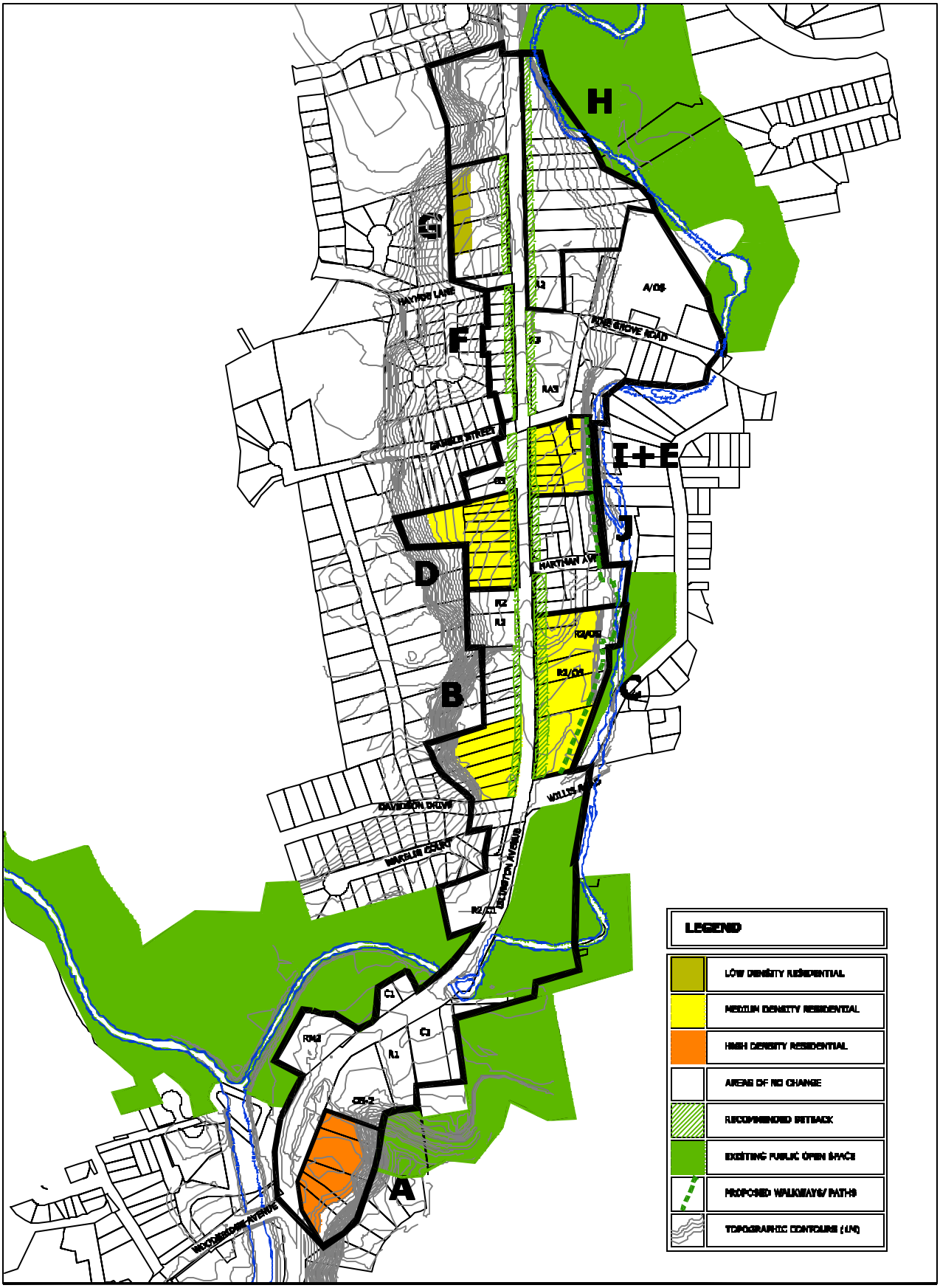
The Preferred Land Use Plan proposes a maximum increase of 400 residential units, should all of the identified sub areas intensify as per their OPA 240 densities.

Table 5. outlines the proposed land use designations, permitted housing types, zoning categories for all sub areas and the maximum units for those sub areas where changes in land uses are being recommended.

Table 5. Preferred Land Use Plan Statistics

Land Use Category (as per OPA 240)	Permitted Housing Types (as per OPA 240)	Zoning Categories (as per ZBL 1-88)	Sub Area	Size (ha)	Maximum New Units (Based on Maximum Permitted Density)
Low Density Residential Areas (maximum permitted density = 8.6 units per ha)	Single-family detached Semi-detached	R1, R2, R3, R4, R5	F	0.75	
			G	1.50	17
			H	3.61	
			J	2.04	
Medium Density Residential Areas (maximum permitted density = 35 units per ha)	En-block, stacked townhouses Street townhouses Garden-court apartments Low-rise apartments	RM1, RM2	B	1.22	43
			C	2.36	83
			D	1.61	56
			I + E	1.05	37
High Density Residential Areas (maximum permitted density = 99 units per ha)	Apartments	RA1, RA2, RA3	A	1.66	165
MAXIMUM TOTAL UNITS (Should all of the Study Area redevelop)					400

FIGURE 5



I S L I N G T O N

L A N D U S E S T U D Y

P R E F E R R E D L A N D U S E P L A N

7.2 REVIEW OF PREFERRED LAND USE PLAN

The Preferred Land Use Plan was reviewed in terms of the factors previously identified in section 6.2. Results are as follows.

Policy Framework

Factor 1. To what extent would the Preferred Land Use Plan reflect and recognize the existing approval context (e.g. is it reflective of good planning/consistent with the Provincial Policy Statement, Regional and Local Official Plans and the Zoning By-law)?

Allowing a moderate amount of increased residential density (i.e. allowing medium-density residential uses in sub areas B, C, D and I & E and high-density residential uses in sub area A) complies with the intent of the intensification policies reviewed in section 3.9 of this report while it also respects the intent of OPA 240 to provide for a predominantly low-density community (which neighbourhood one of this OPA is) with some higher-density to accommodate senior citizens and other family needs.

Factor 2. To what extent would the Preferred Land Use Plan compete or compliment the policies established within OPA 440 for the Woodbridge Core?

Intensification resulting from the Preferred Land Use Plan will compliment the City of Vaughan's reinvestment objectives for the Core by increasing the local population. OPA 440 discusses the potential for residential intensification to assist in the walk-in trade of commercial establishments as well as contribute additional ridership to the transit system in the area, which is currently underutilized. Sub area A is a logical location for high-density uses, as it is immediately adjacent to the Woodbridge Core and it will have minimal impact on lower density land uses in the remainder of the Study Area and provide a logical transition of land use and building form up from the southern end of the Study Area.

Factor 3. To what extent would the Preferred Land Use Plan impact the local social infrastructure in the Study Area?

As previously noted, there are adequate library and recreational facilities in the Study Area to accommodate the proposed level of intensification in the Preferred Land Use Plan. The York Region Catholic District School Board noted that elementary and secondary Catholic schools serving the Study Area can accommodate the potential student yields resulting from this level of residential intensification.

The York Region District School Board elementary and secondary public schools serving the Study Area are currently at capacity. As with past planning examples new urban areas are continuing to add school capacity and the availability to accommodate additional students will have to be ascertained and dealt with in specific development applications.

Land Use/Urban Design

Factor 4. To what extent does the Preferred Land Use Plan respect the existing scale and residential character of the Islington Avenue Corridor?

The Preferred Land Use Plan respects the existing scale and residential character of the Islington Avenue corridor by identifying most land within the Study Area as areas of "no change". The Preferred Land Use Plan has established minimum setbacks and lot sizes to encourage a form and scale of development that is consistent with the character of what exists today. It is also recommended that townhouses or apartment buildings be limited their length and should be oriented east west to prevent creating a wall along Islington Avenue or along the Humber Valley floodplain. The height of new buildings should be limited to 3.5 storeys (11 metres) in the medium-density areas to reflect the single-family character of the area. In the high-density sub area apartments should be limited to 5 storeys (15 metres) to reflect the height of buildings within the adjacent Woodbridge Core.

The Ministry of the Environment's D6 Guidelines that deal with compatibility between industrial facilities and sensitive Land Uses were considered and the Preferred Land Use Plan respects the suggested minimum separation

distance between new residential areas (i.e. sub area E & I) and existing industrial operations. Furthermore, in the Preferred Land Use Plan, sub areas E and I were combined to create one larger sub area (referred to as E & I). Combining these sub areas has created an opportunity to provide direct access onto Islington Avenue, rather than on to Pine Grove Road.

Factor 6 & To what extent does the Preferred Land Use Plan respect the existing natural character of the Islington Avenue Corridor? To what extent does the Preferred Land Use Plan enhance or provide opportunities to enhance the pedestrian environment along Islington Avenue?

The Study recommends that new development along the Islington Avenue Corridor respect the existing built form, landscape and pedestrian character through implementation of urban design guidelines, streetscape guidelines, a tree preservation By-Law, the site plan approval process and monitoring of needs for pedestrian crossings. More specific recommendations are outlined in section 8.

Factor 8. To what extent does the Preferred Land Use Plan impact historical buildings or natural features in the study area?

Sub area A currently has two houses that have been identified by the City as being of historic or architectural importance, but these houses are not designated under the Ontario Heritage Act. As indicated in section, we recommend that any future development in sub area A attempt to preserve existing historical buildings, and that the City of Vaughan pursue designation of historical buildings under the Ontario Heritage Act.

The most significant natural features (i.e. the Humber River Valley and escarpment lands) are located outside the Study Area and as such will not be impacted directly by the Preferred Land Use Plan.

Transportation

The evaluation of transportation impacts used traffic operation forecasts to the year 2011. A 2021 horizon might be used for major developments such as a Block Plan, regional mall, sporting facility or amusement park, but is not necessary for a relatively minor level of development as being addressed with the Islington Avenue Land Use Study. The City of Vaughan envisions that much of the development anticipated to occur over the next twenty years has actually been fast tracked in the area above Woodbridge, and will be close to fully developed within the 2011 timeframe. Therefore, the ten-year analysis horizon used for this Study is more appropriate for the evaluation of the proposed land use option.

Factor 9. To what extent does the proposed alternative impact the capacity of the road network?

By 2011, a number of roadway improvements are planned to be completed by York Region and include:

- **Islington Avenue** - reconstruction of Islington Avenue as indicated in Section 2.3 Existing Transportation Operations;
- **Rutherford Road** – to be reconstructed to four basic lanes from Weston Road to Napa Valley Drive, with major improvements to the Islington Avenue/Rutherford Road intersection; and
- **Langstaff Road** – to be reconstructed for four basic lanes from Weston Road to Islington Avenue, with improvements to the Islington Avenue and Pine Valley Drive intersections.

With the anticipated development in Urban Village 1 to the year 2011 and the planned roadway improvements, the intersections with the Study Area will operate at an overall acceptable level of service.

For purposes of future traffic impact, the net increase (i.e. excluding existing houses within those identified sub areas) was identified to be 352 residential units. This increase is expected to generate traffic in the order of 150 to 200 net new vehicle trips during the AM and PM peak hours. With the addition of these trips to the 2011 anticipated volumes, the Study intersections will operate at an acceptable level of service; however, the Highway 7/Islington Avenue intersection will be operating at capacity during both the AM and PM peak travel periods. These operations are shown below.

Table 6. Future Total Traffic Operations

2011 Future Total Intersection Operations					
Intersection	**Period**	**Overall**	**Critical**		**Comments**
		LOS	LOS	V/C	
Rutherford/Islington	AM Peak	C	F	0.98	Westbound left approaching capacity.
Langstaff/Islington		C	D	0.92	
Davidson/Islington		A	C	0.61	
Willis/Pine Valley		B	C	0.70	
Highway 7/Islington		C	E	0.95	EB through approaching capacity
Woodbridge/Islington		B	C	0.78	
Langstaff/Pine Valley		C	D	0.89	
Rutherford/Islington	PM Peak	C	D	0.93	
Langstaff/Islington		C	D	0.75	
Davidson/Islington		B	C	0.75	
Willis/Pine Valley		C	D	0.99	NB left at capacity
Highway 7/Islington		C	F	1.0	NB left and SB left at capacity
Woodbridge/Islington		B	C	0.91	
Langstaff/Pine Valley		C	C	0.90	

The ability of the area road network to accommodate new vehicle trips from the planned development north of the study area or the development potential outlined in the Preferred Land Use Plan, will be a function of the timing of the planned roadway improvements noted above.

The Study recommends that further major development/ redevelopment in the Study Area should not occur until such time that Islington Avenue has been reconstructed. In addition, individual applicants will need to establish that the timing of their development (and the resultant trips generated) is appropriate given the timing of the other roadway improvements that are planned over the next few years.

Further detail regarding the above analysis/conclusions is available in the Transportation Report included in Appendix D.

Factor 10. To what extent does the proposed alternative recognize the Region of York's goal to encourage and support a higher level of transit service (in this case along Islington Avenue)?

The Preferred Land Use Plan support the goals of the Region of York regarding transit as it involves higher densities of development.

Environmental

As previously noted in section 6.3, the environmental evaluation concluded that all land use options had equivalent and minimal impacts on the environmental features in the Study Area. While increasing density of units will increase the number of people interacting with the environment, measures can be put in place to limit impacts. Opportunities exist

to restore or improve areas with redevelopment. Discussion of recommended measures to limit impacts and opportunities to restore or improve areas with redevelopment are addressed in section 8.

Factor 11. To what extent does the proposed alternative impact the form and function of the Humber River and its tributaries?

- The Preferred Land Use Plan is outside the boundary for the 350 year flood line; and
- Portions of the Preferred Land Use Plan are within Special Policy Areas, but as noted policies are in place to manage flood issues (OPA 440) for the SPA.

Factor 12. To what extent does the proposed alternative impact existing flora and fauna?

- The vegetation within the Humber Valley floodplain and valley walls will not be altered with this Preferred Land Use Plan.

Factor 13. To what extent does the proposed alternative impact existing stormwater management policies?

- All new development within any of the options will be required to apply stormwater management to urban drainage.

Factor 14. To what extent is the proposed alternative compatible with adjacent open space lands?

- Most sensitive lands are on the east side of the Humber River, removed from the development lands. No change to development is proposed for lands closest to the Pine Grove ESA.

Factor 15. To what extent does the proposed alternative incorporate greenspace in the urban developments?

- Regional Greenlands system will be identified and protected through the site specific staking of top of bank and application of setbacks; and
- Greenlands will be increased slightly through dedication of valley and stream setbacks to public ownership (currently private).

Additional details of the analysis/conclusion of the Environmental Review and Environmental Impact Statement are shown in Appendix F.

7.3 PUBLIC INPUT REGARDING PREFERRED LAND USE PLAN

The Preferred Land Use Plan was presented to members of the Stakeholder Consultation Group (SCG) on August 7th, 2002 and to the community at the second Public Open House on September 4th, 2002.

Specific comments regarding the preferred Land Use Plan are shown in Appendix G. Public reaction to the Preferred Land Use Plan varied. Some people felt that the Preferred Land Use Plan was too conservative and that higher levels of intensification should be permitted in the Study Area. Others felt that the Preferred Land Use Plan represented a more appropriate level of intensification than what is proposed in the three development applications. Many people disagreed with the Preferred Land Use Plan and do not support the recommendations that any residential intensification be permitted.

8.0 POLICY RECOMMENDATIONS

In conjunction with the Preferred Land Use Plan, we recommend that the following implementation measures and land use, urban design, environmental, transportation and public consultation recommendations be considered:

8.1 IMPLEMENTATION

8.1.1 The Study recommends that the Preferred Land Use Plan, based on the policy recommendations outlined below, be implemented by an amendment to the Woodbridge Community OPA 240 in two separate components as follows:

1. Official Plan policies be developed to implement the preferred land uses for the portion of the Study Area north of Willis Road.

2. Official Plan policies be developed to implement the preferred land uses for the portion of the Study Area south of Willis Road at such time as the remaining residential capacity in the Woodbridge Core (OPA 440) reduces sufficiently or a required review of OPA 440 is carried out, which ever occurs first.

8.1.2 The Official Plan policies referred to above, include urban design policies which provide for preparation and implementation of Urban Design Guidelines.

8.1.3 Maintain existing zoning in the Study Area, except for the vacant site north of Pine Grove Road owned by Hayhoe Mills (refer to section 8.1.4). Any rezoning in the areas identified for intensification should be done by way of site specific zoning amendments for applications which conform to the OPA recommended above (section 8.1.1).

8.1.4 The application for an OPA and Zoning By-law amendment to permit truck parking on the vacant site north of Pine Grove Road, owned by Hayhoe Mills is consistent with the overall finding of this Study and could be seen to conform to its overall intent.

8.1.5 In the event that industrial operations cease at the Hayhoe Mill site, redevelopment should occur by way of a Secondary Plan for the lands bounded by sub area H on the north, Islington Avenue on the west and sub area I & E on the south and the Humber River floodplain on the east.

8.2 PUBLIC CONSULTATION

8.2.1 Public consultation efforts should not dissolve after the completion of this Land Use Study. The Public Open House and Stakeholder Consultation Group (SCG) process should be continued during the implementation stage (i.e. OPA preparation).

8.3 LAND USE

8.3.1 The types of housing permitted within the land use plan be consistent with those outlined by OPA 240 for low, medium and high-density residential uses, with the exception if the "I" portion of sub area E & I develops separately, housing types should be limited to ground-related forms (i.e. not low-rise apartment) because of the size of the site, its proximity to Hayhoe Mills, required access onto Pine Grove Road, the goal to preserve views to the Humber River floodplain and its proximity to adjacent single-family housing.

8.3.2 The density of developments in medium-density residential sub areas should be a maximum of 35 units per hectare consistent with the medium-density residential level outlined in OPA 240. The density of developments in the high-density residential sub area should be a maximum of 99 units per hectare consistent with the high-density residential level outlined in OPA 240.

8.3.3 As part of plan implementation (Section 8.1.1), consideration be given to expressing density in terms of a Floor Space Index (FSI) rather than in terms of units per hectare, particularly for Apartment dwellings, providing that site specific traffic impact studies (section 8.6.2 of these recommendations) are carried out to the satisfaction of the City of Vaughan when specific applications are proposed.

8.3.4 Official Plan amendments should allow density bonuses for such contributions as incorporation of landscaping, pedestrian amenities, preservation of heritage buildings, preservation of significant trees or woodlot areas, provision public parkland.

8.3.5 Establish policies regarding the severing and subdivision of lots.

8.3.6 Future development in sub area A should attempt to preserve the existing historical houses and the City of Vaughan should pursue the designation of historical buildings under the Ontario Heritage Act.

8.3.7 As appropriate, require any future development proposals to review the Ministry of the Environment (MOE) D-6 guidelines on compatibility between industrial facilities and sensitive land uses for appropriate developments, taking into account recommended minimum distance separation between land uses and matters related to potential noise impact and truck conflict.

8.3.8 Require new residential development in sub area E & I to include in the title of ownership a caveat clearly stating that Hayhoe Mills is a long standing industry in the area, it has no plans to leave and that the industrial operations can generate off-site noise and air quality emissions as well as truck traffic and truck queuing on Pine Grove Road.

8.4 URBAN DESIGN

8.4.1 Incorporation of the following (but not limited to the following) urban design principles into a set of Urban Design Guidelines to be adopted under new Official Plan Amendments for the Study Area.

a. Building Heights

1. Taking into consideration the predominant single-family character and the topography of the Study Area, the maximum permitted height of "medium-density" buildings should be restricted to 3.5 storeys (11 metres). The maximum permitted height of "high-density" buildings should be restricted to 5 storeys (15 metres).

b. Building Siting

1. Buildings should be sited to promote positive building-to-street relationships;
2. Reverse lot development should be discouraged along Islington Avenue;
3. In areas where "high-density" or "medium-density" is introduced adjacent to single-family housing, there must be an appropriate transition in scale and building form;
4. Buildings should generally be oriented east west to avoid creation of building walls parallel to the Humber River Valley or Islington Avenue. Where lot sizes do not allow this, length of buildings should be limited with visual breaks in between; and

5. Entrances should be located along Islington Avenue or close to the Islington Avenue frontage to maintain "eyes on the street".

c. Building Expression

1. Building massing and volumes should respect the existing single-family character predominant in the Study Area;
2. Buildings should be arranged to create pedestrian comfort in courtyards and private/shared open spaces;
3. Common areas such as courtyards or gazebos visible from Islington Avenue should be encouraged; and
4. Roofing types and pitches should be consistent with those existing in the Study Area.

d. Parking, Garages and Driveways

1. Above-ground parking should not be visible from the street or be located within the front yard setbacks;
2. Landscaping for above-ground parking areas should screen parking from Islington Avenue; and
3. A maximum driveway width for low, medium and high-density developments should be established and controlled at the time of Site Plan application.

f. Placement and Integration of Storage and Utilities

1. Service areas should not be located along Islington Avenue or be visible from the street; and
2. Service areas should be integrated into the building or be screened with fencing and landscaping.

g. Landscape

1. Preservation of existing trees should be enforced through By-law and/or Site Plan agreements. Bonusing should be considered as a means of compensation; and
2. Private amenity space or publicly accessible amenity space along Islington Avenue should be encouraged.

h. Streetscape

1. Coordinated improvements to the streetscape should be promoted with:

- Coordinated street tree planning with native species;
- Coordinated paving patterns/detail strips that are permeable and allow for groundwater infiltration;
- Continuous tree canopy where possible to visually narrow the width of the corridor;
- Lighting; and
- Street furniture.

8.4.2 In an effort to retain the existing landscape character and generous setbacks that exist today, any new development located between Willis and Langstaff should be setback to the average line of the existing housing. These setbacks should be reflected in the Zoning By-law.

8.4.3 In an effort to retain the predominantly single-family character of the Study Area, the length of buildings permitted (above one storey) should be no longer than 60 metres with a minimum separation between buildings of 10 metres.

8.5 ENVIRONMENT

8.5.1 Establish mitigation policies including:

a. Require site-specific assessments, staking top-of-bank and development of setbacks (including limits of natural vegetation), buffering, etc.

8.5.2 Require storm water management for new development aimed at maintaining the predevelopment water balance and ensuring that clean roof water is infiltrated back to the ground and ultimately the Humber River. A variety of methods can be used to mitigate runoff. Servicing and below ground construction should consider the volume and movement of groundwater, ensuring that it continues unimpeded toward the East Humber River.

8.5.3 Require sediment and erosion control plans for individual applications, emphasizing the management of construction related sediment delivery to the river.

8.5.4 Siting of new buildings and driveways should respect and aim to preserve existing trees.

8.5.5 Establish and enforce tree preservation through establishing a tree preservation By-law or the site plan approval process.

8.5.6 Establish public access/pedestrian pathways for sites adjacent to the Humber River Valley to allow the City to create a trail system connection for pedestrians and bicycles.

8.5.7 Undertake a Master Streetscape Plan, identifying size and location of indigenous street trees and sidewalks should be prepared. Priority should be given to creating a continuous upper canopy by preserving existing trees.

8.5.8 Promote opportunities for rehabilitation of natural areas.

8.6 TRANSPORTATION

8.6.1 Islington Avenue reconstruction must be completed before any new medium or high-density development in the Study Area commences.

8.6.2 Any future development proposal within the Study Area must include a site-specific traffic impact study that considers the potential for development outlined in the Preferred Land Use Plan and the same scale of review of traffic operations, forecasts, and intersection analyses which was carried out as part of this Study including capacity from roadway improvements at Rutherford Road and Langstaff Road.

8.6.3 Willis Road Volumes – The City of Vaughan should monitor the peak hour traffic volumes on Willis Road to determine the extent to which cut-through traffic changes as time proceeds. The need for operational or physical changes to this roadway to reduce cut-through traffic should be reviewed, as warranted.

8.6.4 Pedestrian and Vehicle Access – The Region of York should monitor the operations of the unsignalized intersections within the study area, to determine the need for pedestrian or traffic signals as development proceeds.

8.6.5 Truck Parking at Hayhoe Mills – The City of Vaughan should approve Hayhoe Mill's application to amend the Official Plan and Zoning By-law to permit truck parking on land across from their industrial operation. The provision of a truck parking area will reduce truck idling and queuing and traffic congestion, which will benefit the Islington Avenue Study Area and the larger community.

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