

1. **CARRVILLE DISTRICT CENTRE STUDY** **P.2004.44**
 FILE 15.80.4
 PRELIMINARY REPORT

Recommendation

The Commissioner of Planning recommends:

“THAT the Public Hearing for File 15.80.4 (Carrville District Centre Study) BE RECEIVED, and that the issues identified by the public and Council be addressed by Staff in a comprehensive report to Committee of the Whole.”

Purpose

To present the tertiary plan for the Carrville District Centre in the form of an Amendment to OPA # 600.

Location

The District Centre Planning area is generally located at the four corners of Rutherford Road and Dufferin Street, as well as adjacent lands in Blocks 10, 11, 17, and 18, within the primary road network for Carrville-Urban Village 2. The boundaries of the Plan are identified on Attachment “2”.

Land Use Status-Background Analysis and Options

Existing Uses

The Study Area is largely agricultural land, with the exception of a treed valleyland, some small wooded tableland areas and a watercourse east of Dufferin Street, both north and south of Rutherford Road. The balance of the Study Area is currently vacant or used for agricultural purposes, with the exception of a few scattered houses and a temporary sales pavilion on the northwest corner of the Dufferin/Rutherford Rd. intersection.

Official Plan/Zoning

OPA # 600 provides a policy framework for designated District Centres in the new communities of Vellore and Carrville. The District Centres are envisioned as the focus of each community, with a concentration of commercial uses, medium and high density residential development, preferably in the form of mixed use development, and supporting community facilities. They are expected to be pedestrian-friendly, and transit-supportive. OPA # 600 requires that development within each District Centre proceed based upon a tertiary plan which refines the District Centre vision at a high level of detail in terms of land uses, development densities and urban design. The District Centre is expected to become the major focus of human activity/social interaction and community identity for the more than 60,000 residents to live in Carrville.

The lands are zoned A Agriculture by By-law 1-88.

Background

1. Terms of Reference

Council approved the Terms of Reference for the Carrville District Centre Study on August 26, 2002. The consulting team, "The Planning Partnership", was retained to complete the study, which was required to address key planning considerations, including land use, urban design, environmental and transportation, and to produce a tertiary plan in keeping with the provisions of OPA 600. The Terms of Reference required a public consultation process in the form of a Stakeholder Consultation Group (SCG), to provide a forum for communication and to build consensus among stakeholders.

2. Public Consultation Process

The SCG was formed following an Open House in December 2002, and consisted of approximately 39 people; including landowners their representatives, residents, York Region Staff, Toronto Region Conservation Authority Staff, and City Staff. Four workshops were scheduled with the SCG to develop the tertiary plan, between January and March 2003:

- The first workshop session established a common understanding of the issues, generated the fundamental design principles, and assisted in preparing the land use programs.
- The second workshop generated four draft land use options and descriptive axonometric drawings incorporating land use, transportation, and urban design objectives.
- The third workshop established the evaluation criteria to be used to define the preferred concept plan. The stakeholders group undertook a comparative evaluation of the four concepts and identified certain components of each of the four options as being preferred.
- The fourth workshop further refined the conceptual land use plan, incorporating the comments from the previous workshop and a demonstration plan was presented to the SCG for comment.

At the conclusion of the fourth workshop, the SCG members indicated that they were generally pleased with the process and the preferred plan resulting from their joint efforts.

In May, at the request of residents from the adjacent Maple community, a fifth workshop was held to provide them with an opportunity to review and comment on the preferred plan developed by the SCG. At this workshop, they identified concerns with respect to proposed residential densities, building heights, and traffic generation. The Plan has been revised in response to these concerns, as outlined later in this report.

On January 13, 2004, the Draft Carrville District Centre Report and OPA for the tertiary plan were presented to a Committee of the Whole (Working) Session of Council for their information and comment. The Plan was generally well received, with one issue raised respecting the potential for the infiltration of traffic into the Block 18 residential lands west of the District Centre Core area. The suggestion to terminate the east/west road north of Rutherford Road at the westerly boundary of the plan, has been incorporated into the current plan. A second connection between the core area and the residential area has also been terminated.

On February 12, 2004, a final meeting of the Stakeholder Consultation Group took place to present the draft Official Plan and Planning Report for the District Centre. The SCG expressed their strong support for the Plan as presented in this report.

Overview of the Tertiary Plan

Land Uses

The draft tertiary plan proposes a mix of residential, commercial, mixed use and community facilities within the District Centre Study Area. The most intense development is proposed for the northwest quadrant, where development is least constrained by neighbouring land uses and topography. The major focus of commercial development is contained in the northwest quadrant and concentrated on the first north/south local road west of Dufferin Street. A major food store and Community Amenity building/transit terminal are expected to be the anchors of this “main street” which will be the focus of commercial activity, and be built in a human-scale, pedestrian-friendly form. Two parks are also located in this quadrant to encourage pedestrian activity in the core. Mixed-use development is focused immediately surrounding the “main street” and abutting the arterial roads.

High density residential uses will be limited to the northeast quadrant of the District Centre planning area, east of Dufferin Street, where the land slopes significantly from west to east. As such, the valley/woodlot and grades will visually screen and separate the high density development from the residential area to the south. The “Medium Density Residential” areas are generally located at the perimeter of the District Centre boundary, providing for a transition area between the higher densities of the commercial core and the adjacent planned or existing residential neighbourhoods.

The southern quadrants of the District Centre are far more limited in size, but will be important in defining the roads’ streetscape character and provide additional mixed use development opportunities which will contribute to the character and vitality of the District Centre.

Residential/Commercial Designations

The draft tertiary plan provides eight land use designations. The four residential designations specify maximum densities, unit type, and height limits. The proposed policies reflect the intended role of each development parcel within the District Centre, as well as other planning considerations, including compatibility with neighbouring land uses, proximity to public transit, and topography. The proposed designations are as follows:

1. ‘Mixed Use 1’ - Permits stacked townhouses and residential apartments with a density range of 50 – 150 uph. The height limit is 6 storeys or 21 metres, whichever is less, and the maximum permitted FSI is 3.0.

Development is intended to be mixed-use, with commercial and residential uses in the same building, the retail uses located at grade. Single use commercial may also be included in this designation, however the preferred built form is mixed use.

The proposed Official Plan Amendment introduces incentives to promote mixed-use development, including reduced parking standards, alternative parkland provision policies, and the opportunity to build additional commercial floor space if mixed-use development is built.

Permitted uses within the commercial component of this designation include: offices, public and institutional uses, places of worship, community facilities, one gas bar (in the location identified on Attachment #2), and a broad variety of retail and service commercial activities, excluding the following:

- (i) individual retail uses in buildings with ground floor area in excess of 5,750 sq.m.;
- (ii) drive-through retail facilities; and /or retail uses that require outdoor storage; and,
- (iii) stand alone residential buildings or places of worship on the identified "main street" of the proposed plan.

2. 'Mixed Use 2' - Permits street, block and stacked townhouses, low rise residential apartments and live-work units with a residential density of 35 – 40 uph. The height limit is four storeys or 14 metres, whichever is less. The maximum FSI permitted within this designation is 2.0. Mixed use development is preferred, with similar incentives to encourage such development, as outlined above, but residential buildings are also permitted.

Permitted uses within the commercial component of this designation include:

- (i) small scale service commercial uses (less than 2,500 sq.m of Gross Leasable Floor Area) and small scale office uses that are components of a mixed use development; and,
- (ii) cultural and social facilities.

3. High Density Residential – Permitted uses include street, block and stacked townhouses and apartment buildings with a density range of 50 - 150 uph. The maximum height is 8 storeys or 28 metres whichever is less. The maximum FSI within this designation is 3.0.

While the proposed maximum density conforms to the Official Plan, the proposed height is 2 storeys greater than stated in OPA 600. This designation is confined to one area of the plan in the northeast quadrant. High land grades, a valley and a designated woodlot abut this area to the west and south, providing a visual buffer from the arterial road and residential development to the south. This pocket of high density residential will help to achieve the concentration of development needed to support the District Centre's transit services, amenities, and retail activity.

4. Medium Density Residential – Permitted uses include street, block and stacked townhouses, with a density range of 35 – 40 uph. The height limit is 4 storeys or 14 metres. The maximum FSI within this designation is 2.0.

The medium density designations primarily occur on the perimeter of the District Centre where they will provide an appropriate transition in scale and form between the Centre and the adjacent low density neighbourhoods.

Density/Height Summary

The proposed maximum densities and heights in the most recent Plan have been reduced since the initial plan in the Spring of 2003. The chart below reflects these changes and compares the tertiary plan with the policies of OPA 600.

RESIDENTIAL DESIGNATIONS

	April 2003 Plan	March 2004 Plan	OPA #600 Policies
Medium Density Residential			
Density Range	35 – 60 uph	35 – 40 uph, 2.0 FSI	50 - 150 uph
Max Building Height	8-storeys	4-storeys	6-storeys
High Density Residential			
Density Range	100 – 185 uph	50 –150 uph, 3.0 FSI	50 – 150 uph
Max Building Height	12-storeys	8-storeys	6-storeys

MIXED USE DESIGNATIONS

	April 2003 Plan	March 2004 Plan	OPA #600 Policies
Mixed – Use 1			
Density Range	100 – 185 uph	50 – 150 uph, 3.0 FSI	50 –150 uph
Max Building Height	8-storeys	6-storeys	6-storeys
Mixed – Use 2			
Density Range	50 – 100 uph	35 – 40 uph, 2.0 FSI	50 – 150 uph
Max Building Height	4-storeys	4-storeys	6-storeys

The chart shows that in the Medium Density Residential areas, the permitted heights and densities are less than that permitted in OPA #600. Also, Floor Space Index (FSI) has been introduced as an additional measure of density to achieve the desired built-form for mixed use, residential, and commercial development within the District Centre, while retaining densities consistent with OPA 600.

Community Amenity Designation

The “Community Amenity” designation is intended to accommodate a public building and a transit hub within the commercial core of the District Centre. This facility has been sited adjacent to the “main street”, with an urban square/park component immediately adjacent to Rutherford Road. This community facility would play an important role in attracting residents of the Carrville Urban Village to the Centre and generating a high level of social activity.

As a public facility, the design quality and landscaping would set the standard for the District Centre. The building would be up to six storeys in height, and would provide a range of public amenities such as a library, cultural, social, and recreational facilities, meeting rooms, transit hub, and day care. It could also include some leased space for uses such as cafes, professional offices, art gallery, and specialty boutiques, a format used by other successful public buildings in the Greater Toronto Area. The involvement of the private sector can assist in financing such projects, and providing a broader range of uses to serve the community.

Parkland

Parkland in the District Centre is composed of four urban squares of varying sizes, one being a larger square providing an attractive feature, fronting on the north side of Rutherford Road, directly in front of the "Community Amenity" building. Three other urban squares, one in the north portion of the northwest quadrant, and two in the

northeast quadrant, are also provided, and will be secured via parkland dedication. The urban squares will be designed for passive recreation to serve both residents and employees located in the District Centre.

Woodlots and valleylands designated by OPA 600 in both the northeast and northwest quadrants will also play an important role in the success of the District Centre as part of the Greenway System. The “Valleyland/Open Space” areas and parks will be linked via a continuous pedestrian trail system to make all public facilities readily accessible to the residents. Schedule ‘A’ identifies two ‘Special Character Streets’, which will be designed with special attention to streetscaping, to facilitate this linked system.

The Plan includes parkland dedication policies consistent with the City’s typical approach, with the exception of the parkland contribution required for mixed use development. To encourage such development, the Plan provides that mixed use development occurring in the initial stage of development will be subject to parkland dedication based on 3% of the site area. In comparison, mixed use which occurs at later stages via redevelopment, would be subject to the usual method of calculation. Other such incentive policies are summarized in the “Achieving the District Centre Vision” section below.

Valleylands/Open Space

These designations protect and enhance the natural ecosystem including watercourses, valleylands, floodplains, and woodlots, and are consistent with OPA 600. Permitted uses within these designations are conservation areas, essential public works, passive recreation features, and buildings which are accessory to the permitted uses.

Transportation

An integral component of the proposed plan is the transportation network. The development of the proposed grid network of interconnected arterial, primary, and local streets, and defined blocks, must be achieved to ensure the success of the District Centre. The Centre is accessible from all parts of the Carrville Community via the major arterials, and the primary roads connecting directly to the District Centre. The road network defines the pattern of development blocks, and thereby establishes the physical framework for future development. The road network also provides a high level of porosity and connectivity between the blocks, which will facilitate all modes of travel and encourage public transit ridership.

The Plan provides a ‘main street’ with a road allowance of 23m, with an 11.5m pavement width comprising one travelled lane in each direction, an on-street parking. This is expected to be the main focus of retailing in the District Centre and will be designed at a human scale to encourage pedestrian activity. A 5.75m boulevard is proposed along both sides to accommodate tree planting, municipal infrastructure and sidewalk.

The Plan strongly encourages pedestrian and transit modes of travel. The “main street” concept, smaller block sizes, pedestrian walkways/connections, streetscaping and transit services, all support pedestrian activity throughout the District Centre. The “5 minute walk” principle (approximately 400 metres) has been employed as the basis of design, where the distances between residential areas, convenience commercial services and recreational facilities are all within a 5 minute walk.

The provision of transit route connection into the northwest quadrant and a transit hub immediately adjacent to the “main street” will be key in encouraging public transit usage. This transit hub is to be integrated into the multi-level Community Amenity facility. It will provide a focus for local transit services within the Carrville Community, and could also potentially be integrated into inter-regional express transit services. The transit hub site

could accommodate up to 5 off-street bus bays, as well as ancillary services such as heated passenger waiting areas, ticketing, washrooms, and retail amenities.

The proposed Carrville District Centre transportation network has been tested based on the assumed scale of development recommended for the District Centre (assuming full build-out by 2021 as a worst case traffic scenario). Consistent with the recommended transportation policies, a transit modal share of 25% has been assumed for the 2021 horizon year, which is considered realistic provided the York Region(YRTP) transit initiatives are implemented. This modal split assumption recognizes that the City and Region have higher transit modal share targets for the longer term. The weekday peak hour transportation analysis also assumed modest growth in background travel for Rutherford Road and Dufferin Street. The road network testing has confirmed that the preferred development scenario can be accommodated by the roads plan for the District Centre shown on Attachment #3 of this report.

Stormwater Management Area

The “Stormwater Management Area” designation reflects the preferred sites for the stormwater management facilities within the Carrville District Centre. The policies for this designation provide that the stormwater management facilities should be integrated with the open space and trail system. The parks will be subject to design requirements which will ensure that they become attractive features of the District Centre.

Achieving the District Centre Vision

The District Centre is expected to evolve to the end state over a number of years. It is critical in the preliminary stages of development to ensure that the road pattern is not compromised, and that key anchor buildings are provided as catalysts to the achievement of the Plan. The Community Amenity facility and grocery store proposed in the northwest quadrant are two such key uses which are expected to draw people, and therefore further commercial development, to the Centre.

While mixed use development will provide a significant contribution to the success of the District Centre vision, this particular type of development can typically occur later in the evolution of the plan. Recognizing the importance of this built-form, the following incentives have been included in the Plan to encourage mixed use development to occur at an early stage:

- Retail commercial space built as an integrated and secondary component of a mixed use residential/retail, office/retail or office/residential/retail building, will not count against the maximum permissible retail floor space which may be provided in each quadrant.
- Private amenity space designed and made available for public use in association with private residential or mixed use development, will be credited against required parkland dedication.
- Mixed use development which proceeds on vacant land will be required to dedicate parkland based on 3% of the site area; mixed use which proceeds via redevelopment will be subject to the usual parkland dedication of 2% of the site area for commercial use, or 5% or 1 hectare per 300 units for residential use, whichever is greater.

Vaughan's OPA # 604

All the uses proposed by the Tertiary Plan are permitted in the "Settlement Areas", subject to the provisions of the ORMCP.

Most of the District Centre (with the exception of portions of the Centre within Block 10 and 17) falls within the "Settlement Area" designation of OPA # 604 - the City's Official Plan establishing conformity with Provincial legislation. The purpose of the "Settlement Area" designation is to focus and contain urban growth on the less sensitive areas of the moraine, and to promote efficient use of land with transit-supportive densities through intensification and redevelopment within existing urban areas.

Provincial legislation provides that where Planning Act applications were not filed prior to November 16, 2001, properties are subject to the Oak Ridges Moraine Conservation Plan. Within the District Centre, the southwest quadrant (Morelli), southeast quadrant (H. Baker), and a small portion of the northeast quadrant (Estate of Raffaele Disera), will be subject to the ORMCP.

Region of York Official Plan

The Official Plan Amendment for the District Centre must conform to the goals, objectives, and policies of the Region of York Official Plan. The Regional OP promotes an urban structure based on a hierarchy of urban centres and corridors that are pedestrian-friendly and transit-supportive. The Regional Official Plan identifies regional centres, and provides for a hierarchy of urban and local centres that can act as a focus for public and private sector investment. Centres should include a broad mix of uses, be compact, pedestrian-oriented, safe, and accessible, and further, urban centres should comprise the highest density and mix of uses within urban areas (with the exception of Regional Centres). The draft tertiary plan conforms with the provisions of the Regional Official Plan.

Ontario Municipal Board Appeal – G. Morelli Appeal

The owner of the 8.5 acre parcel comprising the southwest quadrant of the District Centre filed an application to amend By-law 1-88 on August 11, 2000 to rezone the property from A Agricultural Zone to C5 Community Commercial Zone. The applicant also appealed the Interim Control By-law for the area of the District Centre and OPA #550, and filed an application to amend the Official Plan to redesignate the subject lands from "District Centre" to a commercial designation, including a food store use. In June 2003, Council extended the Interim Control Bylaw to permit additional time to complete the Study.

A Hearing has been scheduled to begin on April 13, 2004. In its decision from a prehearing conference on October 24, 2003, the Board noted:

'The Board strongly encourages the municipality to release to the public in December 2003, the Carrville Village District Centre Study, even if "stakeholder" meetings are delayed to January 2004.'

Staff are continuing to work with the landowner's representatives to resolve the outstanding issues of the appeal. The current District Centre Plan reflects the land uses that have been agreed to by the City and landowner to date, including an extension of the "MU1" designation to the westerly limit of the Morelli property.

Relationship to Vaughan Vision 2007

The proposed Draft Study and Official Plan Amendment are consistent with several of the priorities defined in the "Vaughan Vision 2007" statement. The proposed Plan implements OPA 600 policies for managed growth (4.7), through adherence to population projections, densities, and the transit, environmental and urban design policies outlined in the City's Official Plan.

Conclusion

The Carrville District Centre Plan has been developed through extensive consultation with the residents, landowners, City and Regional departments and agencies. The current Plan includes modifications to address concerns expressed through the public consultation process. In Staff's view, the Plan now fully addresses the requirements of OPA 600 and conforms to the Regional Official Plan.

This report is provided as a summary of The Planning Partnership's Carrville District Centre Report and their recommended Official Plan respecting the tertiary plan. Any additional issues identified at this Public Hearing will be addressed in a comprehensive report to a future Committee of the Whole meeting.

Attachments

1. Location Map
2. Carrville District Centre Plan
3. Carrville District Centre Roads Classifications Schedule
4. Proposed Carrville District Centre OPA #651 (Councillors Only)

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Respectfully submitted,

JOHN ZIPAY
Commissioner of Planning

WAYNE McEACHERN
Manager of Policy

/LG



CARRVILLE VILLAGE DISTRICT CENTRE STUDY AREA

OAK RIDGES MORaine BOUNDARY

DUFFERIN STREET

BLITHELE ROAD

Location Map

Part of Lot 15 & 16,
Concession 2 & 3

APPLICANT:
CITY OF VAUGHAN

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City of
Vaughan

Community Planning Department

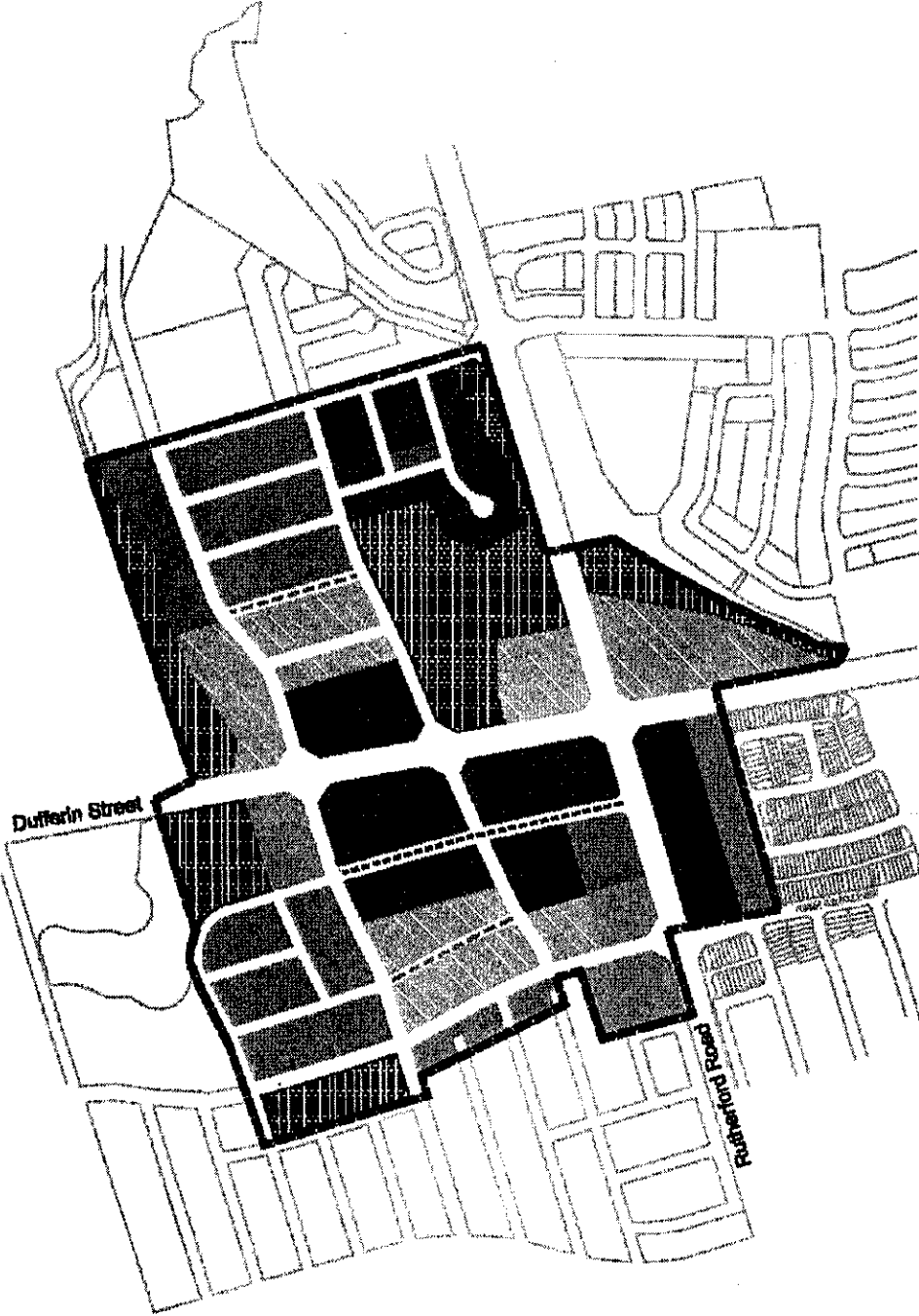
Attachment














FILE No.:
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Not to Scale

February 24, 2004





-  Mixed Use 1
-  Mixed Use 2
-  High Density Residential
-  Medium Density Residential
-  Stormwater Management
-  Community Amenity
-  Parks
-  Valleylands/Woodlots
-  Study Area
-  Main Street
-  Special Character Street
-  Transit Hub
-  Potential Gas Bar Location

Secondary Plan for Carrville District Centre

Part of Lot 15 & 16,
Concession 2 & 3
APPLICANT:
CITY OF VAUGHAN



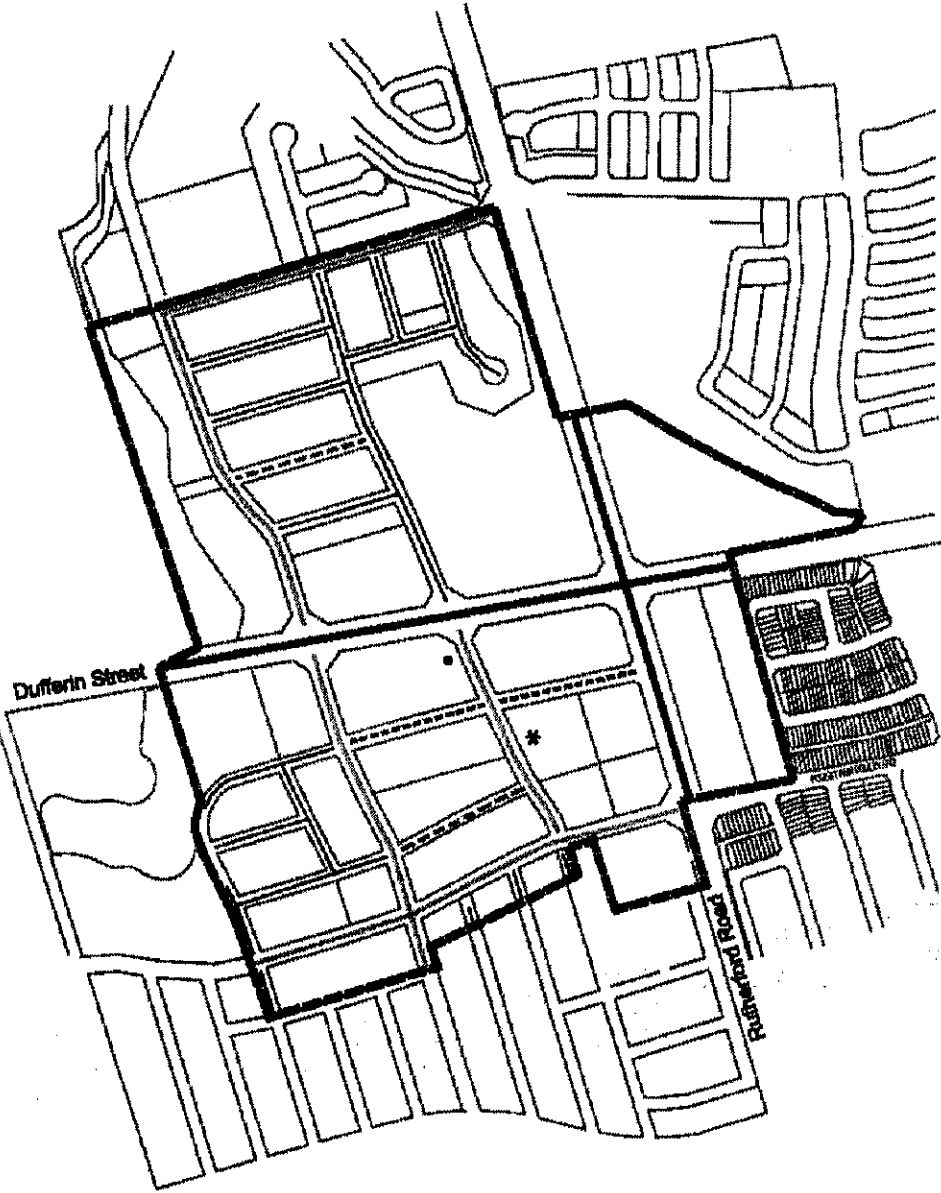
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



Attachment 2

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February 23, 2004

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	Arterial Roads		Main Street
	Primary Roads		Study Area
	Local Roads		Transit Hub
	Special Character Street		Potential Gas Bar Location

Road Classifications

Part of Lot 15 & 16,
Concession 2 & 3
APPLICANT:
CITY OF VAUGHAN



Community Planning Department

Attachment 3
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February 23, 2004

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