

**COMMITTEE OF THE WHOLE SEPTEMBER 7, 2004**

**OFFICIAL PLAN AMENDMENT FILE OP.03.020  
ZONING BY-LAW AMENDMENT FILE Z.03.017  
PARKTRAIL ESTATES INC.  
REPORT #P.2003.62**

**Recommendation**

The Commissioner of Planning recommends:

1. THAT Official Plan Amendment Application OP.03.020 (Parktrail Estates Inc.), as amended by Staff, BE APPROVED, as follows:
  - a) That the Official Plan Amendment include the following provisions:
    - i) permit a Motor Vehicle Sales Establishment use with no outside storage, but with limited outdoor display of new vehicles on display pads;
    - ii) require a minimum height of two-storeys (7.5m) for buildings adjacent to Highway 400 and Bass Pro Mills Drive; and,
    - iii) incorporate policies requiring the submission of a master landscape plan with emphasis on periphery landscaping, and urban design guidelines which encourage high quality architectural design, prior to the approval of the first site plan in the development area.
2. THAT Zoning By-law Amendment Application Z.03.017 (Parktrail Estates Inc.) BE APPROVED, subject to the following conditions:
  - a) That the implementing zoning by-law:
    - i) permit a Motor Vehicle Sales Establishment use with no outside storage;
    - ii) allow limited outdoor display of new vehicles on display pads;
    - iii) include a minimum 14m structural setback from Highway #400;
    - iv) require a minimum height of 7.5m (two-storeys) for buildings adjacent to Highway 400 and Bass Pro Mills Drive;
    - v) contain a holding provision which will only be removed upon Council approval of a site plan application.

**Purpose**

On March 3, 2003, the Owner submitted an application to amend the Zoning By-law to permit a Motor Vehicle Sales Establishment use, with accessory outside storage and display of vehicles, in the EM1 Prestige Employment Area Zone, on an 11.5 ha parcel. An Official Plan Amendment Application was also required to permit the use in the "Prestige Area" designation, and was submitted on July 25, 2003.

**Background - Analysis and Options**

The subject lands are located on the southeast corner of Highway #400 and future Bass Pro Mills Drive, being Blocks 1, 2 and 3, Plan 65M-3692, in Lot 13, Concession 5, City of Vaughan. The

11.5 ha site has 450m frontage on Four Valley Drive, 210m on Edgeley Boulevard, 468m on Highway #400, and 340m on Bass Pro Mills Drive. The surrounding land uses are:

- North - Vaughan Mills Mall (SCD Shopping Centre District Zone and C1 Restricted Commercial Zone)
- South - employment (EM1 Prestige Employment Area Zone)
- East - employment (EM1 Prestige Employment Area Zone)
- West - Highway #400; employment area

The subject lands are designated "Prestige Area" by OPA #450, as amended by OPA #517, and zoned EM1 Prestige Employment Area Zone by By-law 1-88, subject to Exception 9(1057).

On August 8, 2003, a notice of public hearing was circulated to all property owners within 120m of the subject lands. To date, no responses have been received. The recommendation of the Committee of the Whole on September 2, 2003, to receive the Public Hearing and forward a technical report to a future Committee of the Whole meeting, was ratified by Council on September 8, 2003.

In a report to the Committee of the Whole on June 16, 2003 regarding a Zoning Amendment Application to permit an auto sales campus located on the west side of Jane Street, north of Rutherford Road (File Z.02.080 - Jane Rutherford), the Planning Department indicated that a more suitable location for such use was in the employment area to the south. The lands which are the subject of the current application are located within this referenced employment area.

#### Official Plan

The subject lands are designated "Prestige Area" by OPA #450, as amended by OPA #517, which permits additional commercial uses, including a place of entertainment, eating establishments, bingo halls, bowling alleys, ice or roller skating rinks and billiard halls. A Motor Vehicle Sales Establishment use is permitted in a General Commercial designation. The "Prestige Area" designation permits prestige employment uses, but not general commercial uses. Outside storage is not permitted in the "Prestige Area" designation and OPA 517 does not permit outside storage on lots adjacent to Bass Pro Mills Drive and Highway 400. Therefore, an application to amend the Official Plan is required.

The site is also designated "Urban Area" by the Region of York Official Plan. The Region has no objections to the proposed official Plan amendment, and has advised that the amendment is of local significance, and therefore exempt from Regional approval.

#### Zoning

The subject lands are zoned EM1 Prestige Employment Area Zone, subject to Exception 9(1057), which does not permit the proposed use. Therefore, an amendment to the Zoning By-law is required. No outside storage is permitted in an EM1 Zone.

#### Planning Analysis

The subject lands are located within a registered plan with a total area of 11.5 ha. A Motor Vehicle Sales Establishment use and limited display of new vehicles, as an additional use in the existing Employment designation and zone, is supportable for the following reasons:

- A Motor Vehicle Sales Establishment use is a commercial use. The subject lands already have additional commercial uses permitted by OPA 517 and by Zoning By-law 1-88, including a place of entertainment, eating establishments, bingo halls, bowling alleys, ice or roller rinks and billiard halls.

- The subject lands are in an appropriate location for the proposed use in the context of the recent changes made to the surrounding land use.

The site is located at the interface of commercial land use to the north and east, and employment use to the south, as shown on Attachment #2 to this report. To the north of the site is a parcel consisting of 81 ha that was re-designated in July 1999 from employment lands under OPA 450 to "Vaughan Centre Shopping Centre District" and "General Commercial" by OPA 505. On these lands, the Vaughan Mills Mall is currently under construction. Immediately to the north of the subject lands is Bass Pro Mills Drive, which is a planned east/west road with partial interchange with the Highway 400 and connection to Jane Street to the east. This road, together with the partial interchange, is a key component to facilitate the traffic that will be generated by the Vaughan Mills Mall.

To the east of the subject lands, on lots abutting the south side Bass Pro Mills Drive, are designated employment lands by OPA 450. Approved in November 1999, OPA 517 (Parktrail Estates) permitted additional commercial uses on these lots and on the subject lands, including a place of entertainment, eating establishments, bingo halls, bowling alleys, ice or roller rinks and billiard halls. OPA 512 (Frank Mammone) allows commercial uses on the northwest corner of future Bass Pro Mills Drive and Jane Street.

The adjacent land use to the north, with the development of the mall and its outlying commercial parcels, is of Regional significance and will generate approximately 1.7 million sq ft. of commercial floor space. This, and additional commercial uses being permitted on the subject lands and the adjacent employment lands to the east, represents a significant change to the land use for the area.

- The proposed Motor Vehicle Sales Establishment use is compatible with the surrounding land use.

The adjacent 81 ha parcel of land to the north (Vaughan Mills) is designated commercial. The adjacent employment lands to the east on the south side of future Bass Pro Mills Drive are allowed additional commercial uses. Lands to the south are designated and zoned for employment use. The site is not adjacent to a more sensitive use, (eg. residential) which would be detrimental to the area and cause conflicts. The proposed Motor Vehicle Sales Establishment use is considered compatible with the adjacent commercial land uses and with the employment lands and road network, provided that no outside storage is permitted and the outside display of vehicles is limited.

- Limited outdoor display of motor vehicles will not detract from the general character of the area when appropriate urban design guidelines are implemented.

The subject lands are relatively large and development will likely occur in phases and in a campus-style setting. The site has high visibility given its location adjacent to Highway 400, Bass Pro Mills Drive, Edgeley Boulevard and Four Valley Drive. Outdoor storage of motor vehicles would detract from the general character of the area and should not be permitted. However, limited display of new motor vehicles should be permitted through strategically placed display pads, which can be determined through the urban design guidelines, a master landscape plan and site plan approval/agreement process.

- Appropriate implementation will ensure compatibility. If executed properly, the proposal will be a desirable complement to, and transition between, the commercial land use to the north and east and the employment lands to the south.

The Official Plan Amendment is site specific and will permit the proposal as an additional use in the Employment Area, and does not re-designate the lands to General Commercial.

Therefore, the site will maintain its "Prestige Area" designation and provide opportunity for employment uses in addition to the dealership use.

The Amendment could also contain policies requiring the submission of a master landscape plan and urban design guidelines, to establish the orientation and co-ordination of buildings, structures and parking areas, together with access points, traffic circulation, pedestrian circulation, and overall landscaping and buffering at the site plan stage. More specifically, the urban design guidelines should require, but not limited to, the following:

- buildings abutting Highway 400 and Bass Pro Mills Drive should be a minimum height of 2 storeys (7.5m) with high quality architectural treatment.
- limited display of vehicles by identifying strategic locations for display pads within the site and encourage display from within the building as determined at site plan stage.
- significant landscaping along the perimeter of the site and within the interior of the site.
- limit parking between buildings and Highway 400 and Bass Pro Mills Drive to two rows.

The implementing by-law would permit a Motor Vehicle Sales Establishment use with no outside storage. It would allow for limited outdoor display of new vehicles on display pads (location and number to be determined through the urban design guideline/master landscape plan) and no outside storage would be permitted. This will ensure that the integrity of the Official Plan is maintained and that the development will not detract from the character of the area. It would require a minimum 14m structural setback from Highway #400 as requested from the Ministry of Transportation. A minimum height for buildings abutting the Highway 400 and Bass Pro Mills Drive should be 7.5 m (two storeys) given that this section of the property is highly visible. The implementing by-law should contain a holding provision, which will only be removed upon Council approval of a site plan application.

These implementation measures will ensure that the buildings and overall development will be a showcase example for dealerships to follow.

#### Ministry of Transportation

The Ministry of Transportation has no objection to the proposal, and requires all access to the property to be restricted to Four Valley Drive. All buildings and structures must be setback a minimum distance of 14m from Highway #400. The Ministry will require permits for all buildings located within 46m from the highway property line, and 400m from the centre point of the intersection of Highway #400 and any crossing roadway.

#### Comparative Financial Analysis

The Owner submitted a comparative analysis of the financial implications of allowing the proposed motor vehicle sales establishment use versus the industrial/commercial uses currently permitted. The comparative analysis forms Attachment #3 to this report. The study concludes that three dealerships will create marginally more taxes than an industrial commercial use on the site.

Vaughan's Development and Technology Department does not support the proposal, preferring the area to remain zoned for prestige industrial and office space. The reasons given for not supporting the proposal are as follows:

- it would diminish the value of the location for the established and subsequent businesses;
- the use is a short term development that would eliminate significant attraction of higher quality businesses that necessitate longer-term development phases;

- industrial uses would create more jobs than auto dealerships (230 jobs), plus generate more additional jobs for each job created (824 to 1144 additional jobs in the industrial sector versus 283 additional jobs for the auto dealership use);
- industrial use would continue to drive the small and medium sized business sector;
- the area is expected to become an important attraction node for employment, tourism, retail and entertainment as a result of the lure of both Paramount Canada's Wonderland and the Vaughan Mills Mall, and is expected to become a significant transit serviced area. Higher employment density would be beneficial within the area as opposed to the reduced employment generating auto dealership use;
- the area should showcase Vaughan's industrial sector; and
- Vaughan residents are currently well serviced by more than 60 auto dealerships throughout the City as well as the forthcoming auto park within 1 km to the north of the area. Maintaining the current zoning would allow for desirable and more appropriate development opportunities.

### **Relationship To Vaughan Vision**

This report is consistent with Vaughan Vision 2007, which encourages managed growth through the implementation of OPA #450.

### **Conclusion**

Staff have reviewed the proposed official plan and zoning amendments, and cannot support the applications as submitted. However, a modified proposal can be supported, as the proposed commercial land use (Motor Vehicle Sale Establishment) is considered appropriate for the site, particularly in light of the commercial uses that are already permitted on the subject lands and the adjacent lands to the east, and being adjacent to commercial designated lands (Vaughan Mills) to the north. The Official Plan Amendment would be site specific and permit the use in the "Prestige Area" designation of OPA #450, together with policies requiring the submission of a master landscape plan and urban design guidelines, prior to the approval of the first site plan application. These policies will establish the framework for development to ensure that the accessory outside storage and display of vehicles will not have an adverse impact on surrounding land uses, particularly along Highway 400 and Bass Pro Mills Drive. High quality landscaping, building design and architectural treatment, minimum building height requirements and no outside storage, will maintain the integrity of the present nature of the Official Plan designation.

The implementing by-law would permit a Motor Vehicle Sales Establishment use as an additional use in the EM1 Prestige Employment Area Zone, together with a minimum 14m building setback from Highway 400, a minimum 7.5 m height requirement for buildings adjacent to Highway 400 and Bass Pro Mills Drive, allow for limited outdoor display of new vehicles and no outdoor storage. The by-law will contain a holding provision, which will not be removed until Council approval of a site plan. Should part of the subject lands not be developed as a dealership, the opportunity remains for employment use development.

On the basis of land use and compatibility, and with appropriate implementation, Planning Staff can recommend approval of the applications, as amended, to amend the Official Plan and Zoning By-law, subject to conditions. Should the Committee concur, the recommendation in this report can be adopted.

**Attachments**

1. Location Map
2. Land Use Context Map
3. Comparative Financial Analysis

**Report prepared by:**

Duncan MacAskill, Planner, ext. 8017  
Grant A. Uyeyama, Senior Planner, ext. 8635

Respectfully submitted,

JOHN ZIPAY  
Commissioner of Planning

MARCO RAMUNNO  
Director of Development Planning

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# Attachment 1

FILE No.:  
OP.03.020 &  
Z.03.017  
June 24, 2004

## City of Vaughan

Community Planning Department

## Location Map

Lot 13,  
Concession 5  
APPLICANT:  
PARKTRAIL ESTATES INC.





# Attachment 3

## Comparison of Industrial vs. Auto Dealership Employment Uses Parktrail Lands, City of Vaughan

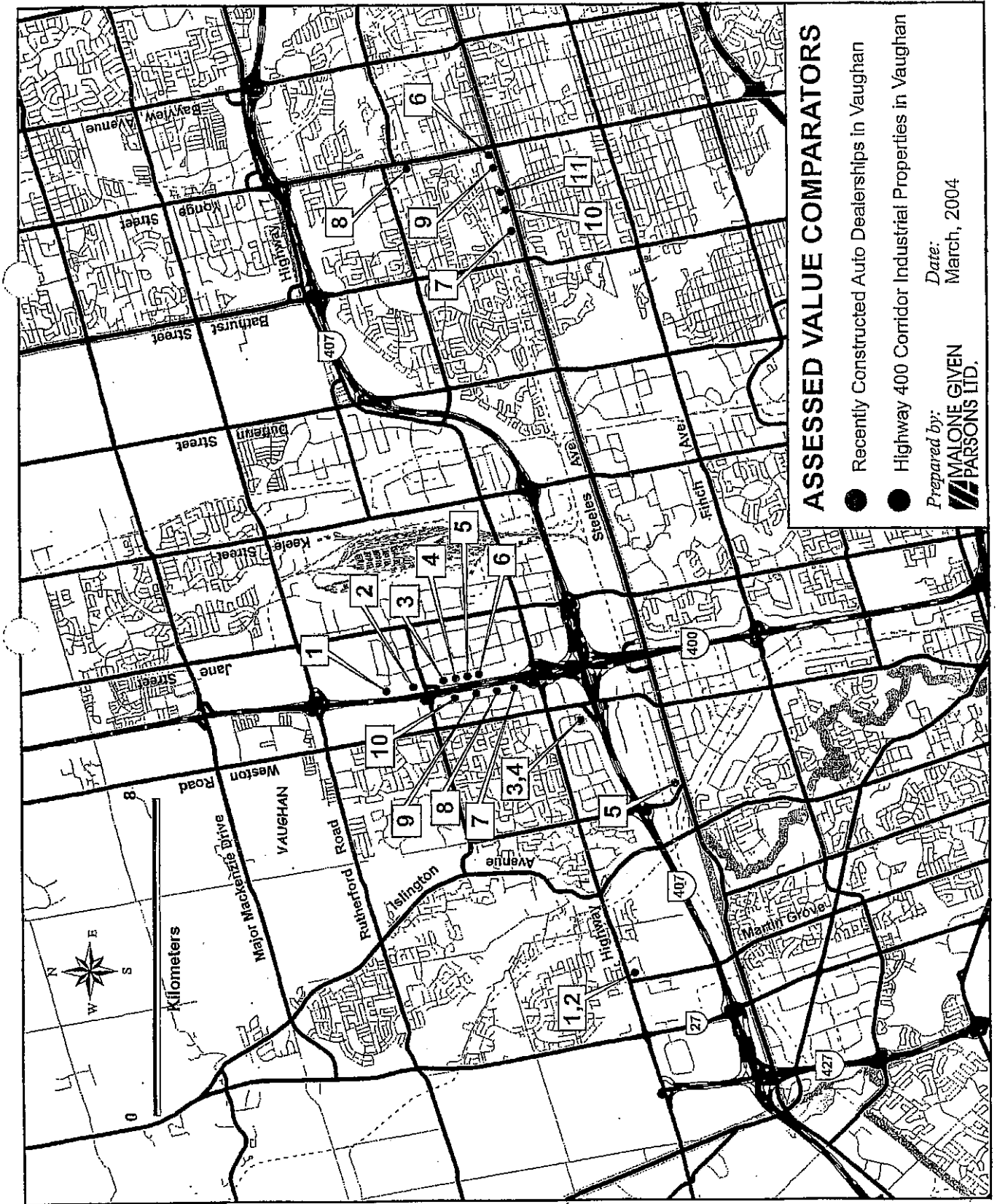
Value	Industrial	Auto Dealership	Difference
Site Area (acres)	18.1	18.1	
Built Space (Sq.Ft.)	315,400	1,050,000	(210,400)
Construction Value	\$15,770,000	\$18,000,000	\$2,230,000
Employment	410	180	(230)
Building Permit Fees @	\$192,400	\$90,500	(\$102,100)
Assessment Value @	\$28,324,700	\$31,596,700	\$3,372,000
City of Vaughan Taxes Generated @	\$80,600	\$86,300	\$5,700
York Region Taxes Generated @	\$171,100	\$166,500	\$12,200
School Board Taxes Generated @	\$517,500	\$57,500	\$40,000
<b>Totals</b>			<b>\$57,900</b>
			<b>PV of Differences, as Annuity \$114,000</b>
			<b>\$244,000</b>
			<b>\$800,000</b>
			<b>\$1,158,000</b>

Notes:

- (1) Assumes a 50/50 split between speculative and custom built space.
- (2) The industrial tax rate is weighted by the proportion of commercial vs industrial assessment in the assessed value sample, as follows:

	CT	IT	Weighted
Assessment Balance	75.21%	24.79%	100.00%
City of Vaughan Tax Rate	0.272135%	0.321613%	0.284401%
York Region Tax Rate	0.578181%	0.683305%	0.604241%
School Boards Tax Rate	1.758765%	2.033891%	1.826969%

# Attachment 3 (Con't.)



# Attachment 3 (Con't.)

3/3/2004

Malone Given Parsons Ltd.

## Assessed Value Comparators - Highway 400 Corridor Industrial Properties in Vaughan

Map Code	Address	Property Code	Tax Code	Assessment Commercial	Tax Code	Assessment Industrial	Assessment Acreage	Assessed \$/Acre	Frontage
1	71 Four Valley Dr.	Office Building	CT	\$2,793,000	IT	\$9,040,000	6.73	\$2,413,819	333.18
2	336 Courtland Ave.	Warehousing	DT	\$4,412,000				\$1,505,843	93.35
3	300 Applewood Cres.	Warehousing	CT	\$13,658,000				\$1,273,660	211.61
4	360 Applewood Cres.	Warehousing	CT	\$16,634,000				\$1,474,333	329.79
5	388 Applewood Cres.	Standard Industrial Properties	CT	\$10,139,000				\$2,094,835	330.12
6	550 Applewood Cres.	Warehousing	CT	\$3,485,000				\$847,932	255.66
7	201 Chrislea Rd.	Standard Industrial Properties	CT	\$3,358,740	IT	\$2,590,260	4.2	\$1,416,429	331.86
8	301 Chrislea Rd.	Standard Industrial Properties	CT	\$5,074,000				\$1,523,724	258.89
9	471 Chrislea Rd.	Warehousing	CT	\$6,929,000				\$1,677,724	325.49
10	511 Chrislea Rd.	Standard Industrial Properties	CT		IT	\$12,654,000	8.25	\$1,533,818	653.21
<b>SubTotals</b>				\$73,662,740		\$24,284,260			
Balance - CT/DT vs. IT				75.21%		24.79%			
Total/Average Assessment						\$97,947,000	62.59	\$1,564,900	\$/acre
						100.00%			

**Tax Code Designations:**

- CT - Commercial Occupied (Commercial)
- DT - Commercial Occupied (Office Space)
- IT - Industrial Occupied

Source: City of Vaughan Assessment Rolls

Assessment Comparators

# Attachment 3 (Con't.)

Assessed Value Comparators - Recently Constructed Auto Dealerships in Vaughan

Map Code	Dealership	Address	Assessment	Acreage	Assessment/Acre	Frontage	Depth	Years at Location
1	Alta Infiniti	5585 HWY 7	\$1,135,000	0.85	\$1,335,294	99	400	2.5 years
2	Number 7 Sales Limited (Honda)	5585 HWY 7						20 years
3	Colombo Chrysler Dodge Ltd	1 Auto Park Circle	\$3,201,000	3.60	\$889,167	284.74	--	5 years
4	Maranello BMW	55 Auto Park Circle	\$3,262,000	2.40	\$1,359,167	151.91	--	2 years
5	Mini Woodbridge	4342 Steeles ave.	\$1,463,000	0.93	\$1,573,118	132.69	306.88	2 years
6	Acura of North Toronto	7064 Yonge	\$3,545,000	1.27	\$2,791,339	189.27	--	2 years
7	BMW Autohaus	480 Steeles	\$10,129,000	4.96	\$2,042,137	325.43	667.78	1.5 years
8	Hyundai of Thornhill	7582 Yonge	\$1,202,000	0.54	\$2,225,926	100.90	--	5 years
9	Sisley For Honda	88 Steeles	\$6,031,000	3.12	\$1,933,013	218.56	--	2 years
10	Volkswagen Villa	222 Steeles	\$4,665,000	2.48	\$1,881,048	180.51	--	5 years
11	Volvo Villa	212 Steeles	\$4,349,000	2.11	\$2,061,137	151.77	609.29	1 year
	<b>Totals</b>		<b>\$38,982,000</b>	<b>22.26</b>	<b>\$1,751,200</b>	<b>\$/acre</b>		

Source: City of Vaughan Assessment Rolls