

COMMITTEE OF THE WHOLE FEBRUARY 5, 2007

**ZONING BY-LAW AMENDMENT FILE Z.06.017
SITE DEVELOPMENT FILE DA.06.019
ISLINGTON VILLAGE CENTRE INC.
REPORT #P.2006.21**

Recommendation

The Commissioner of Planning recommends:

1. THAT Zoning By-Law Amendment File Z.06.017 and Site Development File DA.06.019 (Islington Village Centre Inc.) to amend the C4 Neighbourhood Commercial Zone of Zoning By-law 1-88, specifically Exception 9(988), to permit the additional use and development of a drive-through facility to be associated with a permitted bank use in an existing multi-unit commercial building, as shown on Attachments #2 and #3, BE REFUSED.

Economic Impact

There are no requirements for new funding associated with this report.

Purpose

The Owner has submitted the following applications:

1. A Zoning By-law Amendment Application (File Z.06.017) to amend the C4 Neighbourhood Commercial Zone of By-law 1-88, specifically Exception 9(988), to permit a drive-through facility to be accessory to a permitted bank use in an existing multi-unit commercial building, whereas the by-law requires a drive-through associated with a bank to be restricted to free-standing buildings "C", "D1" and "D2" as shown on Attachment #2, together with the following site-specific zoning exceptions:
 - i) require a minimum landscape strip width abutting a street (Napa Valley Avenue) of 1.8 m, whereas 6 m is currently required;
 - ii) permit an ATM machine within a landscaped strip adjacent to Napa Valley Avenue, whereas the landscaped strip is to be used for landscaping purposes only; and
 - iii) require a minimum stacking lane queue of 4 cars, whereas the by-law does not provide any stacking lane requirements associated with a bank use.
2. A Site Development Application (File DA.06.019) to permit the construction of a 4 car drive-through facility on the subject lands, as shown on Attachments #2 and #3, which would be accessory to a permitted bank use in the existing multi-unit commercial building, and to facilitate revisions to the adjacent landscape strip abutting Napa Valley Avenue.

Background - Analysis and Options

The subject lands shown on Attachment #1 are located at the southwest corner of Islington Avenue and Napa Valley Avenue, being Blocks 250 and 251, Plan 65M-3318 (9600 Islington Avenue), City of Vaughan. The 3.94 ha parcel is currently functioning as a Neighbourhood Commercial Centre and is developed with existing free-standing and multi-unit buildings, as shown on Attachment #2. The site is anchored by a supermarket and is served with existing access driveways on Islington Avenue and Napa Valley Avenue.

In early 2006, the Owner proposed a drive-through facility with ATM machines that were attached to the north elevation of the existing multi-unit building, with vehicular movement in a westerly direction from the main Napa Valley Avenue entrance. A number of operational and safety concerns with this design were identified by the City and it was recommended that the drive-through facility be reviewed to address these concerns. On August 22, 2006, the Owner revised the design of the drive-through facility by providing a freestanding ATM machine on the north side of the stacking lane, abutting Napa Valley Avenue, with vehicular movement in an easterly direction by utilizing the service access as shown on Attachments #2, #3 and #4, which is the subject of this report.

The subject lands are designated "Neighbourhood Commercial Centre" by OPA #600 and zoned C4 Neighbourhood Commercial Zone by By-law 1-88, subject to Exception 9(988). The surrounding land uses are:

- North - Napa Valley Avenue; existing detached residential dwellings (RV4 Residential Urban Village Zone Four), and existing detached dwelling with Official Plan, Zoning and Site Plan approval for a future residential/commercial mixed-use building (RM2 Multiple Residential Zone)
- South - existing residential dwelling with Official Plan/Zoning approval for a future residential/commercial mixed-use building (A Agricultural Zone)
- East - Islington Avenue; existing detached residential dwelling, Toronto and Region Conservation Authority Field Centre, City of Vaughan Fire and EMS building under construction (A Agricultural Zone)
- West - existing residential subdivision (RV4 Residential Zone)

Public Hearing

On March 10, 2006, a Notice of Public Hearing based on the original drive-through design proposal (as noted above) was circulated to all property owners within 120m of the subject lands, and to the Sonoma Heights and Carrying Place Ratepayers Associations.

Several individuals in the immediate community attended the Public Hearing that was held on April 3, 2006, and expressed concerns that the drive-through facility as originally proposed would aggravate an already poor traffic and vehicle movement situation in the vicinity of the Napa Valley Avenue plaza entrance.

The recommendation of the Committee of the Whole to receive the Public Hearing report of April 3, 2006, and to forward a comprehensive technical report to a future Committee of the Whole meeting, and that the applicant meet with the residents to address any outstanding issues, prior to this matter being brought forward to a Committee of the Whole meeting, was ratified by Council on April 10, 2006.

Community Meeting

The applicant's Planning consultant, on July 13, 2006, held a community meeting on behalf of the Owner to discuss the original application.

The City was not represented at the meeting, however, the Owner's agent advised the Development Planning Department in writing that the residents in attendance were not opposed to the drive-through use specifically, but wanted to ensure that the proposed facility would not further aggravate the current traffic situation on Napa Valley Avenue in the vicinity of the plaza entrance.

Official Plan

The subject lands are designated "Neighbourhood Commercial Centre" by OPA #600, which permits the proposed drive-through facility that would be accessory to a permitted bank use. An amendment to the Official Plan is not required to facilitate the subject proposal.

Zoning

The subject lands are zoned C4 Neighbourhood Commercial Zone by By-law 1-88, subject to Exception 9(988), which permits a drive-through facility only when it is accessory to an eating establishment or a financial institution in free-standing buildings "C", "D1" and "D2" as shown on Attachment #2. The Owner has submitted a Zoning By-law Amendment Application to amend the site-specific Exception 9(988) to permit a drive-through facility to be accessory to a permitted bank located within a multi-unit building, together with site-specific development standards to facilitate the proposed amendments to the site plan, as shown on Attachment #2, which will require an amendment to the zoning by-law. To date, the following zoning exceptions have been identified:

- require a minimum landscape strip width abutting Napa Valley Avenue of 1.8 m, whereas 6 m is currently required;
- require a minimum stacking lane queue to accommodate 4 cars, whereas the by-law does not provide any stacking lane requirements associated with a bank use; and,
- permit an ATM machine within a landscaped strip adjacent to Napa Valley Avenue, whereas only landscaping is permitted within the strip.

By-law 1-88 does not include specific standards for a drive-through facility associated with a bank, which would require the application of site-specific standards. Provided below is a comparison between the drive-through requirements for an eating establishment use in By-law 1-88, and the proposed drive-through facility for the bank as shown on Attachment #2:

<u>By-law 1-88 Standards (for an Eating Establishment)</u>	<u>Proposed Standards (for a Bank)</u>
a) The stacking lane shall be separated from the parking area by a curbed island or other such barrier;	a) The stacking lane is separated from the parking area by a curbed island;
b) The stacking lane leading to the pick-up shall accommodate a minimum of eight cars, and shall have a minimum width of 3.5 m;	b) The stacking lane accommodates 4 cars with a minimum stacking lane width of 3.5 m;
c) The stacking lane shall be clearly identified;	c) The stacking lane will require the posting of appropriate signage to direct traffic in and around the lane and the Napa Ave. entrance as shown on Attachment #4;
d) The access points to the stacking lane shall be properly located so as to minimize the impact of the stacking lane on the internal traffic circulation; and	d) The access point to the stacking lane is from the westerly delivery and service driveway on Napa Valley Avenue, thereby impacting with the movement of delivery and receiving vehicles and the movement of vehicles at the plaza's main driveway access on the same street; and
e) A drive-through facility is permitted only with a convenience eating establishment.	e) The drive-through facility is proposed to be accessory to a bank use.

Site and Drive-Through Design

The overall site is generally rectangular in shape and is developed with two free-standing eating establishment buildings (with existing drive-through facilities), a large multi-unit retail building and a supermarket. The site is served by four access points, two each along Islington Avenue and Napa Valley Avenue, as shown on Attachment #2.

The proposed drive-through lane is located directly adjacent to the north elevation of Building "B" with a free-standing ATM Machine on the north side of the lane abutting Napa Valley Avenue, as shown on Attachments #2 and #3. This design utilizes the westerly service driveway on Napa Valley Avenue to access the drive-through.

Technical and Planning Considerations

The Owner has submitted a letter prepared by the tenant (Scotia Bank) dated April 20, 2006, stating that the proposed drive-through facility will not generate the same car stacking requirements as an eating establishment and that the proposed 4-car stacking lane satisfies their requirements. The Owner further submitted an assessment of the drive-through prepared by Dillon Consulting dated May 23, 2006. The City's Engineering Department, and the Development Planning Department, have reviewed these documents and do not concur with the findings of these documents, and are of the opinion that the overflow/queuing of vehicles for the drive-through will cause safety and operational problems to oncoming motorists as the entry/exit points for the drive-through facility are located on a busy portion of Napa Valley Avenue and the driveway intersection. Based on the above, the Engineering Department does not support the proposed drive-through facility, which is supported by the Development Planning Department.

The proposed drive-through lane is located directly adjacent to the north elevation of Building "B" with a free standing ATM machine on the north side of the stacking lane parallel to Napa Valley Avenue, as shown on Attachment #3. This design utilizes the westerly service driveway on Napa Valley Avenue to access the drive-through that is designed for use by delivery and service vehicles, and which will be impeded if there are more than 4 cars in the stacking lane, and possibly fewer cars, depending on the spacing between the vehicles waiting to use the ATM machine. Pedestrians using the sidewalk along the south side of Napa Valley Drive may also be impeded by parked vehicles waiting to use the drive-through facility. The drive-through entrance is also closely situated next to the more intensely used plaza entrance on Napa Valley Drive.

Currently, the major pedestrian access into the commercial plaza for residents located north and northwest of the subject lands is facilitated by a sidewalk on the south side of Napa Valley Avenue, which provides a direct connection to the pedestrian walkway located in front of Buildings "A" and "B" and the supermarket. The proposed drive-through will interrupt this connection and require pedestrians accessing the site from Napa Valley Avenue to cross the drive-through lane to access the plaza. The proposed drive-through design will impact on the pedestrian convenience and safety when entering and exiting the plaza.

The proposed drive-through design will reduce the landscaped boulevard to 1.89 m in width, substantially below the minimum By-law requirement of 6.0 m, thereby making it insufficient to provide the appropriate landscape screening treatment required to buffer the facility from the residential dwelling on the north side of Napa Valley Avenue, which directly faces the drive-through. The combination of the reduced landscaped strip, the additional signage necessary to properly direct vehicular traffic through the drive-through as shown on Attachment #3, the presence of an ATM Machine within the landscape strip, and any required lighting for the drive-through facility, will result in a less desirable interface between the existing residential and commercial uses.

In light of the operational and safety concerns identified by the Engineering Department, the impact on pedestrian connectivity to the site and the less desirable interface between the existing

residential and commercial uses created by the proposed drive-through facility, the Development Planning Department cannot support the Zoning By-law Amendment and Site Development applications.

Relationship to Vaughan Vision 2007

This report is consistent with the priorities set forth in Vaughan Vision 2007, particularly 'A-5', "Plan and Manage Growth".

Conclusion

The Engineering Department and the Development Planning Department have reviewed the proposed drive-through design and location, and the supporting material submitted by the applicant, and have found the proposal to be unacceptable in light of operational and safety concerns. In addition, the impact on the existing landscape strip and pedestrian access use are not acceptable and will negatively impact the site and the nearby residents. The zoning exceptions required to implement the proposed drive-through are not appropriate as they do not ensure a safe environment in the vicinity of the ATM/stacking lane and plaza entrance on Napa Valley Avenue for motorists or pedestrians. Furthermore, a reduced landscape strip fails to provide an attractive streetscape and appropriate buffer strip to screen the stacking lane and ATM Machine. On this basis, the Development Planning Department cannot support the applications.

Attachments

1. Location Map
2. Site Plan
3. Drive-Through Detail
4. Signage Detail

Report prepared by:

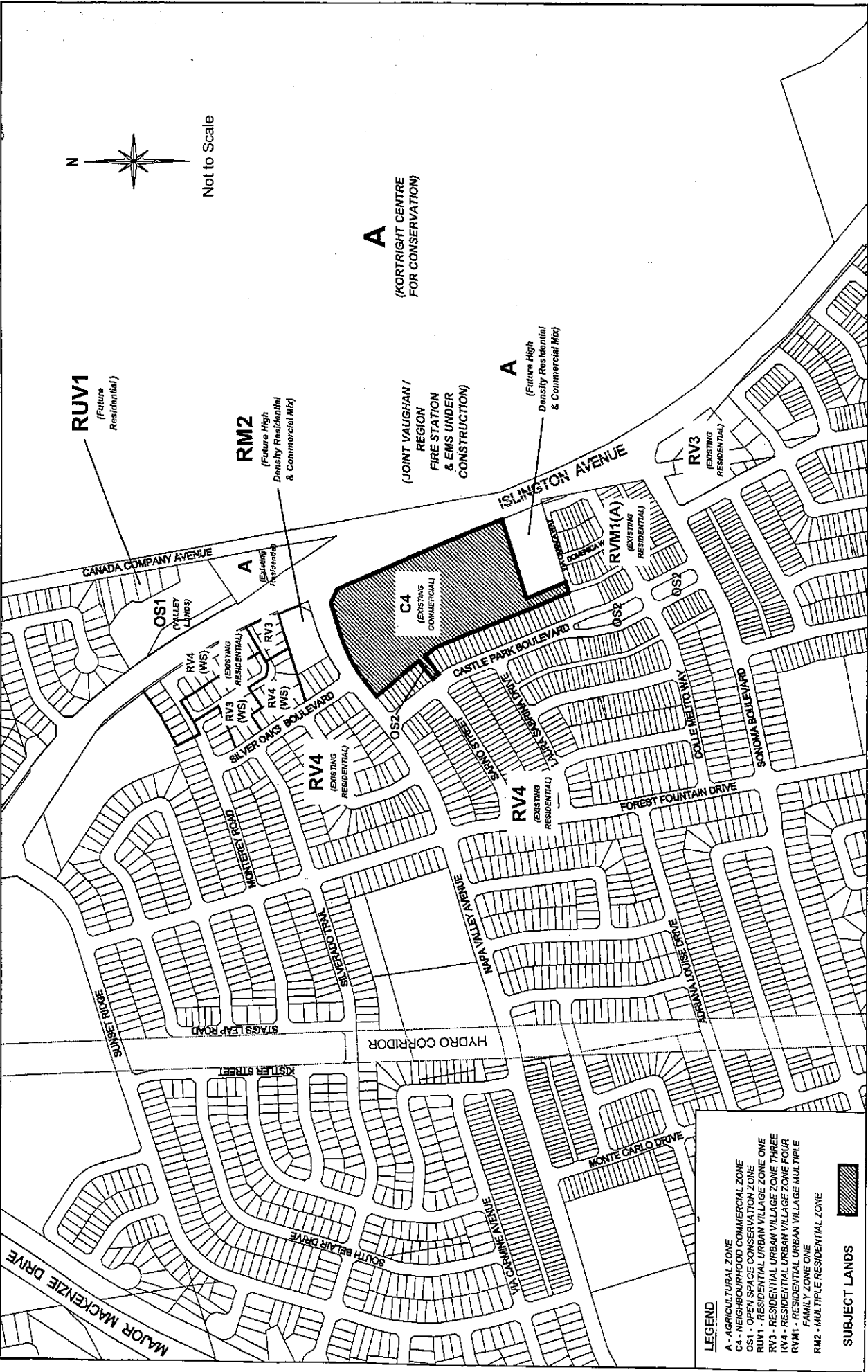
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Respectfully submitted,

JOHN ZIPAY
Commissioner of Planning

MARCO RAMUNNO
Director of Development Planning

/CM



Development Planning Department

Location Map

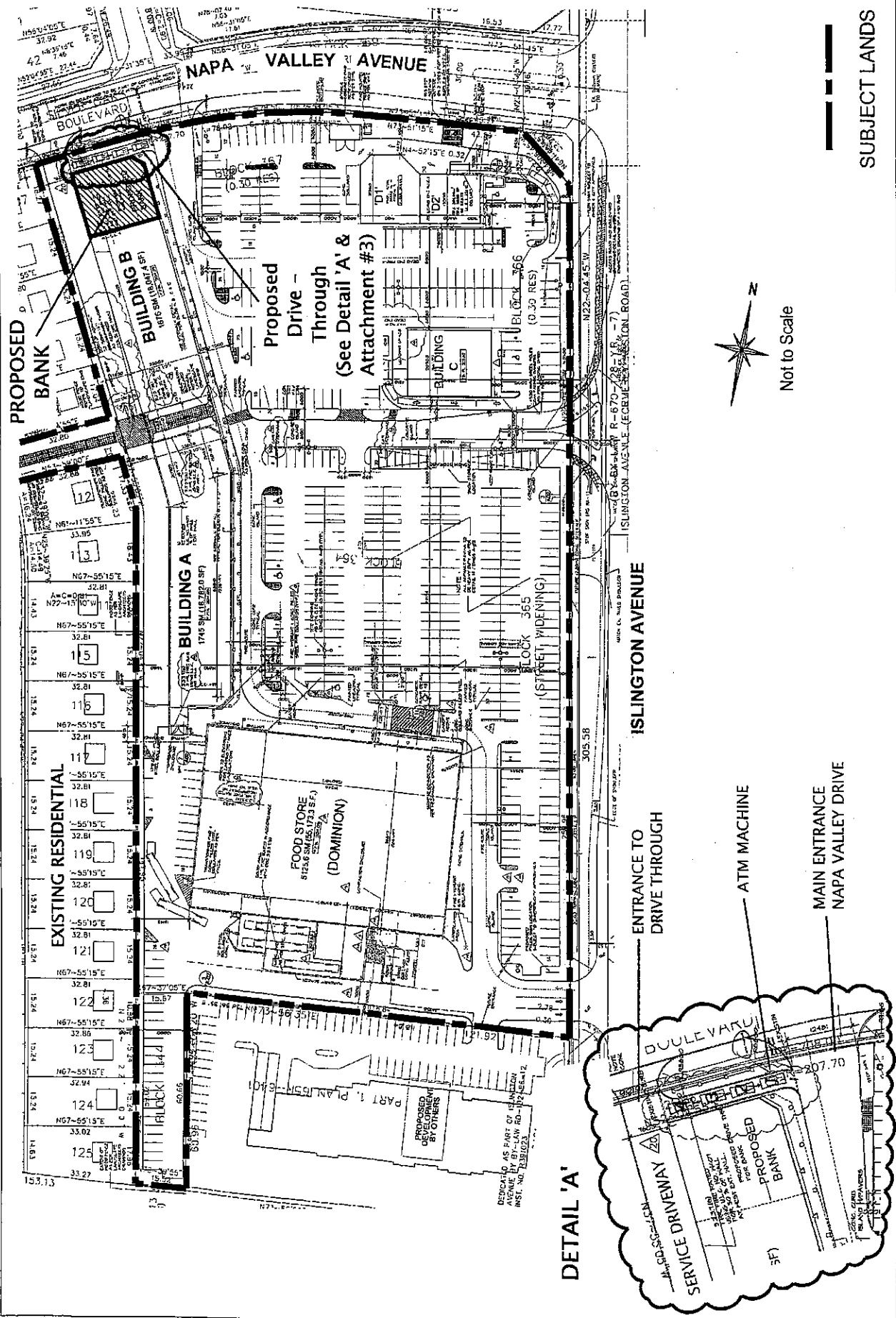
Part of Lot 18,
 Concession 8
 APPLICANT:
 ISLINGTON VILLAGE CENTRE INC.

LEGEND

- A - AGRICULTURAL ZONE
- C4 - NEIGHBOURHOOD COMMERCIAL ZONE
- OS1 - OPEN SPACE CONSERVATION ZONE
- RV1 - RESIDENTIAL URBAN VILLAGE ZONE ONE
- RV3 - RESIDENTIAL URBAN VILLAGE ZONE THREE
- RV4 - RESIDENTIAL URBAN VILLAGE ZONE FOUR
- RVM1 - RESIDENTIAL URBAN VILLAGE MULTIPLE FAMILY ZONE ONE
- RM2 - MULTIPLE RESIDENTIAL ZONE

SUBJECT LANDS

NA\BPT\1 ATTACHMENTS\DA\06.05.019



SUBJECT LANDS

Attachment 2

FILE No's:
Z.06.017 &
DA.06.019

January 11, 2007



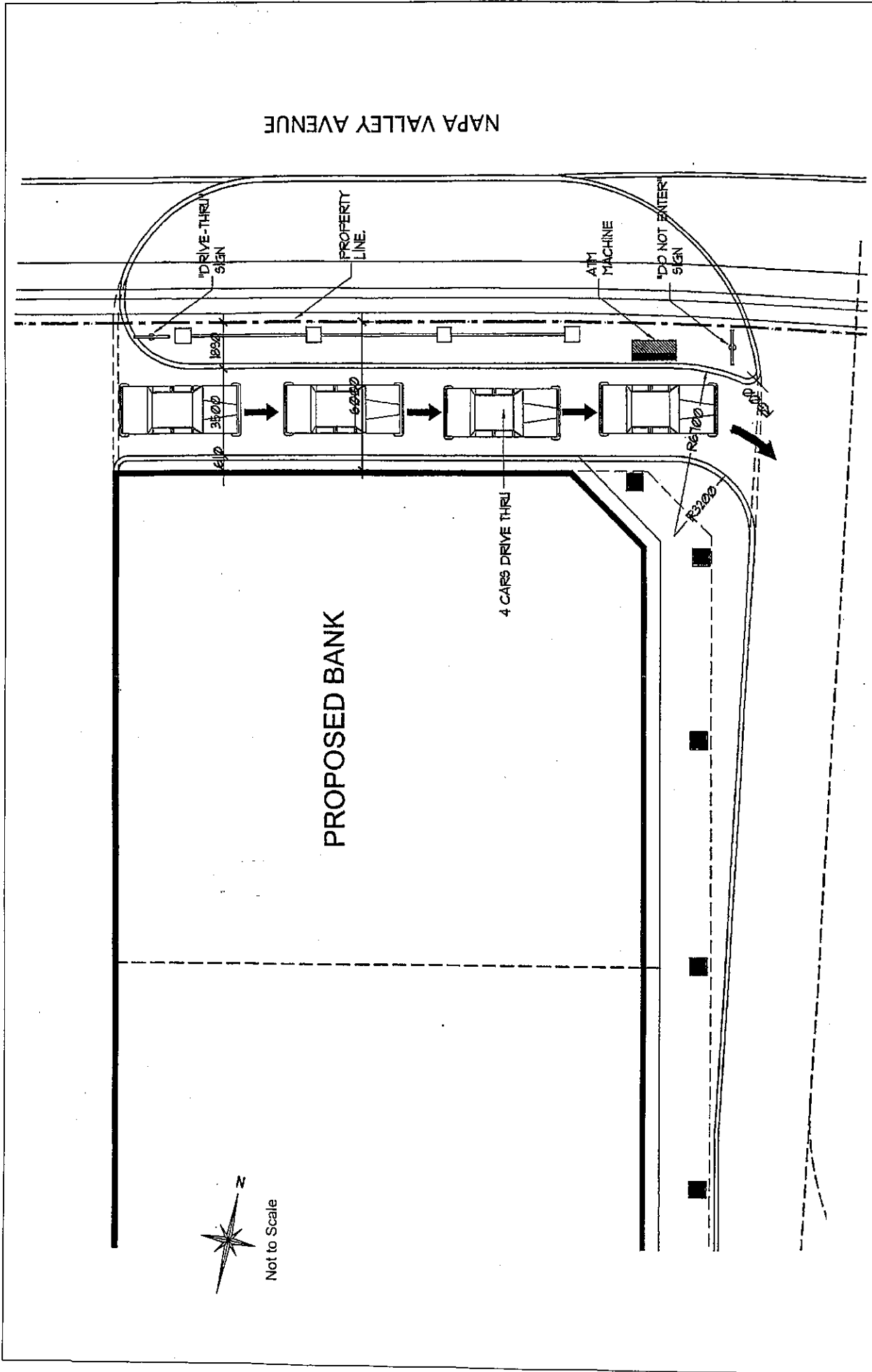
Development Planning Department

Site Plan

Part of Lot 18,
Concession 8

APPLICANT:
ISLINGTON VILLAGE CENTRE INC.

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Drive-Through Detail

Part of Lot 18,
Concession 8

APPLICANT:
ISLINGTON VILLAGE CENTRE INC.

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Development Planning Department

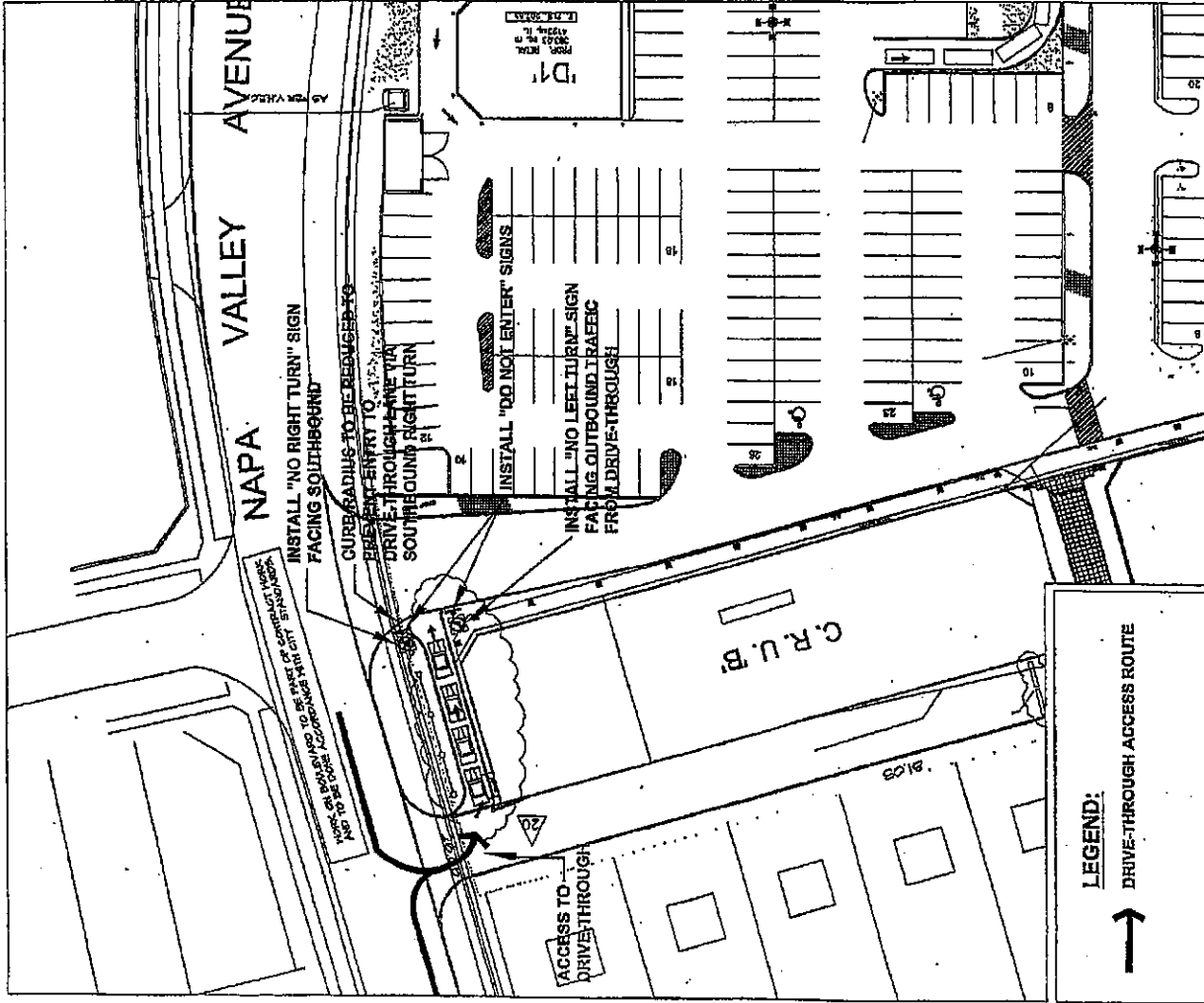
Attachment 3

FILE No.:
Z.06.017 &
DA.06.019

January 11, 2007



Not to Scale



Signage Detail

Part of Lot 18,
Concession 8

APPLICANT:
ISLINGTON VILLAGE CENTRE INC.

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