

**7. **KIPLING AVENUE CORRIDOR STUDY
DRAFT OPA AMENDMENT
FILE: 15.95****

P.2008.42

Recommendation

The Commissioner of Planning recommends:

1. **THAT** the Draft Summary of the Study and Draft Official Plan Amendment on the Kipling Avenue Study Area prepared by Office for Urbanism be received; and, that any issues identified by the public and Council, be addressed by Staff in a report to Committee of the Whole.

Economic Impact

There is no additional economic impact to the City of Vaughan as the necessary revenues have been allocated and approved. The proposed policy changes will permit additional new assessment to the local tax base.

Communications Plan

Public Consultation

The consultation process included a number of workshops with landowners and local residents. The following is a list of the open houses and workshops held with the community in date sequence:

- April 4, 2007 – Kick-off meeting
- May 1 and 2, 2007 - Forum 1. Workshops to develop guiding principles. Concepts developed for the study area during the workshops, were presented and discussed at Community meeting in the evening
- June 20, 2007 - Public Information Session
- June 25, 2007 - Workshop and evening community meeting
- September 25, 2007 - Progress update meeting for both the Kipling Avenue Study and the Woodbridge Heritage Conservation District Study
- October 30, 2007 - Gatehouse Court Resident Meeting
- November 22, 2007 - Design workshop for the Industrial lands located between Kipling Avenue and Rainbow Creek
- March 27, 2008 – Kipling Avenue Study Area Public Meeting to present draft study report and Official Plan.

Purpose

To present the Study Report and a proposed Draft Official Plan Amendment for the Kipling Avenue study area at a Committee of the Whole Public Hearing. A final report with recommendations, which takes into consideration input from the public meetings and comments from City Departments and other public organizations will be presented at a further Committee of the Whole public meeting. The draft Official Plan Document is not final, and may be subject to change with respect to content and format.

Background - Analysis and Options

Organization of this Report

This report provides an overview of the planning process undertaken for the Kipling Avenue Study area and the key recommendations of the Consultant's Draft Report. The report also provides a summary of the proposed land use and design policies contained in the draft OPA.

Location

The study area is based along the Kipling Avenue corridor and adjacent area from Ellerby Square north, to the point where Kipling Avenue begins to bend westerly, including the undeveloped parcel of land on the east side of Kipling Avenue, south of Langstaff Road, between the existing Gatehouse Court subdivision and the Humber River Valley lands. The study area also includes the lands immediately west of the Canadian Pacific Railway spur line.

Existing Uses

The Kipling Avenue Study Area includes several zoning categories as follows: Single Family Detached Residential (R1, R2, and R3), Apartment Dwelling Residential Zone (RM), Street Townhouse Dwelling (RM1), Block Townhouse Dwelling/Apartment Dwelling/Multi Family Dwelling (RM2), Restricted Industrial Zones (M1), General Industrial Zones (M2), Transportation and Industrial (M3), Restricted Commercial (C1), Local Commercial (C3), Open Space (OS2), and Agriculture – Residential/Commercial/Farming (A).

The Kipling Avenue Study Area presents the following challenges:

- Some of the historic commercial, agricultural, institutional and residential fabric has been lost and the area lacks a distinct identity and character;
- The civic role of the street has been overshadowed by traffic to support the heavy industrial uses, and the railway crossing causing conflict for local residents and businesses;
- The overall quality of the main street experience is poor;
- There is no organized business or commercial role for the street within a broader context;
- New development and reinvestment is needed within the Study area;
- The scale of current development is not consistent, and in some locations does not suit the size of the street and the heritage fabric; and
- Pedestrian activity is poor due to a general lack of contiguous walking paths, sidewalks, and uses conducive to pedestrian activity.

The Planning Context

The Study area falls under the jurisdiction of the City of Vaughan, and the Region of York, and is also subject to Provincial Policy. The following Provincial Policies are applicable to the Kipling Avenue Study area:

Provincial Policy Statement (PPS)

The PPS supports efficient land use, a mix of housing types and densities, residential intensification, public transit ridership, and the protection of cultural heritage. The PPS focuses on development within settlement areas and away from sensitive resources. It encourages growth in built up areas by providing opportunity for mixed uses, housing and employment, parks & open spaces, transportation choices and pedestrian movement. Transit corridors within urban areas are identified as key areas for intensification and redevelopment.

Places to Grow Act, 2006

The Places to Grow Act provides a vision and growth plan for the Greater Golden Horseshoe in southern Ontario and is based on a set of principals for guiding decisions on how land is to be developed and public investments are managed. The Places to Grow Act supports the following principals:

- Building compact vibrant neighbourhoods
- Protect, conserve, enhance and wisely use valuable natural resources such as land, air and water for current and future generations
- Optimize the use of existing and new infrastructure to support growth in a compact, efficient form
- Provide for different approaches to managing growth that recognize the diversity of communities
- Promote collaboration among all sectors including government, private and non-profit, and community members to achieve the vision.

Ontario Regulation 166/06 (Toronto Region and Conservation Authority)

Ontario Regulation 166/06 "Toronto and Region Conservation Authority (TRCA): Regulation of Development, Interference with Wetland and Alterations to Shorelines and Watercourses" allows TRCA to regulate a broader scope of natural features and activities. The Regulation ensures public safety by minimizing risk to life and property from flooding, erosion of riverbanks and slope instability.

Lands within the Kipling Avenue Study Area have been identified by TRCA to be located within and/or adjacent to Floodline Protection Areas. This regulation requires development proposals adjacent to natural areas and floodline boundaries to be reviewed by the TRCA for approval and permit.

York Region Official Plan (ROP)

The York Region Official Plan (ROP) is the upper tier planning document, to which the City of Vaughan's planning documents must conform with respect to goals, objectives and policies. The ROP provides the framework for the overall planning structure for the Region, including specific guidance and policies for the urban structure and regionally significant areas relevant to the context of this study, including:

- Directing the majority of growth to the Urban Areas identified in the Regional Structure Plan. The Kipling Avenue area is located within the identified Urban Area.
- Protecting and restoring the Regional Greenlands System as a permanent resource of the Region. The Humber River and the Rainbow Creek corridors are identified as part of the Regional Greenlands System.
- Creating employment opportunities across the Region and reducing the overall levels of travel.
- Providing rapid transit services linking the Regional Centres within the adjacent urban area. Highway 7 immediately south of the Kipling Study Area is identified as a Regional Rapid Transit Corridor.
- Promoting healthy communities by providing employment opportunities, encouraging the use of public transit, promoting walking, cycling trails, providing a range of housing options, protecting the natural environment and improving community partnerships.

City of Vaughan Official Plan Amendments

The key municipal policies pertaining to the lands within the context of the Kipling Avenue Area Study are the following: Official Plan 356 – Kipling Avenue Official Plan (1991), Official Plan 440 – Woodbridge Core Official Plan (1995), Official Plan 240 – Woodbridge Community Plan (1987).

An important objective of the applicable Official Plans is to: maintain the residential character of Kipling Avenue while providing for some redevelopment opportunities. Lands to the south of the Study Area are designated to permit a mix of residential and commercial uses. Several of the Official Plan policies have been amended to respond to new development in the Kipling Avenue area.

The Study Process

The Study was undertaken by City of Vaughan staff and a leading planning and urban design firm, Office for Urbanism, and their sub-consultants. Initiated in March 2007, the study included a number of public workshops with key stakeholders, including property owners, local residents, the City of Vaughan, TRCA, and local businesses.

Key Elements of the New “Vision: for Kipling Avenue

The framework for renewal of the Study Area is based on a vision which seeks to emphasize and enhance the scattering of assets that represent it. The objective is to weave them into a connected and cohesive fabric of new buildings and open spaces that are complimentary and that can establish a distinct identity for the area. The Kipling Avenue area has the potential to be transformed into a healthy walkable environment that is oriented to the pedestrian, and reflective of the diversity of uses that defines its history and structure. The vision and policy framework build upon established planning principals, municipal, regional and community goals to:

- Develop an improved public realm, consisting of completed trail networks throughout the Study Area, including an improved green streetscape for Kipling Avenue, enhanced landscaping and architecture, improved and safe crossings and connections, animated building uses and landscaped frontages.
- Enhanced open spaces, enhanced mature forest areas and conservation lands, increased park space and connections, the enhancement of existing parks and the Fairgrounds.
- Established pedestrian priority zones in the Area that provide safe circulation and connections, and an enhanced character.
- Increased community services in the form of additional neighbourhood parks and public squares, increased access and use of the river valleys.
- Infill development along Kipling Avenue to strengthen and reinforce the heritage fabric and bring cohesion to the built form.
- Increased mixed residential development to broaden the variety of available housing stock for the community, and foster a diverse and vibrant community. The additional residential units are also intended to support public amenities along Kipling Avenue by providing a critical mass of residents, and to introduce new road access opportunities.
- Improved transportation providing a new multi-modal framework, enhanced rail crossings, increased bus service along Kipling Avenue, increased on-street parking and bike lanes,

ultimately enhancing the pedestrian realm and increasing opportunity for alternative sustainable modes of transportation.

- Increased mixed use development to enhance the commercial and business opportunities for the Area.

Objectives & Principles

The following principles support the Vision, and represent the fundamental objectives to be considered in the decision-making related to all public and private sector initiatives within the Kipling Avenue area:

- i. Foster a Sense of Place – development shall contribute to a defined identity and should be planned as a destination in its own right, defined by a strong pedestrian realm and a healthy mix of uses.
 - This is to be achieved by ensuring the design of streetscapes is consistent and cohesive, and draws upon existing architecture and landscapes; development of pedestrian oriented streets enhancing the public realm; ensuring building design is appropriately scaled to frame public squares; and, a comfortable and a continuous pedestrian environment within an appropriately scaled urban fabric.
- ii. Protect Heritage Resources – all development shall respect the areas heritage assets and contribute to the heritage character.
 - Ensuring the scale and massing of new development respects and contributes to the existing heritage attributes; ensuring that open spaces, green corridors and trail connections are considered part of the area's heritage resources.
- iii. Create a Supportive Transportation Network – design of transportation network shall support a range of users, pedestrians, cyclists, public and private transit vehicles.
 - Develop a street network which is well-connected and is supported by public transit to facilitate movement through the corridor while reducing traffic. Ensure new development supports investment in public transit through increased densities where appropriate and efficient design. The streetscape should also be designed to ensure safety of pedestrians, cyclists and vehicles.
- iv. Provide a Mix of Uses – Policies for the Kipling Avenue Area shall encourage a mix of uses to support the community and local economy.
 - Establish compatible mixed uses which include residential, commercial and institutional uses; ensure appropriate transition between uses and building types; offer a variety of housing types to accommodate a range of needs variety of demographics, and complimentary range of heights, unit types and sizes.
- v. Enhance Green Environment and Open Space System – enhancement of public and private open spaces, streets, pathways and trails.
 - Ensure conservation and connection of green open space corridors (i.e. Humber River and Rainbow Creek Corridor); develop trails and paths throughout the green corridors; and ensure public parks and neighbouring communities are continuous, accessible and well-linked. Establish an open space network allowing for active and passive recreational activity. Ensure the Fairgrounds remain a key open space amenity for the community.

- vi. Achieve a critical mass – achieve population density to support the role and function of the study area as a vibrant neighbourhood.
 - Plan and design the area to accommodate the population necessary to sustain amenities, improve public transit and ensure a vibrant street life; foster compact urban form, and provide residents with a variety of amenities within walking distance.

Land Use Recommendations

The land use recommendations arising from the Kipling Avenue Area Study provide the policy basis for an amendment to the Official Plan to guide the renewal of the Kipling Avenue Area. These recommendations are based on the vision, key planning principals, goals, analysis and conclusions outlined in the Study report. The following section summarizes the proposed policies for each of the land use designations included in the draft Official Plan.

The Kipling Avenue area is intended to become a “complete” neighbourhood with a fine grain mix of land uses located within walking distance. The area is also intended to accommodate a different range of different housing types which will derive in part from different densities. The following land use designations have been proposed as part of this study:

- i. High Density Residential Neighbourhood Designation (proposed Rainbow Creek Neighbourhood)

The High Density Neighbourhood Designation is intended to develop a residential neighbourhood integrating residential and open space uses, to support a pedestrian scale environment. Permitted uses include a variety of residential and open space uses, townhouses, apartment buildings, parkettes and public squares, and one convenience retail store located at grade. The minimum building height is 8.5 metres (2 storeys), with a maximum of 13 metres (4 storeys) podium with 19 metre (6 storeys) maximum stepping back on a 45 degree angular plane from the podium and, a maximum density of 2.5 FSI.

- ii. High Density Mixed Use Designation (Woodbridge Avenue & Kipling Avenue Intersection)

The four corners of this intersection will represent the primary retail and commercial centre for the area. It is intended to concentrate a mix of residential and commercial grade uses. Permitted uses include a variety of high density residential, commercial, institutional, civic, recreational, and open space uses that will support a compact urban street and healthy pedestrian environment. High density residential uses include townhouses, condo/apartment building. Where heritage contributing buildings on either side of the subject site are set farther back from the front property line than the minimum permitted setback; the setback will be the average of the front yard setbacks of the two properties on either side of the subject site. The minimum building height will be 8.5 metres (2 storeys) and maximum building height of 13 metres (4 storeys) podium, stepping on a 45 degree angular plane from the podium to 19 metre (6 storeys) maximum building height. The maximum density in this designation of 3.0 FSI.

- iii. Mid Density Residential Neighbourhood Designation

Lands within this designation will represent the transition area between the High Density Neighbourhood areas and lower density areas along Kipling Avenue. Uses will include a variety of semi-detached, townhouse and apartment/condo buildings; one convenience retail store at grade as part of a residential building; parkettes and public squares. The minimum building height of 8.5 metres (2 storeys), maximum building height of 13 metres (4 storeys) with a maximum of 2.0 FSI.

iv. Mid Density Mixed Use Designation

This designation will include low scale, mixed use areas, providing amenities and ancillary retail uses for adjacent neighbourhoods. It is intended that the uses along Kipling Avenue will evolve, as the demand for commercial and retail space changes. Permitted uses include a broad variety of residential, commercial, recreational and open space uses that will support the heritage character of Kipling Avenue and permit a healthy pedestrian environment. Where heritage contributing buildings on either side of the subject site are set farther back from the front property line than the minimum permitted setback; the setback will be the average of the front yard setbacks of the two properties on either side of the subject site. The minimum building height will be 8.5 metres (2 storeys). The maximum building height shall not exceed 11 metres (3 storeys) in this designation. The proposed minimum density is 0.60 FSI and the maximum density is 1.0 FSI.

v. Low Density Neighbourhood Designation

Permitted uses include single family detached and semi-detached residential dwelling units. The remaining lots on Gate House Court shall be developed as single family detached structures to maintain the character of the existing residential street. The minimum building height will be 4 metres (1storey). The maximum building height will be 8.5 metres (2 storeys) with a maximum density of 0.5 FSI.

Semi-detached units are permitted on the lands behind the east side of Gatehouse Court which are currently vacant, and will not have frontage on the Court.

vi. Open Space: Parks, Public Squares Designation

Open space designations include a variety of publicly accessible land uses ranging from naturalized woodlots to landscaped public squares. Permitted uses include active and passive recreational uses, and cultural uses. All lands under this designation must be publically accessible to pedestrians, and buildings shall be designed to front onto all open spaces. The proposed OPA provides that parking structures / lots should generally not front onto Open Spaces.

vii. Conservation Lands Designation

This designation will conserve and enhance the natural ecosystem and maintain biological diversity in Vaughan. Conservation Lands have been identified by the Toronto Region Conservation Authority (TRCA) as containing significant environmental/ecological features. All lands under this designation are under the jurisdiction of the Toronto Region Conservation Authority and managed by the City of Vaughan. Permitted uses include passive recreational uses. No development is permitted on these lands unless otherwise specified by TRCA.

viii. General Land Use Policies:

- a. Commercial uses are only permitted as part of a mixed-use building.
- b. The ground level of a mixed-use building must include active commercial uses and must be flush with the public sidewalk, with direct access from the street.
- c. Commercial uses may include retail and office uses. In neighbourhood designations, ancillary commercial uses such as a corner store are to be located at grade level.
- d. Structures that include commercial uses must be a minimum of 2 storeys and a minimum height of 7.5 metres,
- e. Parking areas and parking structures (with the exception of those located within the "Low Density Residential" designation, must not be visible from the street. Wherever possible, parking lots should not be visible from public parks, parkettes, or public squares,

- f. Drive-through facilities, gasoline service stations, gas bar, and uses that require outdoor storage are not permitted.
- ix. Site Specific Policies: Fairgrounds Designation

The intent of the plan is to conserve the Fairgrounds as a Fairground and, as a significant cultural heritage landscape and open space amenity in Vaughan. Proposed uses include: active and passive recreational activities, general farming, agricultural or animal husbandry uses, uses carried on in the field of agriculture, and secondary uses associated with the management of the fairgrounds and open space uses. The maximum permitted building height for structures is 3 storeys (11 metres).

- x. Site Specific Policies: The Floodplain Designation

Lands within this designation are located within the Toronto Region Conservation Authority (TRCA) floodplain boundary. Any development or interim uses must be approved by the City of Vaughan and the TRCA.

Precincts

To promote the maintenance of heritage character and land use compatibility, the vision for the Kipling Avenue Area is sectioned into distinct precincts. The definition of precinct is a result of both the vision generated for the Kipling Avenue area, and the analysis generated through the Woodbridge Heritage Conservation District Study. The intent is to guide future development and public investments in a way that a) preserves existing character of the neighbourhood in its distinct parts; and b) reinforces the future vision supportive of more compact urban and pedestrian oriented development.

Kipling Avenue

A street that will function as part of a key component of the public realm, providing enhanced pedestrian access to vistas of significant public interest, and amenities such as: Woodbridge Core, the Fairgrounds, and open spaces (Humber River and Rainbow Creek). Kipling Avenue will maintain its heritage character by preserving existing heritage features both manmade and natural. The OPA provides for active at-grade uses and building setbacks, providing landscaped front yards. Any redevelopment or improvements along Kipling Avenue will accommodate the pedestrian and provide walkable connections to a series of parks, open spaces, trails, walkways, commercial and residential areas throughout.

Woodbridge Avenue

The intersection of Kipling Avenue and Woodbridge Avenue should function as the gateway to the Kipling Avenue neighbourhood. It is proposed to have a mix of at grade pedestrian-oriented uses such as retail, offices and restaurants with residential uses above grade. The four corners at this intersection should form a street wall of 4 storeys in height. The gateway will be a welcoming environment where small-scaled storefronts will open directly onto the sidewalk and provide pedestrians with a variety of storefronts.

The Fairgrounds Area

The existing Fairgrounds is to remain an important heritage and open space feature, and as a focal point for the community. The Fairgrounds will continue to function as an important connection and contribution to the natural conservation area situated directly to the east. It will also act as a centre for passive recreational activity such as fairs, events, and functions (i.e. farmers market). Porter Avenue East, will function as a gateway entrance to the Fairgrounds.

Rainbow Creek Neighbourhood

It is the intent of this plan to phase-out the industrial properties that are currently located within the proposed Rainbow Creek Neighbourhood (refer to Attachment 2) to permit more suitable and compatible land uses for the Kipling Avenue neighbourhood. The development of the Rainbow Creek Precinct may be a long-term phased scenario dependent on future residential development market viability.

Any incremental development of the neighbourhood north and south is expected to be achieved through a comprehensive planning process in order to ensure that the character and function of this precinct is realized. The successful build out of this neighbourhood is dependent on the collaboration of landowners and stakeholders to permit roads and parks that are comprehensive and benefit all landowners. Landowners may be required to enter into Developer Group Agreements prior to consideration of any development applications. This will ensure that front-end costs and land dedication required for infrastructure such as key road connections, other infrastructure and parks are achieved, and landowners of early phases of development can be compensated in the future.

i. Rainbow Creek North

This new neighbourhood is intended to be connected with Kipling Avenue to the east and the Rainbow Creek (Open Space) to the west through a variety of pedestrian and vehicular connections including Porter Avenue West. This neighbourhood will be mostly designated as a High Density residential development, with one corner store integrated within a residential building and located at grade. Pedestrians and residents should have good access to parks and public squares. All streets will be pedestrian oriented, with grade related uses and ample landscaping.

ii. Rainbow Creek South

This new neighbourhood will attain the same characteristics as the Rainbow Creek North neighbourhood, however it will function as a transition zone in building scale and height with respect to the lower scaled residential development west of Kipling Avenue and north of Woodbridge Avenue. Rainbow Creek South will be accessible via Woodbridge Avenue and Kipling Avenue (through Porter Avenue West).

Special Policy Area – The Special Policy Area designation represents a specific permitted residential development, and includes the reuse and integration of an existing heritage building. Permitted uses include: residential units (semi-detached, block townhouses, street townhouses); stacked townhouses are not permitted; maximum density of 0.60 FSI. Permitted uses for the heritage building include small scale, grade related neighbourhood amenity uses, such as daycare, service commercial, art studios.

Urban Design Policies

The Urban Design Framework and the Urban Design Guidelines provide specific performance criteria to organize, structure and guide development of the Kipling Avenue area in the future. These elements will be used in conjunction with amendments to the policy framework to ensure the creation of a high quality, pedestrian-friendly, and attractive built environment that is compatible with adjacent neighbourhoods, existing heritage resources, and appropriate to the provision of a higher order transitway and commercial hierarchy.

The Urban Design Framework also provides guidance respecting more detailed elements of the built environment. The Framework establishes policies for the street system, the public realm, built form, streetscape, and general site development. The following is a brief summary of the recommendations for each of these components.

1. The Street System

i. Primary Streets

Primary Streets are mixed use commercial/residential streets and are considered main access roads within the street network. These streets function as two way connections with 20m to 26m R.O.W. and accommodate various modes of transportation such as on street parking, transit, and bicycles, and have a higher quality streetscape treatment.

Kipling Avenue North

- a) A 26m R.O.W, as existing today and recommended in OPA 600, should be maintained along the entire Avenue. This would provide opportunity to increase the street tree canopy, and enhance the "green character" prescribed for the Kipling Avenue study in general.
- b) The R.O.W. width should accommodate a double row of street trees and a generous pedestrian zone within the boulevard, along the majority of Kipling Avenue.
- c) A minimum setback of 3 metres beyond the R.O.W. should allow for additional landscape enhancements.
- d) One parking lane on the east side of the street at 2.5 metres proposed for Kipling Avenue north of Woodbridge Avenue.
- e) Two bicycle lanes are proposed at 1.5 metres (on either side of the street)

Kipling Avenue South

- a) Kipling Avenue south of Woodbridge Avenue should have a wider roadway width of 17 metres, with additional travel lanes to accommodate the volume of traffic entering the avenue from Highway 7, this will allow for only a single row of street tree planting within a 4.5m boulevard on either side.
- b) Two bicycle lanes (a minimum 1.45 metres) should continue to run south along Kipling Avenue to Highway 7.
- c) On-street parking is only permitted during off peak hours on the east side only.

Woodbridge Avenue East

- a) Woodbridge Avenue, east of Kipling Avenue should function the same as Kipling Avenue.
- b) Woodbridge Avenue between Kipling Avenue and Islington should maintain a 20m R.O.W. because of the location of existing heritage buildings. There are many buildings contributing to the heritage character of the avenue and area, many of which have minimal or zero setbacks from the 20m R.O.W.
- d) It is recommended in the Woodbridge HCD Study that, Woodbridge Avenue at the commercial core should reflect the tight, pedestrian oriented character of the existing 20m R.O.W. street cross section.
- e) Although the stretch of Woodbridge Avenue, from Islington to Kipling Avenue is envisioned as a future marked bike route in the City of Vaughan Bike Master Plan, incorporating bike lanes would limit on-street parking. Bicycle access along Woodbridge Avenue from Islington to Kipling Avenue should instead be considered under the "Class 3

Facility: Signed Only Routes” category as defined in the Bike and Master Plan, which defines an on-street signed bicycle route used to “form a connection to the bike network”.

- f) On street lay-by parking lanes (2.5 metres) on either side of Woodbridge Avenue should be encouraged as a key element to supporting local businesses.

Woodbridge Avenue West

- a) The protected 26m R.O.W. is feasible on Woodbridge Avenue, west of Kipling Avenue and should be maintained, which allows for enhanced streetscaping within the boulevard, and should function in the same way as Kipling Avenue in terms of creating an attractive pedestrian oriented environment.
- b) On street lay-by parking lanes (2.5 metres) on either side of Woodbridge Avenue beyond the intersection, should be encouraged as a key element to support local businesses.
- c) A proposed 3.75 metre bus, bike and travel lane is proposed on either side of Woodbridge Avenue west of Kipling Avenue.

ii. Secondary Streets (Parkside Drive)

- a) Parkside Drive is a new secondary north/south street running parallel to Kipling Avenue. It will mainly service the proposed Rainbow Creek Neighbourhood north requiring a 20 metre right-of-way. Parkside Drive will enable the creation of new frontage to both the Rainbow Creek Valley public open space system, and to new development blocks that support a high density residential neighbourhood.
- b) It is the intent of the plan to achieve as many access points to Parkside Drive from Kipling Avenue to realize development potential for the industrial lands in addition to providing opportunities to redevelop existing adjacent properties.
- c) A high-quality pedestrian environment linking buildings, amenities and open spaces and providing east-west connections to the river valley (Rainbow Creek) and Kipling Avenue.
- d) Generous sidewalk widths on both sides of the new Parkside Drive should be provided to accommodate a promenade with street furniture, streetscaping, lighting, and public amenities.
- e) A minimum of three (3) metre setbacks should be provided to accommodate additional landscaping and front yards for grade related residential units.
- f) One parking lane is proposed for along the east side of Parkside Drive at 2.5 metres.

iii. Local Connector Streets (Rainbow Creek Road and Industry Avenue)

- a) Rainbow Creek Road and Industry Avenue are two new east/west connector streets to Kipling Avenue and to the new Rainbow Creek neighbourhood and Parkside Drive.
- b) Rainbow Creek Road - crosses the rail corridor, and functions as the key northern gateway to the new Rainbow Creek neighbourhood and connection to Meeting House Road. It is envisioned as a two way 20 m R.O.W. with the same characteristics as Parkside Drive. A 2.5 metre lane dedicated for on-street parking.

- c) Industry Avenue - south of the rail corridor, provides for a two-way connection to Kipling Avenue and the new Rainbow Creek Neighbourhood. The right-of-way for this street is limited to 17.5 metres due to its proximity to a heritage building. Industry Avenue will have a sidewalk on one side. A 2.5 metre lane for parking proposed only on the north side.
- d) The City may consider reduced pavement widths for this local road to accommodate additional sidewalk facilities, provided they are satisfied that vehicular accessibility to the new neighbourhood and the location of utilities are not compromised.

iv. Special Character Streets (Porter Avenue East & Porter Avenue West)

- a) A street which is characterized by its high quality landscaping, emphasis on pedestrian environment, and its function as a gateway to significant urban spaces.
- b) Porter Avenue East should continue to provide east bound access to the Fairgrounds.
- c) Porter Avenue East is proposed to have a 20 metre right-of-way; Porter Avenue West will have a 17.5 metre right-of-way.
- d) Porter Avenue West, a new westbound street that should provide new connections to the Rainbow Creek open space system and residential neighbourhood.
- e) Porter Avenue West should function as the main pedestrian draw towards new public amenities, open spaces, and residences that are part of the Rainbow Creek neighbourhood development.
- f) One travel lane and lay-by parking lane proposed for Porter Avenue West in a one way direction east to Kipling Avenue, and lay-by parking on north side.
- g) A double row of trees is proposed for Porter Avenue East, and enhanced landscaping on both sides of the street to frame the entrance to the Fairgrounds.
- h) A double row of street trees is proposed where the right-of-way allows, along Porter Avenue West, to balance and connect the streetscaping to Porter Avenue East.
- i) Special character streets should have the following attributes:
 - Wide sidewalks, with enhanced paving treatment.
 - Additional street furnishing and lighting.
 - Designed gateways and gateway elements on Kipling Avenue.
 - Vistas (views) along these streets of the valleylands located east and west of the Kipling Avenue Study Area should be maintained.

v. Residential Streets

- a) Residential streets in the study area are neighbourhood streets that carry lower volumes of vehicular traffic and are pedestrian oriented in character.

vi. Laneways

- a) Laneways will mainly provide vehicular access to parking and services, and function as internal connections within blocks of mainstreets and linkages for pedestrians in the area.

Public Laneways

- a) Primarily function as vehicular connection, but should also be considered for pedestrian linkages to Kipling Avenue and new areas of development. Public laneways should be designed with special/enhanced streetscape treatment. Burton's Lane, just north of Woodbridge Avenue should function as a key public access lane from Kipling Avenue to the Rainbow Creek Neighbourhood. Burton's lane should be enhanced with higher quality materials and streetscaping to signify its heritage significance.

Private Laneways

- b) Contribute to the overall street network, providing access to parking and pedestrian linkages. Private laneways should be pedestrian friendly, accessible, visible and safe. All private laneways should be located at the rear of the building as a means to accessing and connecting to parking facilities and services. Site servicing should be located in the lane wherever possible.

vii. Pedestrian Priority Nodes

Pedestrian priority nodes are the key intersections at which the focus and priority is pedestrian activity.

- a) Woodbridge Avenue and Kipling Avenue Intersection – this intersection is the main “gateway” or “entranceway” to the Kipling Avenue neighbourhood. Achieving an environment conducive to pedestrian orientation includes: lane width reduction, providing opportunities for on-street parking and bike lanes, landscape enhancement and art, and integration with adjacent public open spaces.
- b) Porter Avenue (East & West) – the intersection of Porter Avenue and Kipling Avenue will be known as the “Junction” which is the east/west connection to the centre of the corridor. Special consideration should be given to achieving a pedestrian oriented environment by reducing lane widths, providing on-street parking and bike lanes, increasing the opportunity for additional landscaping, and art; and integrating adjacent public open spaces.

2. The Public Realm

The public realm includes open spaces including parks privately held, publicly accessible open spaces, and streets.

Parks are required through the development process. In new neighbourhoods, such as Rainbow Creek, a developer's group agreement or Plan of Subdivision is required to ensure equitable contribution of parkland.

3. Building Envelopes, Orientation and Setbacks

The following are design recommendations for the Study Area respecting built form:

- i. New development should consider the human scale in defining the public realm, and support pedestrian orientation. The human scale makes reference to the experience of the building mass in relation to the size of its users. Achievement of this pedestrian scale is most important in areas that are accessible or visible from the public realm, such as the first few storeys of a building facing the street.
- ii. The building framework should be "fine grained", where patterns of buildings, or design elements within a building, are small in scale and change frequently, thereby creating a dynamic and animated environment for pedestrians. Blank walls or uninterrupted building walls should be avoided.
- iii. New buildings should only be able to maximize the development potential, when undue shadow or overlooks are avoided on adjacent properties or public spaces including, streets, parks, open spaces and other recreational areas.
- iv. Buildings within High Density Zones and along Primary Streets shall provide a continuous podium/street wall of two to three storeys where pedestrian interaction will occur beside the highest quality of materials and detailing.
- v. Additional height above the podium base, shall step-back, terracing higher portions of the building to protect views, sunlight penetration, and the sky view.
- vi. New buildings within the area shall provide a transition in heights. Buildings in the Kipling Area should respect the scale of adjacent buildings by providing proper transition heights. This is extremely important when development is adjacent to heritage properties, lower density land uses; or public open spaces. New buildings should also respect set-backs of existing buildings from the street and provide a transition from the greater setback to the lesser setback.
- vii. Buildings shall be oriented toward the public streets and other public spaces in order to clearly define the public realm, and provide animation and overlook thereby to creating an attractive environment for pedestrians.
- viii. New development or redevelopment of buildings must be sited to first address primarily the intersection or corner locations; primary street frontages; local street frontages, and other publicly accessible open spaces.
- ix. Architectural features are encouraged at all corner building locations to enhance the visual prominence and identity of the area.
- x. Larger buildings should consist of a linked series of pavilion-type segment defined by recessed connector building segments.

4. Open Space

The intent of this plan is to guide private developments and public investments towards the creation of a consistent and inter-connected system of public and private open spaces and to identify opportunities to maximize the amount of open space available. The following are recommendations for the Study Area respecting the Open Space framework:

- i. The total park and open space requirement in relation to total proposed development is based on a total of 1,022 units, this will be based on 1 hectare per 300 units.
- ii. Additional open space opportunities should be explored with respect to the Woodbridge Fairgrounds and the surrounding conservation lands.

- iii. All open spaces and trails within the valley corridors should be easily accessible, connected, clearly defined and properly situated in order to protect the assets of the conservation lands.
- iv. Existing tree canopies should be protected and enhanced at every opportunity, especially along Rainbow Creek and the Fairgrounds.
- v. Bike parking racks should be provided in new parks, at the entrance to the valley trails, and along Kipling Avenue where possible.
- vi. The Kipling Avenue cross section should accommodate at a minimum, enhanced landscaping and street furniture, a comfortable pedestrian walking zone and a zone for café and retail spill-over or residential front yards. New streetscaping should integrate any existing mature trees and enhance all heritage landscape frontages with additional planting. A 1.5 metre sidewalk is proposed along both sides of Kipling Avenue.
- vii. New landscape design in the Fairgrounds should maintain the existing open field; define boundaries of the racetrack and Fairground edges, enhance mature tree canopy, and focus views to river valley and eastern Woodbridge neighbourhoods. The Fairgrounds should also be the subject of a more detailed study to optimize the grounds as a community asset.
- viii. Porter Avenue East, which will function as a "gateway" street to the Fairgrounds, should be clearly defined by a double set of staggered street trees including pedestrian lighting, signage. A 2.5 metre sidewalk width is proposed along both sides of Porter Avenue East.
- ix. Existing parks, parkettes and public squares should be enhanced where possible, with additional trees, landscaping, materials and furnishings that are in keeping with the overall design and colour palate proposed for Kipling Avenue.
- x. A network of trails, parks and open spaces should connect all parts of the neighbourhood.
- xi. Special enhancement landscape treatments should be applied to streets that function as gateways and/or are identified as pedestrian priority zones, such as Porter Avenue East and Porter Avenue West.
- xii. Pedestrian nodes such as the Woodbridge Avenue intersection and the Kipling Avenue junction, should function as gateways to surrounding open spaces and provide opportunities to celebrate the heritage character of the area.
- xiii. Open space connections within the Study Area are opportunities to enhance the streetscape (i.e. Porter Avenue East and Porter Avenue West), function as pedestrian connections by providing opportunity for pedestrian crosswalks to demarcate their locations.

5. Heritage Conservation

Heritage preservation in the Kipling Avenue area is an integral part of the vision for this plan. The Provincial Policy Statement (PPS) protects against the development, redevelopment, and/or alteration of significant built and cultural heritage landscapes. All heritage attributes of a heritage property must be conserved prior to development or site alteration.

A significant part of the Kipling Avenue Study Area lies within the Woodbridge Heritage Conservation District (WHCD). Heritage conservation is a core principle of this plan. The

following policies are proposed to protect the heritage character of the Kipling Avenue Study area.

- i. Heritage resources/properties within the boundary of the WHCD must abide by the policies of the Woodbridge Heritage Conservation District Plan once it is approved and in force. The policies of the Woodbridge Heritage Conservation District would supersede those of the Kipling Avenue Study where conflict occurs.
- ii. Properties outside of the Woodbridge Heritage Conservation District must be sympathetic to the heritage character attributes as described in the Woodbridge Heritage Conservation Plan and provide an appropriate transition to the Woodbridge Heritage Conservation District.
- iii. Properties that are identified adjacent to or near heritage resources that have been identified in the City of Vaughan Heritage Inventory, must be sympathetic to heritage character of the area, as stated in Section 2.6. of the PPS.
- iv. The City of Vaughan may require a Heritage Impact Assessment and/or a Conservation Plan as part of any municipal approval for properties where heritage resources have been identified. This assessment will form part of the application process for any municipal approval including new construction, renovation or demolition of a structure or landscape.
- v. The City of Vaughan may also require a Conservation Plan secured by a letter of credit, as part of any municipal approval for properties where heritage resources have been identified either as part of the City of Vaughan Heritage Inventory, as part of the Woodbridge Heritage Conservation District, or as a result of the Heritage Impact Assessment.
- vi. Buildings and structures listed as 'contributing heritage buildings' in the Woodbridge HCD shall not be demolished or moved.
- vii. The City of Vaughan may require a Heritage Impact Assessment when it considers that cultural heritage value may exist, or may be affected by any new construction.

Height of Buildings:

- i. In keeping with the character of the surrounding neighbourhood characteristics, the height of 'contributing heritage' buildings outlined in the Kipling Avenue Study Area should be maintained.
- ii. New buildings must be sympathetic to, and transition from the height of adjacent 'heritage' buildings with a minimum 45 degree angular plane, starting from the existing height of the 'heritage' building, measured at the building's edge.

Setbacks:

- i. New buildings must setback from contributing heritage buildings a distance equivalent to half the height of the contributing heritage building.
- ii. Consideration may be given to the construction of new buildings, and additions to contributing heritage buildings, adjacent to, or joining with them only when:
 - a. New construction is setback from the street frontage of the heritage building and, is not generally visible from the street or from a public space,

- b. New construction is setback from the street frontage of the heritage building, and maintains the heritage character of the street,
- c. The parts of the heritage building that will be enclosed or hidden from view by the new construction, do not contain significant heritage attributes; and,
- d. New construction contributes to the district's heritage character.

Landscape:

- i. New buildings and landscapes, must contribute to the heritage character and attributes of the adjacent contributing landscapes such as parks, public squares, open spaces, recreational areas, and landscaped areas within private properties. New and renovated buildings must provide an active welcoming façade facing significant landscapes and public spaces.

Architecture:

New buildings will fall into two categories: replica or reconstructed buildings and contemporary buildings.

- i. **Replica or Reconstructed Buildings** – the replication of a historic building should proceed in a similar manner to the restoration of an existing, but altered or deteriorated structure. Design of buildings should be based on documentary evidence/photographs. Replica designs should be prepared by practitioners skilled in historic research and historic construction design.

The design of new buildings in a heritage district should be sensitive and well designed structures that are respectful of the original design of the building/structure and, are compatible with the character of the district and its immediate context. Designers of new buildings should have a proven track record respecting the creation of designs in similar historic contexts. Architectural considerations include the following attributes: contemporary design, material pallet, proportions of parts, solidity verses transparency and detailing.

- ii. **Contemporary Design – Contemporary Design** – Contemporary buildings should be “of their time”. New designs should be neighbourly and respectful of the surrounding historic context and at the same time represent current design philosophy. Pseudo-design statements such as pseudo-Victorian detailing, should be avoided.
- iii. All materials including brick, stone, wood siding and trim, glass windows and storefronts and various metals for new construction should include those drawn from historically used materials in Woodbridge.
- iv. The design of new buildings in this heritage district should take into account the proportions of buildings in the immediate context and consider a design with proportional relationships.
- v. The relationship of solidity versus transparency (brick to glass ratio), should be carefully considered. The level of transparency in a new development should be set at a level that provides a good fit on the street frontages.

Detailing

- i. The detailing for new buildings should refer to the nature of the immediate context and the attributes of the area in which it is to be placed.

Implementation:

It is recommended that a general Zoning By-law be developed and adopted to incorporate new zones arising from proposed designations in the Kipling Avenue Official Plan.

Relationship to Vaughan Vision 2020

The Kipling Avenue Study Area Report and proposed OPA are consistent with Vaughan Vision 2020 Strategic Plan, through the following strategic initiatives specifically:

Service Excellence:

- Preserve our Heritage & Support Diversity, Arts & Culture
- Enhance and ensure Community Safety, Health and Wellness
- Lead & Promote Environmental Sustainability

Management Excellence:

- Maintain Assets & Infrastructure
- Plan & Manage Growth & Economic Vitality

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved.

Conclusion

Staff recommend that the Draft Official Plan Amendment for the Kipling Avenue Study Area prepared for the City by Office for Urbanism be received; and, that any issues identified by the public and Council, be addressed by Staff in a final report to the Committee of the Whole.

Attachments

1. Location Map
2. Proposed Land Use Plan
3. Part 1: Summary of the Study – Draft OPA #695
Part 2: Proposed Plan – Draft OPA #695 (Mayor and Members of Council ONLY)

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Respectfully submitted,

JOHN ZIPAY
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DIANA BIRCHALL
Director of Policy Planning/Urban Design



**Kipling Avenue
Corridor Study**

Part of Lots 8-10,
Concessions 7 & 8

K:\Vaughan\Kipling Avenue Corridor Study\16-0311-mt-dwg



The City Above Toronto

Policy Planning Department

Attachment

FILE No.:
15.95

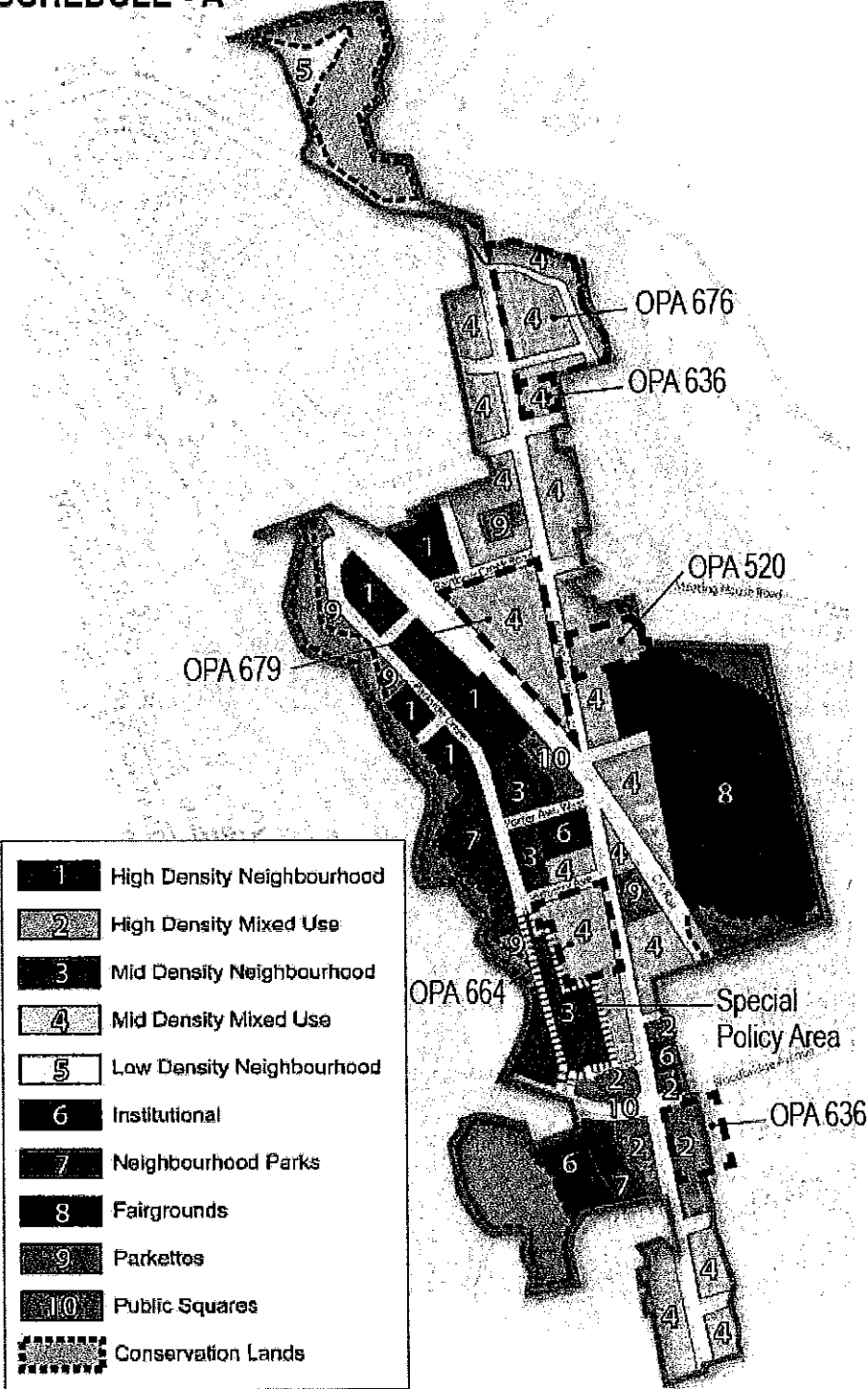
Not to Scale

October 6, 2008

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ATTACHMENT 2

SCHEDULE - A



SCHEDULE A – The Amendment Area: Lands Subject to OPA #695