

**COMMITTEE OF THE WHOLE OCTOBER 21, 2002**

**OFFICIAL PLAN AMENDMENT FILE: OP.01.008  
ZONING BY-LAW AMENDMENT FILE: Z.01.020  
ROBERT FREDERICK GOOD ET AL.  
REPORT #P.2001.36**

**Recommendation**

The Commissioner of Planning recommends:

1. THAT Official Plan Amendment and Zoning By-law Amendment Applications OP.01.008 and Z.01.020 (Robert Frederick Good Et Al.), BE APPROVED, to redesignate and rezone the lands in accordance with the recommendation of the Islington Avenue Land Use Study (September 2002), subject to the following:
  - a) that the Official Plan Amendment redesignate the subject lands from “Low Density Residential” to “Medium Density Residential” and include, but not be limited to, policies respecting design criteria, maximum building height, density and appropriate buffering adjacent to low density residential uses;
  - b) that the provision for density bonusing be determined prior to the OMB hearing of November 25, 2002;
  - c) that Official Plan Amendment contain provisions requiring that any study determined necessary for the proposed development (ie. noise study, environmental, parking etc.) shall be submitted in support of the individual site development applications;
  - d) that the implementing by-law:
    - i) rezone the lands to the appropriate zone categories and provide the necessary exceptions to implement the Official Plan Amendment;
    - ii) that the inclusion of maximum building height and/or number of storeys be determined prior to the OMB hearing of November 25, 2002; and
    - iii) rezone portions of the subject lands to OS1 Open Space Conservation Zone to remain undeveloped and protected.
  - e) that prior to the enactment of the implementing by-law:
    - i) the Official Plan Amendment implementing the Islington Avenue Corridor Land Use Study shall be approved by Council to redesignate the lands;
    - ii) a site development application shall be approved as a basis for establishing specific zoning standards for the proposed development;
    - iii) Urban Design Guidelines shall be approved by Council to ensure that new development is compatible with the existing built form and maintains the residential character of the Pine Grove Community;
    - iv) elevations identifying building materials, colours and other architectural details shall conform to the Urban Design Guidelines for the area;

- v) the Toronto Region and Conservation Authority shall identify the limits of the open space areas; and
- vi) an environmental assessment report shall be submitted if required.

### **Purpose**

On March 14, 2001, the Owner submitted applications to amend the Official Plan and Zoning By-law to redesignate and rezone the subject lands to permit the development of a 5-storey, 150-unit condominium apartment building, accessed by a private ring road from Islington Avenue and with underground parking.

### **Background**

The subject lands are located at the northeast corner of Islington Avenue and Willis Road, being Lots 10, 10A, 11, 12, 12A, 12B, 13, 13A, 13B and 14, Plan M-1110, (8229, 8243 and 8253 Islington Avenue), in Part of Lot 8, 9, Concession 7, City of Vaughan. The lands have an area of 1.5 ha, are irregular in shape, relatively flat and heavily treed. The surrounding uses are:

- North - residential (R2 Residential and OS1 Open Space Zone)
- South - Willis Road; parkland (OS1 Open Space Conservation Zone)
- East - Humber River, residential (OS1 Open Space and R3 Residential Zones)
- West - Islington Avenue; residential (R2 Residential Zone)

At the May 7, 2001, Public Hearing, a number of area ratepayers attended in opposition to the proposed development and raised several issues with respect to traffic, density, height and open space and community character preservation. On May 14, 2001, Council ratified that the application be received and that Staff address any issues identified in a comprehensive report to the Committee of the Whole.

On October 15, 2001, a Special Committee of the Whole Meeting was held with respect to this application and two other similar applications in the area (Pinegrove on Humber, OP.00.025, Z.00.111 and Lanada Investments, OP. 00.020 and Z.00.094). Council subsequently adopted the following Committee of the Whole recommendations:

- “1. Direct Staff to undertake a comprehensive land use study in respect to land use planning policies for the Islington Avenue Corridor between Langstaff Road and Woodbridge Avenue in accordance with the detailed Terms of Reference;
2. That the subject applications be held in abeyance until the completion of the study;
3. That Council enact an Interim Control By-law for a period of one year; until the land use study is completed; and
4. That the 2002 Capital Budget include the necessary funds to retain a Consultant(s) to undertake the Islington Avenue Land Use Study.”

In February 2002, Council resolved to retain the IBI Group, in association with Gartner Lee Limited, to carry out the Islington Avenue Corridor Study to determine the appropriate land uses and planning policies for the area. This Study is now complete and was considered at the Public Hearing on October 7, 2002, as discussed in this report.

On April 3, 2002, the applicant appealed the subject applications to the Ontario Municipal Board on the basis that Council failed to make a decision within the required time period as provided by

the Planning Act. The OMB hearing has been scheduled for November 25, 2002 and is consolidated with the hearings for the Pinegrove on Humber and Lanada Investment applications.

### Land Use Status

#### a) Provincial Policy Statement

The Provincial Policy Statement (PPS) sets out overall directions on matters of provincial interest related to land use planning and development, and includes policies that encourage the focus of new growth to urban areas. The PPS promotes efficient, cost effective development and land uses patterns that are based on densities which:

- i) efficiently use land, resources, infrastructure and public service facilities;
- ii) avoids the need or unnecessary and/or uneconomical expansion of infrastructure; and
- iii) supports the use of public transit; in areas where it exists or is to be developed.

The PPS also promotes a full range of housing types and densities to meet projected demographic and market requirements of current and future residents by ensuring all forms of residential intensification in parts of built-up areas that have sufficient infrastructure to create a potential supply of new housing units.

The PPS typically restricts development of lands adjacent to river and stream systems, which are impacted by flooding and/or erosion hazard, with the exception of those situations identified as an approved Special Policy Area (SPA).

An SPA is defined as an area within a community that has historically existed in the flood plan and where site specific policies, approved by the Ministries of Natural Resources (MNR) and Municipal Affairs and Housing (MMA), can address the significant social and economic hardships to the community that would result from strict adherence to provincial policies concerning development.

#### b) Regional of York Official Plan

The York Regional Official Plan (YROP) includes policies providing for a framework for coordinated planning with adjacent municipalities, as well as with other jurisdictions in the GTA, and prescribes overall growth and development in the Region of York.

The YROP identifies Vaughan and specifically the subject lands, as an urban area served by major transportation regional and urban corridors and future transit systems. Specifically, Islington Avenue is an urban corridor, along which new development and employment growth at densities that would make transit service possible, is encouraged. The appropriate level of density and housing will depend on site specific circumstances and the nature of development along the adjacent corridors.

The main objective of the YROP is to identify corridors as mixed-use transit spines that link urban and regional centres. The policies encourage a mix of housing and employment uses along these corridors, and for municipalities to examine mixed or higher density development along these corridors in a comprehensive manner.

A comprehensive land use study has been completed for this Islington Avenue corridor, which includes the subject lands. The land use study establishes the appropriate land use, density and urban design principles, consistent with the objectives of the York Regional Official Plan.

c) Vaughan Official Plan

The subject lands are designated “Low Density Residential” by OPA #240 (Woodbridge Community Plan), and are subject to the residential policies of the plan. In addition, the lands also fall entirely within the “Special Policy Area” as defined by OPA #440 and are subject to the Special Policy Area (SPA) policies. The SPA designation provides opportunity for redevelopment within the flood plan, provided certain criteria are satisfied; a permit in accordance with Ontario Regulation 158 is obtained prior to any construction, and that the TRCA determine the regulatory floodline.

An overall objective of OPA #240 is to create a distinct residential community of scale and character, which relate well to the existing village quality of Woodbridge, and possess a strong sense of community identity. A land use goal is to arrange the social, physical and economic facilities and services necessary for the proper functioning of the community in such a way as to provide optimum convenience, efficiency, safety, and attractiveness to the present and future population.

With respect to parks and open spaces, OPA #240 provides for the development of an integrated system of open space comprising of parks, pedestrian and bicycle paths, flood and valley lands and major woodland area to serve as recreational needs of the community. Furthermore, it is the intent of the Official Plan to implement the Ontario Regulation restricting building and the placement of fill in flood plains without the approval or administration of the Toronto and Region Conservation Authority (TRCA).

With respect to housing, OPA #240 is to provide for a predominantly low-density community with some higher density to accommodate senior citizens and other family housing needs. The Official Plan states the following, with respect to densities:

“All medium and high density residential development shall be subject to site plan control which will ensure, among other things that adequate on-site parking, amenity area, setback, landscaping, parking and internal road widths are provided.”

d) Density

The subject lands are within Neighbourhood 1 of the Woodbridge Community, which provides for a maximum density of 8.6-units/gross ha for lands designated “Low Density Residential”, 35-units/net ha for “Medium Density Residential” and 99 units/net ha. for “High Density Residential”.

The application proposes to redesignate the subject lands from “Low Density Residential” to “High Density Residential” to permit a 150-unit, 5-storey residential condominium building, representing a density of 100-units/net ha. This amount was calculated taking the entire parcel into consideration including lands that may not be able to be developed given its elevation.

The Islington Avenue Study recommends that these lands be redesignated “Medium Density Residential” and that a maximum of 35-units/net ha be applied. The number of units achievable under this scenario would be (1.5ha x 35-units /ha =) 53 units

e) Zoning

The subject lands are zoned OS1 Open Space Conservation Zone by By-law 1-88, which does not permit the proposed development; therefore, an amendment to the zoning by-law is required.

The site specific zoning by-law will implement the findings of the Islington Avenue Corridor Study and the Official Plan Amendment policies.

### Land Use Studies

#### a) Islington Avenue Corridor Study (1990)

In 1990 the City completed a land use review for the lands along the Islington Avenue Corridor, extending from Highway #407 to Rutherford Road. The study provided goals and objectives for the Islington Avenue Corridor as follows:

- maintenance and enhancement of the overall low density residential character; protection of mature landscape features and the natural environment, especially as it relates to the Humber River and its valley;
- ensure that future development is compatible with surrounding residential community and a scale and intensity that is consistent with the predominant low density neighbourhood; and
- provide for redevelopment of appropriate sites, which contributes to the overall character of the area and serves a function to the surrounding residential area.

The study supported primarily low-density residential land use along Islington Avenue, but recognized the intersections at Willis Road/Davidson Drive and Gamble Street/Pine Grove Road, as potential redevelopment and intensification sites, provided that the future development reflect the existing character of the area.

The 1990 Islington Avenue Study provided guidelines for development within the corridor and also established an inventory of commercial uses and buildings of historic and architectural importance. The Islington Avenue Study was received by Council but was not implemented through an amendment to the Official Plan. The study has no legal status.

#### b) Islington Avenue Corridor Study (September 2002)

In September 2002, the IBI Group together with Gartner Lee Limited completed the Islington Avenue Land Use Study, which recommended a preferred land use plan for the area to be implemented through an amendment to the Official Plan. The Official Plan Amendment will include policies to guide development for the corridor, the study and related Urban Design Guidelines will be prepared to implement the Official Plan policies:

The Study recommendations as related to the subject application are as follows:

- A Preferred Land Use Plan as shown on attachment #3 to be implemented by an amendment to the Woodbridge Community Plan;
- Official Plan policies be developed to implement the preferred land uses for the portion of the Study Area north of Willis Road;
- Official plan policies be developed to implement the preferred land uses for the portion of the Study Area south of Willis Road at such time as the remaining residential capacity in the Woodbridge Core (OPA #440) reduces sufficiently or a required review of OPA #440 is carried out which ever occurs first;

The study area was divided into 10 different sub areas. The areas that pertain to the three subject applications are areas C, D, E and I. The preferred land use plan has identified these areas as medium density areas with maximum density of 35-units/net ha and maximum building

heights of 3.5-storeys. The exception being sub area E and sub area I, the Pinegrove on Humber site, where the built form may vary depending on development timing.

The official plan policies recommended by the study will, in part, control density, height, built form and siting, landscape and streetscape. The potential for increased units will be available through the Density Bonus provisions incorporated within the implementing Official Plan Amendment. The Study was considered by Council at the October 7, 2002 Special Committee of the Whole meeting, at which time the following was resolved:

The Committee of the Whole recommends:

- “1. That the recommendation contained in the following report of the Commissioner of Planning, dated October 7, 2002, be approved;
2. That Staff be directed to further review the Islington Avenue Land Use Study and provide a report with respect to building heights proposed, concept of bonus densities, concept of floor space index and the issuance of building permits in relation to road improvements such as Rutherford Road, Islington Avenue as well as Langstaff Road, to a future Committee of the Whole meeting; and
3. That the written submissions of the Commissioners of Planning and Engineering and Public Works to the Wycliffe Ratepayers Association, c/o 76 Kiloran Avenue, Woodbridge, L4L 3A8 dated October 7, 2002, and of Ms. Joanne Mauti, Woodbridge Core Ratepayers' Association, 128 Wallace Street, Woodbridge, L4L 2P2, dated October 2, 2002, be received.”

#### Application Review

##### a) Building Design

The conceptual plan submitted by the applicant identifies a building envelope for a 5-storey building tiering down to 3-storeys.

The Islington Avenue Corridor Land Use Study will be used as the basis for preparing the implementing Official Plan Amendment which will incorporate urban design principles into design guidelines dealing with among other things; building heights, building siting, parking, garages and driveways, streetscape and landscape.

##### b) Parking and Access

The subject application is proposing a single full movement access onto Islington Avenue, a regional corridor. The access leads to a private ring road serving the proposed condominium development. The Region of York has jurisdiction over the location and design of the access. A road widening along the entire frontage on Islington Avenue is required.

The plan submitted by the applicant is conceptual and indicate surface parking and underground parking, but does not provide stats on the number of spaces. Based on the proposed development and residential parking standards in By-law 1-88, parking required is calculated (150-units x 1.75 spaces/unit (includes .25 spaces for visitor parking) =) 263 spaces.

##### c) Traffic Study

A Traffic Study was not submitted to the City in support of this application. As part of the Land Use Study Corridor, the IBI Group carried out a traffic study for the land use area. The numbers used were based on the Region of York traffic operation forecasts to the year 2011.

The study identified the following road improvements to be completed by 2011 all of which would assist in accommodating increased traffic:

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

The traffic study concluded, with all the road improvements in place and from a traffic operation perspective, the increased traffic from this proposal, along with the other two proposals would have minimal impact on the area network, compared to the 2011 future total traffic operations. The study also recognized that the 2011 future total traffic operations at the Islington Avenue and Highway #7 intersection may be at capacity during the peak travel periods. The additional traffic increase resulting from the proposed development may have noticeable and negative impact on the Islington Avenue and Highway #7 intersection. The preferred land use option proposes increases that are lower than the proposed developments, and therefore based on the preferred land use and with the planned roadway improvements, the increased traffic can be accommodated.

d) Servicing and Grading

The Engineering Department has reviewed the conceptual plan for the proposed development and have indicated that no allocation is available for the proposed 150 unit condominium .

Toronto Region and Conservation Authority

The latest comments from the authority determined the Regional Flood elevation at 147.6m and the 100 year flood (Hydraulic Floodway) at 146.6m. In accordance with TRCA Policy, all lands within the 100 year floodplain are prohibited for any new development and all structures above this elevation must be flood-proofed to 147.9m (Regional Flood plus .3m freeboard).

The authority requires that the applicant submit a revised plan delineating the hydraulic floodway. The lands below the hydraulic floodway must be dedicated to the City or the TRCA.

Conclusion

Official Plan Amendment #240 provides policies for a predominantly low density residential community, but encourages some higher densities to accommodate senior citizens and other family housing needs. The overall objective is to create a distinct residential community of scale and character, which relates well to the existing village quality of Woodbridge, and possess a strong sense of community identity while ensuring the arrangement of social, physical and economic facilities and services necessary for the proper functioning of the community in such away as to provide optimum convenience, efficiency, safety and attractiveness to the present and future population.

The Regional Official Plan identifies Vaughan as an urban area served by major transportation regional and urban corridors and future transit system. Specifically, Islington Avenue is an urban corridor, along which new development and employment growth at densities that make transit service possible, is encouraged.

The City has recently concluded a Land Use Study for the Islington Avenue Corridor, including the subject lands. The Study recommends medium density residential for the lands. In consideration of the above, staff can support medium density residential land use. Staff is of the opinion that the proposed development should be scaled down to a manner that is consistent with the recommendations of the Islington Avenue Study. Further refinements to the recommendation may be required prior to the actual hearing of the OMB scheduled for November 25, 2002.

Staff support the proposed development, subject to it being revised in accordance with the findings of the land use Study, and with the conditions outlined in the recommendation section of this report. Should Council Concur, the recommendation of this report can be adopted.

**Attachments**

1. Location Map
2. Site Plan
3. Islington Avenue Preferred Land Use, Plan

**Report prepared by:**

Eugene Fera, Planner, ext. 8064  
Art Tikiryan, Senior Planner, ext. 8212  
Marco Ramunno, Manager, Development Planning, ext. 8485

Respectfully submitted,

MICHAEL DeANGELIS  
Commissioner of Planning

JOANNE R. ARBOUR  
Director of Community Planning

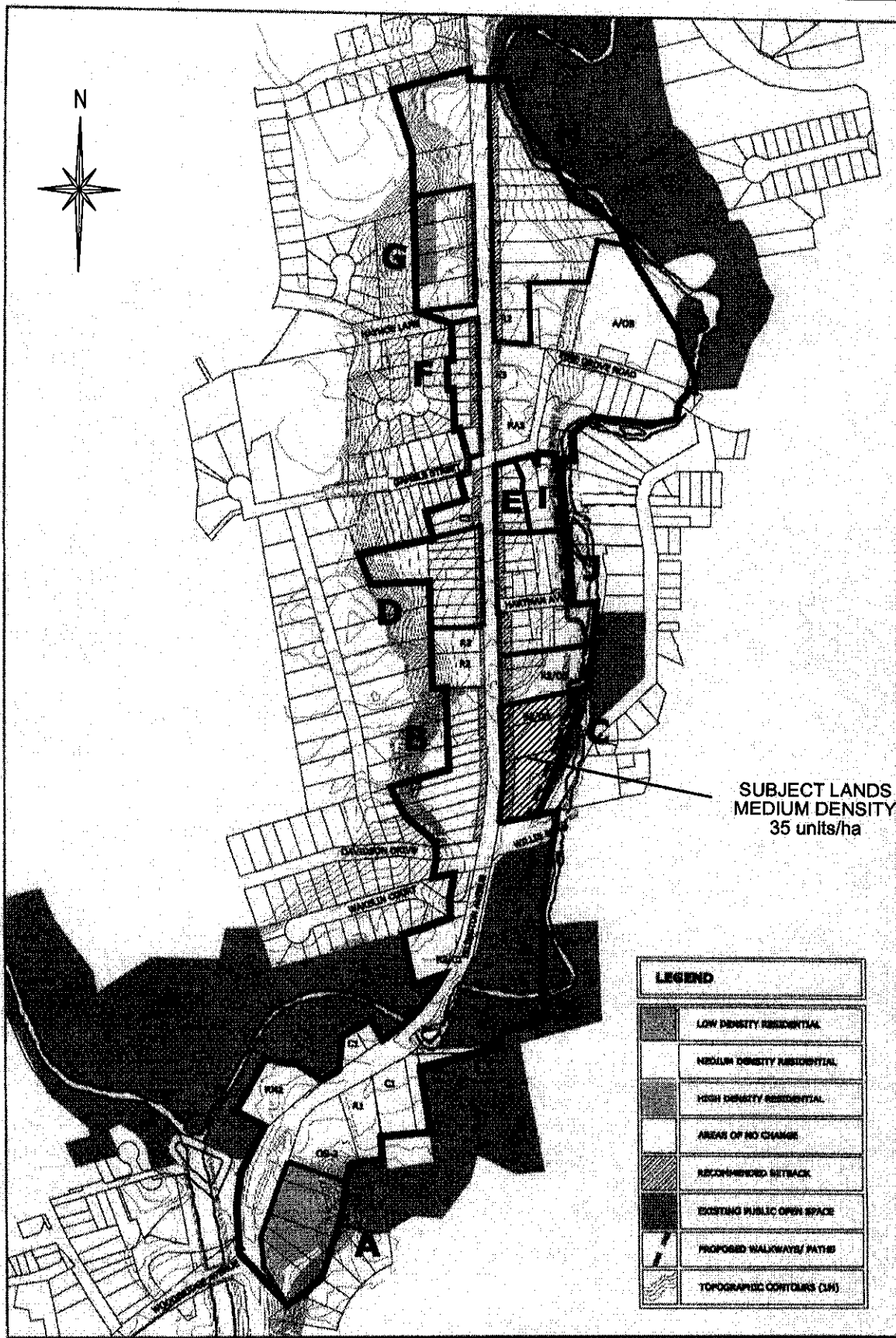
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## Islington Preferred Land Use Plan

Part Lot 9,  
Concession 7

APPLICANT:  
ROBERT FREDERICK GOOD et al.

City of  
**Vaughan**

Community Planning Department

## Attachment

FILE No.:  
Z.01.020 & OP.01.008

October 9, 2002

Not to Scale

# 3