

COMMITTEE OF THE WHOLE OCTOBER 21, 2002

**OFFICIAL PLAN AMENDMENT FILE OP.00.020
ZONING BY-LAW AMENDMENT FILE Z.00.094
LANADA INVESTMENTS LTD.**

Recommendation

The Commissioner of Planning recommends:

1. THAT Official Plan Amendment and Zoning By-law Amendment Applications OP.00.020 and Z.00.094 (Lanada Investments Ltd.), BE APPROVED to redesignate and rezone the lands consistently 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 'Medium Density Residential' and include, but not be limited to, policies respecting design criteria, maximum building height, density and appropriate buffering to adjacent 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, Phase One 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 be conform to the Urban Design Guidelines for the area; and
 - v) an environmental assessment report shall be submitted, if required.

Purpose

On October 12, 2000, the Owner submitted applications to amend the Official Plan and Zoning By-law to redesignate the subject lands from "Low Density Residential" to "High Density

Residential” and to rezone the subject lands from R2 and R3 Residential Zones to RA1 Apartment Residential Zone to permit the development of a 4-storey, 64-unit senior’s apartment building. Parking for the development includes 64 underground spaces and 16 surface parking spaces, with access by way of a driveway from Islington Avenue.

Background - Analysis and Options

The subject lands are located on the west side of Islington Avenue, south of Gamble Street, being Part of Lot 26, Registered Plan M-1106 (8334 Islington Avenue), on Lot 9, Concession 7, City of Vaughan. The subject lands have an area of 0.608 ha, with 15.34 metres of frontage on Islington Avenue. It is irregular in shape, with a treed steep slope along the rear of the property. The site is currently developed with a two-storey detached dwelling. The surrounding uses are:

- North - detached dwellings (R3 Residential zone), commercial plaza and gas station (C3 Local Convenience Zone)
- South - detached dwellings (R1V Old Village Residential Zone and R2 Residential Zone)
- East - detached dwellings (R2 Residential Zone)
- West - detached dwellings (R1V Old Village Residential Zone)

On December 11, 2000, a Public Hearing was held, and on December 18, 2000, Council adopted the following Committee of the Whole recommendation:

- "1. That the recommendation contained in the following report of the Commissioner of Planning and Urban Design, dated December 11, 2000, be approved; and
2. That the deputation of Mr. Peter Smith, Weston Consulting Group, Suite 320, Royal Centre, 3300 Highway No.7, Vaughan, L4K 4M3, on behalf of the applicant, and colour renderings be received."

Subsequent to the public hearing a number of area residents have submitted comments in opposition to the proposed development and raised several issues with respect to traffic, density, height and open space and community character preservation. A Community Meeting was held on April 11, 2001. At which time, a number of ratepayers reiterated their concerns and opposition to the proposal.

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 Robert Frederic Good Et Al, OP.01.008 and Z.01.020). Council subsequently adopted the following Committee of the Whole recommendation:

- "1. Direct Staff to undertake a comprehensive land use study in respect to land use planning policies for 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 use and planning policies for the area. The Study is now complete and was considered at a Public Hearing on October 7, 2002, as discussed later in this report.

On September 27, 200 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 Ontario Municipal Board hearing is scheduled for November 25, 2002 and is consolidated with the hearing for the "Pinegrove on Humber" and "Lanada Investments" proposals.

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, and encourages the development of strong communities and generally supports densities which;

- efficiently uses land, resources, infrastructure and public service facilities;
- avoids the need of unnecessary and/or uneconomical expansion of infrastructure;
- supports the use of public transit; and
- supports uses appropriate to the type of sewage and water systems, which are planned.

The PPS also encourages a full range of housing types and densities to meet projected demographic and market requirements of current and future residents, through the residential intensification of built-up areas that have an infrastructure that can create potential supply of new housing units.

b) Regional Official Plan (July 13, 1999)

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 No. 240 (Woodbridge Community Plan) and are subject to the residential policies of the plan.

An overall objective of OPA No. 240 is to create a distinct residential community of scale and character, which relates well to the existing village quality of Woodbridge, and possesses 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 No. 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 No. 240 is to provide for a predominantly low density residential 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 a "High Density Residential" designation to permit a four-storey, 65-unit seniors condominium apartment building. Taking the entire parcel into consideration, including a large sloped parcel of land at the rear of this property, the proposed density is 105 u/gross ha.

The Islington Avenue Land Use Study recommended that these lands (as part of Area D) be designated to "Medium Density Residential" at a maximum density of 35 units/net ha. The number of units achievable on the subject lands under this scenario, are calculated as 0.608 ha x 35 units/ha = 21 units.

This unit count is generated utilizing the Maximum New Units (Based on Maximum Permitted Density) calculations in Table 5. Preferred Land Use Plan Statistics of The Islington Avenue Land Use Study.

The proposed high density development does not reflect the results of the Islington Avenue Land Use Study with respect to density and height. The maximum density as recommended by the study is 35 units/net ha, and the maximum height of medium density buildings is 3.5 storeys (11 metres).

e) Zoning

The subject lands are zoned R2 Residential Zone and R3 Residential Zone by By-law 1-88, which does not permit the proposed development; therefore, an amendment to the zoning by-law is required.

The application proposes to rezone the subject parcel to RA1 Apartment Residential Zone, with site specific exceptions to facilitate the proposal. Based on the conceptual plan the following are required:

- on site parking layout;
- building setbacks;
- permit the high density residential use;
- amenity area;
- the exact exceptions will be determined during the processing of the site development application; and
- required parking to be determined.

The site specific zoning by-law would implement the findings of the Islington Avenue Land Use Study and subsequent 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 at Gamble Street/Pine Grove Road, as potential redevelopment and intensification sites, provided that the future developments 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 Land Use Study (2002)

In September 2002, 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 and contain Official Plan Policies to guide development for the corridor, the study provided the following:

- 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; and

- 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 polices 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 Bonusing 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 Committee of the Whole resolved:

- "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 the maximum 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 & 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 for the application includes a site plan and a cross section of the proposed building. The site plan identifies a building envelope with no dimensions. The cross-section of a 4-storey building shows how the building is to be developed in relation to the lot and existing slope. The site plan indicates a total of 64 units, are to be served by a total of 80 parking spaces (64 underground and 16 surface spaces).

The Islington Avenue 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. A revised application for medium density residential development will be reviewed in context of the Official Plan Amendment for the area.

b) Parking

The subject application is proposing a single, full-movement access onto Islington Avenue, a regional corridor, and a long driveway into the developable area of the site. The Region of York have jurisdiction over the location and will design of the access. A road widening along the entire frontage on Islington Avenue is required.

A total of 80 parking spaces are proposed for the 64-unit seniors' apartments calculated at the rate of 1.25 spaces/unit. Any revised plan will be reviewed for sufficient parking for Medium Density development.

c) Traffic Study

A Traffic Study was submitted to the City in support of this application. As part of the Land Use Study, IBI Group carried out a traffic study for the study 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; and
- 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 sewage and water allocation has been reserved for this site.

The Engineering Department has also reviewed the Geotechnical Study and have indicated a more definitive report is required that addresses slope stability, and that more boreholes are required, especially in the area of the foundation.

The Engineering Department advises that development of the subject lands would require the following:

1. sewage and water servicing capacity allocation from Council.
2. a Servicing Report addressing how proposed development on the subject lands would be serviced.
3. York Regional approval and any conditions the Region may impose.
4. A noise report.
5. The Geotechnical Investigation revised to address slope stability and provide additional boreholes.

Region of York

The Regional Transportation Department has indicated that detailed engineering drawings and a traffic impact study are required to be submitted for review and approval at the site plan approval stage.

Toronto Region and Conservation Authority

The Toronto Region and Conservation Authority has reviewed the proposal and have advised that since the proposal does not appear to affect the program or policy interests of the Authority, they have no objections to the application as submitted.

Conclusion

Official Plan Amendment No. 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 use for the subject lands. In consideration of the above, staff can support the medium density residential. 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 recommendations 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 Preferred Land Use Plan

Report prepared by:

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Respectfully submitted,

MICHAEL DeANGELIS
Commissioner of Planning

JOANNE R. ARBOUR
Director of Community Planning

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Location Map

Part Lot 9,
Concession 7
APPLICANT:
LANADA INVESTMENTS LTD.



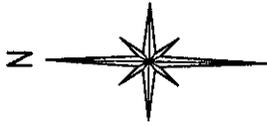
Community Planning Department

Attachment

1
 FILE No.:
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 Z.00.094
 October 9, 2002

DEVELOPMENT STATISTICS:

A. EXISTING SITE AREA: 0.608 ha
 SENIORS APARTMENTS: 64 units
 SITE DENSITY: 105.3 UPH
 Parking required @ 1.25 space per unit: 80 spaces
 Surface: 16 spaces
 Underground: 64 spaces
TOTAL: 80 spaces

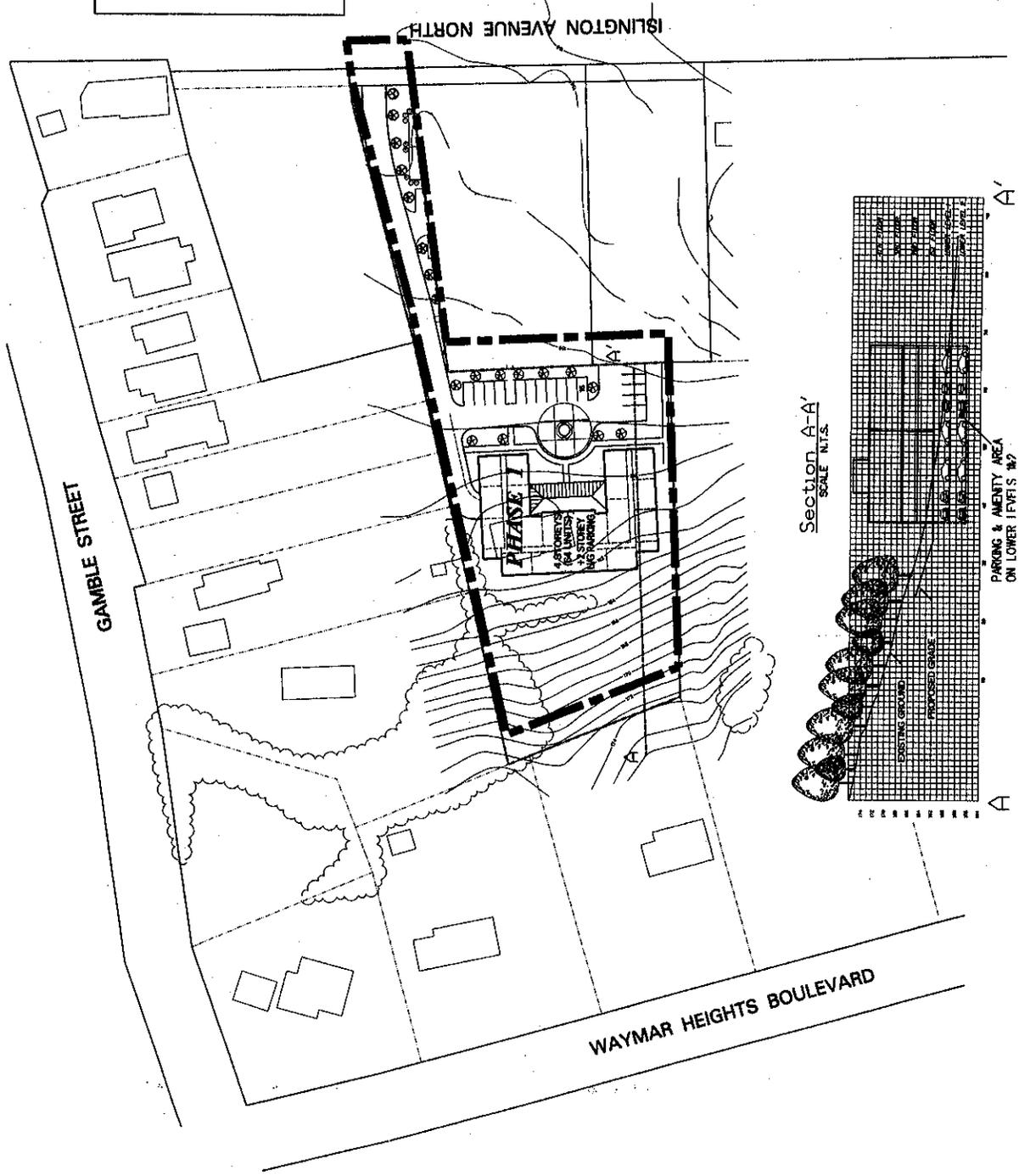


SUBJECT LANDS

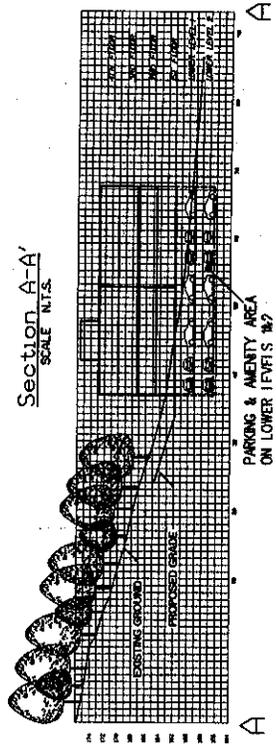


NOT TO SCALE

Attachment 2
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Section A-A'
 SCALE N.T.S.

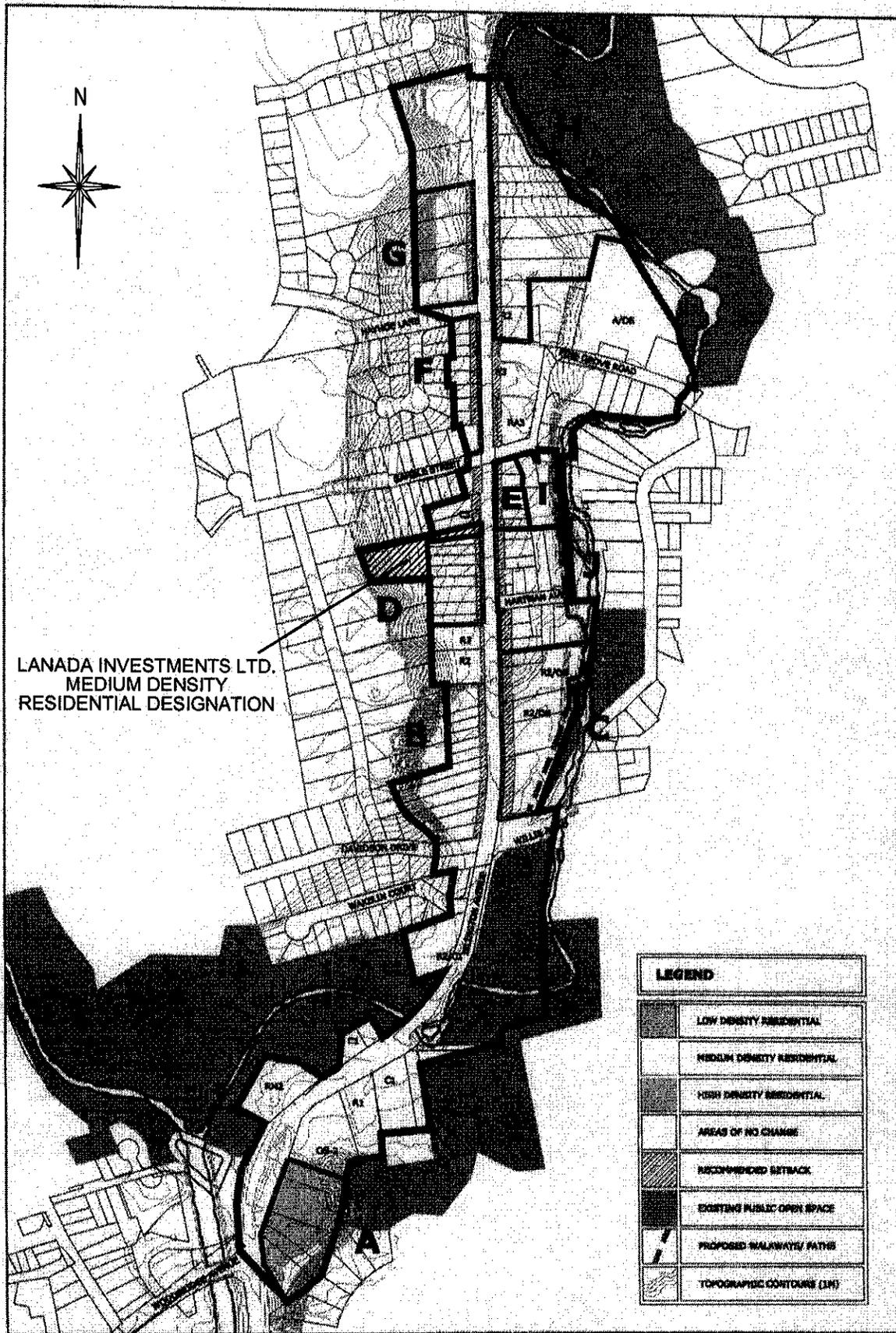


Site Plan

Part Lot 9,
 Concession 7
 APPLICANT:
 LANADA INVESTMENTS LTD.



Community Planning Department



**Islington Preferred
Land Use Plan**

Part Lot 10,
Concession 7

APPLICANT:
LANADA INVESTMENTS LTD.



Community Planning Department

Attachment

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Not to Scale

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