

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

**OFFICIAL PLAN AMENDMENT FILE OP.00.025  
ZONING BY-LAW AMENDMENT FILE Z.01.111  
PINEGROVE ON HUMBER  
REPORT #P.2001.17**

**Recommendation**

The Commissioner of Planning recommends:

1. THAT Official Plan Amendment and Zoning By-law Amendment Applications OP.01.025 and Z.01.111 (Pinegrove on Humber), BE APPROVED to redesignate and rezone the lands consistent 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 official plan contain policies restricting housing types to ground related forms such as townhouse units for this site and that any development take advantage of the valley vistas;
  - e) 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;
    - iii) rezone portions of the subject lands to OS1 Open Space Conservation Zone to remain undeveloped and protected; and
    - iv) establish the minimum setback to the approved top-of-bank.
  - f) 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) that the inclusion of maximum building height and/or number of storeys be determined prior to the OMB hearing of November 25, 2002;
    - iii) the site plan agreement for any residential development on this parcel contain the appropriate warning clauses clearly stating the nature of the Hayhoe Mills industrial operation and its' noise and traffic generation;

- iv) 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;
- v) elevations identifying building materials, colours and other architectural details shall conform to the Urban Design Guidelines for the area;
- vi) the Toronto Region and Conservation Authority shall identify the limits of the open space area; and
- vii) an environmental assessment report shall be required.

### **Purpose**

On December 13, 2000, the Owner submitted applications to amend the Official Plan and Zoning By-law to redesignate and rezone the subject lands to permit a high density residential development comprising of a 3½-storey, 60 unit seniors/adult lifestyle condominium building. Parking for the development includes 22 surface parking spaces and 56 underground spaces.

### **Location**

The subject lands are located southeast of Islington Avenue and Pine Grove Road, being Lots 15 to 19, and Part of Lots 1 and 20 on Plan M-1111, known municipally as 245, 249, 253 and 255 Islington Avenue, City of Vaughan. The assembled parcel has a lot area of .588ha, is irregular in shape, relatively flat with a considerable slope along the eastern lot line and is heavily treed along the valley. The surrounding lands uses are:

- North - Pine Grove Road; apartment building (RA3 Apartment Zone) and (C1 Restricted Commercial Zone) HayHoe Mills industrial operation
- South - residential (R2 Residential Zone)
- East - Humber river valley (OS1 Open Space Zone)
- West - residential (R2 Residential Zone)

### **Background**

At February 19, 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. Council recommended that the applicant meet with the area residents to address the concerns raised at the Public hearing. On April 4, 2001 a community meeting was held to discuss the proposed development, at which time a number of the area residents once again spoke against the high density residential development

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 (Robert Frederick Good Et Al., OP.01.008, Z.01.020 and Lanada Investments, OP. 00.020 and Z.00.094). 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 March 11, 2002, the applicant appealed this 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 "Robert Frederick Good Et Al" and "Lanada Investments" 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, 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 all the subject land. The land use study establish 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” and “Drainage Tributary” by OPA #240, (Woodbridge Community Plan) and are subject to the residential policies of the plan.

An overall objective of OPA #240 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. 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 is proposes to redesignate the subject lands from “Low Density Residential” to a High Density Residential” to permit a 60 unit, 3 1/2 storey residential seniors condominium building. The proposal translates to a density of 102 units/net ha. This amount was calculated taking the entire parcel into consideration including land that may not be developable given its elevation.

The Islington Avenue Study recommended that these lands (Area I) be entirely redesignated “Medium Density Residential” as a maximum density of 35 units/net ha. The number units achievable on the subject lands under this scenario are calculated as .588 ha x 35 units/ha = 21 units

The current proposal does not comply with the recommendations of the land use Study with respect to density.

e) Zoning

The subject lands are zoned R2 Residential Zone and 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 application proposes to rezone the subject parcel to RA3 Apartment Residential Zone, with site specific exceptions to facilitate the proposal. Based on the conceptual plan the following exceptions are required:

- minimum lot frontage
- high density residential use
- amenity area
- the exact exceptions will be determined during the processing of the site development application

The site specific zoning by-law would implement the findings of the Islington Avenue Corridor Study and the 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 Corridor 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 #4 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 sub area specifically for this application is sub area 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 as follows:

“if the I portion of sub area E and I develops separately, housing types should be limited to ground-related forms (ie not low-rise apartments) because of the size of the site, its proximity to Hayhoe Mills, required access onto Pine Grove Road, the goal to preserve views to the Humber River floodplain and its proximity to adjacent single family housing.”

The official plan polices recommended by the study will, inpart, 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 following was 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 by the applicant proposes a long narrow 3½-storey and building structure running north and south. The southern portion of the building is 5-storeys in height due to the property grade, which slopes downward to the southeast. From the conceptual elevations, it appears that the building will be constructed out of a brick/stucco combination finish, capped off with a mansard type roof. The site plan identifies a building envelope and minimal parking layout, but does not provide information on amenity space, or size of individual units.

Final elevations will be reviewed by Staff at the site development stage, which would include, for example compatibility with existing housing and building stock, building height, form and construction, building material and architecture, buffering and landscaping. The Land Use Study will be used as a guide to control development along this corridor. The new Official Plan Amendment which will implement the recommendations of the Land Use Study, 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

The subject application is proposing a single, full-movement access onto Pine Grove Road. The existing laneway, which services the parcels that make up the subject land, is owned by the City of Vaughan. The applicant in his proposal included this land as part of the development and is vital to the overall functioning and design of the proposal. A request to purchase this sliver of City owned land has been made by the applicant and is currently being considered. The single access onto Pine Grove Road leads to a private ring road, parking area and underground garage. The City of Vaughan Transportation Department will have to review the design of the access with respect to functioning of the access, for residential, emergency and service level.

The proposed application is providing 78 parking spaces, 22 spaces are located above ground while the remainder are proposed below grade. Based on the By-law standards parking required for this development is calculated as follows:

Proposed 60 units x 1.75 spaces/unit (includes .25 spaces for visitor parking) = 105 spaces.

In consideration of the above the proposed development is deficient 27 parking spaces.

A policy of OPA #240 for medium and high density residential development, is to ensure that adequate parking, amenity and setbacks are provided. Staff will ensure that parking among other things is satisfactorily addressed. Any shortage in parking will require a parking study approved by the City Transportation Department. The applicant has advised that development proposed is geared for seniors/adult lifestyle living and that parking generated is considerably less than a typical condominium.

The City cannot restrict tenure and the applicant has not provided information on the marketing or size of the units to suggest that this development is specifically for seniors living, therefore a parking standard less than the by-law requirement must be justified through a parking study approved by the City of Vaughan Transportation Department.

c) Traffic Study

A Traffic Study was not 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 easily 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 60 unit condominium building.

A Phase One Site Assessment report was submitted in support of the applications. The report was prepared by Soil Eng Limited and peer reviewed by the City Peer review consultant DCS Decommissioning Consulting Services Limited. The finding and recommendation from the peer review in part are as follows:

- that the City require the proponent to undertake an intrusive assessment of the fill soils on the site to determine the environmental suitability of the fill soils
- Recommend that all inorganic parameters outlined in the MOE Guidelines be assessed in all fill samples
- where wood, asphalt and construction debris are present in sufficient quantities, they should be removed from the site and disposed in accordance with O.Reg. 347

Prior to any development approval the City Engineering Department shall be satisfied that the soil is suitable for residential use.

Toronto Region and Conservation Authority

The Authority has reviewed the Geotechnical Investigation report prepared for the subject lands and provided the following comments.

- the Authority is generally satisfied with the conclusions and recommendation of the Geotechnical Report and note that a setback of 3 to 6m is recommended from the physical top of valley bank
- the stable top of bank will define the new development limit and that a 10m minimum structural setback would be required for all buildings and structures from the stable top of bank. (VSCMP)
- All lands below the stable top of bank line would have to be recognized within the appropriate zoning category to prohibit the construction of any buildings or structures.

The authority requires a revised survey and/or site plan which identifies the physical top of bank and additional 3m to 6m setback, as identified in the Geotechnical report. In addition a permit in accordance with Ontario Regulation 158 is required prior to any works being done.



## Noise

The applicant will be required to submit a noise study with the site development application. Appropriate noise warning clauses. If required, will be included in the site plan agreement. Specifically for the noise and traffic generated by Islington Avenue and from the existing Hayhoe Mills operation on Pine Grove Road.

## Urban Design Department

This department has reviewed the proposed development and provided the following comments as follows:

- a vegetation inventory and assessment will be required
- a landscape plan will be required for the development application and should address the concerns of the neighbouring residents and be in keeping with the landscape works in similar developments in the area.
- Cash-in-lieu of parkland will be reviewed as part of the site plan application.

## Heritage

The proposal included a home that that is listed as a heritage building, its demolition will have to be reviewed and approved by the Heritage Vaughan Committee. The owner has made request to demolish this structure known as 255 Pine Grove Road.

## Region of York

The Regional Development Review Committee has indicated no objection to the proposed amendment, provided that the City allocate the necessary servicing capacity required for the increase in density.

## **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 use for the subject lands. In consideration of the above, staff can support a higher density development on the subject lands, but given the shape and location of this site, its surrounding land uses and constricted

access the proposed development form is far to intense for the property. 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 of 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. Elevations
4. Islington Avenue Preferred Land Use, Plan

**Report prepared by:**

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Art Tikiryan, Senior Planner, ext. 8212  
Marco Ramunno, Manager of Development, ext. 8485

Respectfully submitted,

MICHAEL DeANGELIS  
Commissioner of Planning

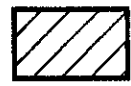
JOANNE R. ARBOUR  
Director of Community Planning

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ATTACHMENT '1'  
LOCATION MAP

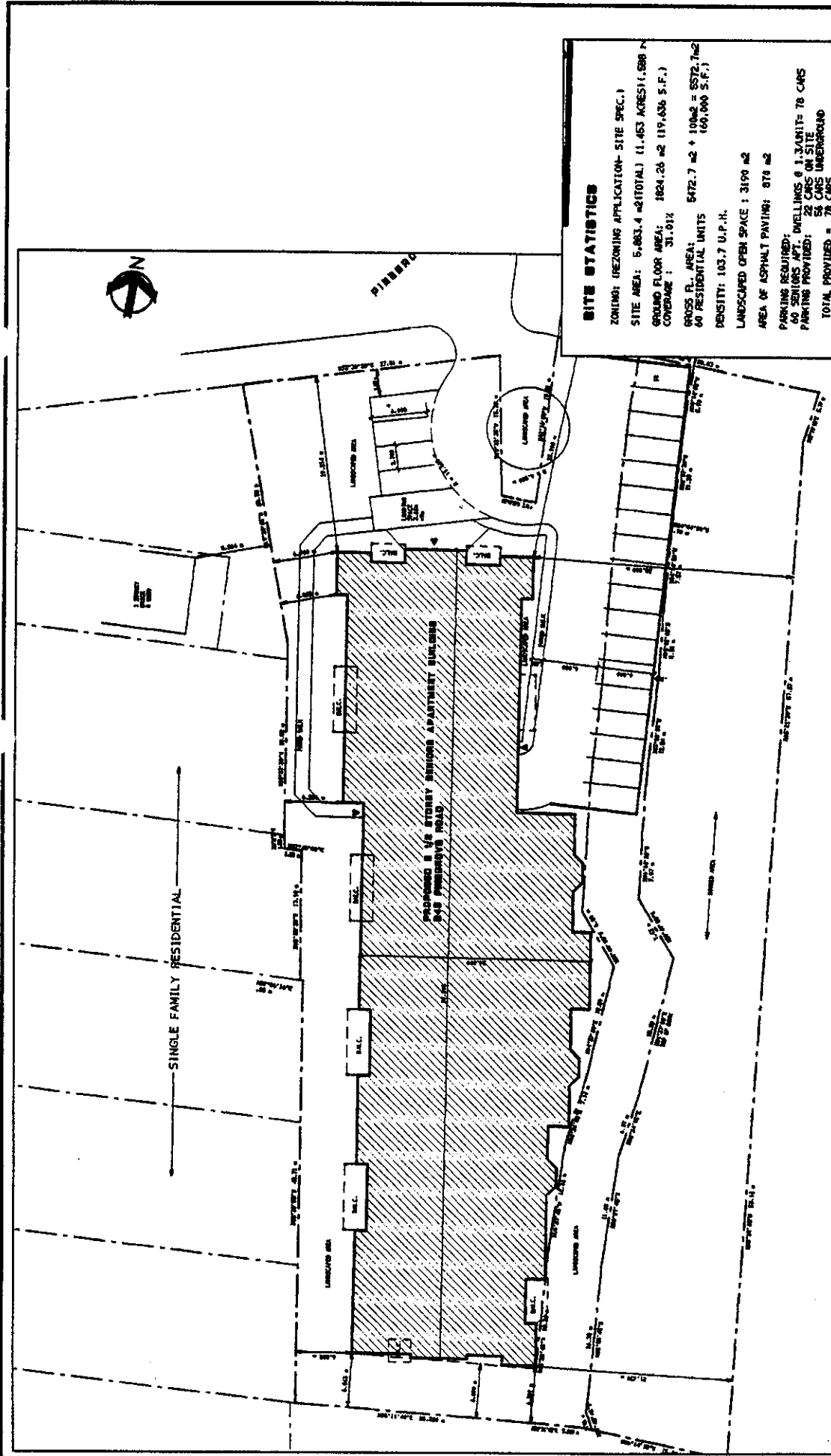
FILE #:	REPORT #:
OP.00.025 Z.00.111	LOCATION: PT. LOT 9, CONC. 7



CITY OF VAUGHAN  
PLANNING DEPARTMENT

APPLICANT:  
PINE GROVE ON HUMBER

DATE: 01/01/10  
SCALE: NOT TO SCALE



**SITE STATISTICS**

ZONING: REZONING APPLICATION- SITE SPEC.1  
 SITE AREA: 5,863.4 ±(TOTAL) (1,463 ACRES)(1,698 ±  
 GROUND FLOOR AREA: 1824.26 ±(119,636 S.F.)  
 COVERAGE : 31.01%  
 GROSS FL. AREA: 5472.7 ± + 100± = 5572.7±  
 60 RESIDENTIAL UNITS 160,000 S.F.  
 DENSITY: 103.7 U.P.H.  
 LANDSCAPED OPEN SPACE : 3190 ±  
 AREA OF ASPHALT PAVING: 879 ±  
 PARKING REQUIRED:  
 60 SEDANS APT. DWELLINGS @ 1.3/UNIT = 78 CARS  
 PARKING PROVIDED: 22 CARS ON SITE  
 TOTAL PROVIDED = 78 CARS  
 58 CARS UNDERGROUND

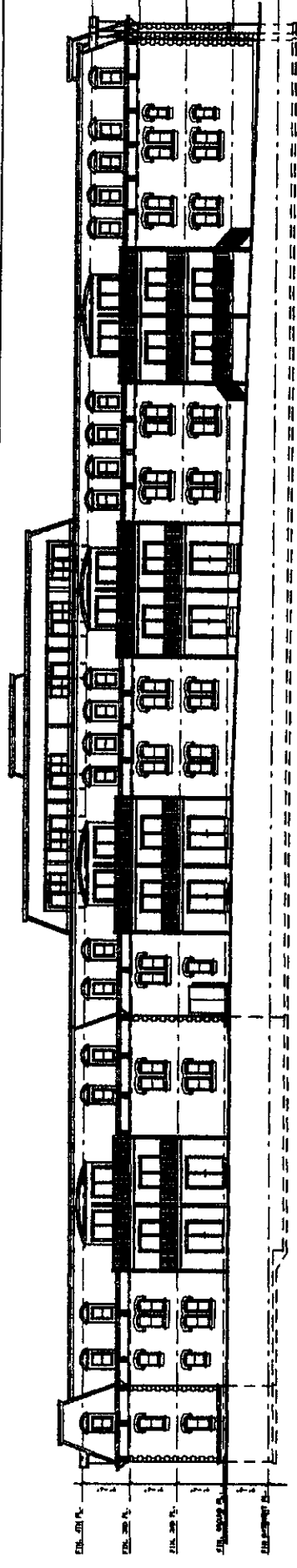
**O.B.C. CLASSIFICATION**

BUILDING AREA: 350 ±  
 3 1/2 STORIES WITH INCREASING  
 STORAGE, STORAGE, SPRINKLED,..... O3  
 1 1/2 FLOORS RESIDENTIAL, SPRINKLED,..... O1  
 BUILDING CLASSIFICATION: 45 PER O.B.C. 2.2.2.4  
 ACCESS WAYS: O.B.C. 2.2.2.3 (NOT REQUIRED)  
 ACCESS TO ESCAPE: O.B.C. 2.2.2.3 (REQUIRED)  
 STORAGE WARE: O.B.C. 2.2.2.3 (REQUIRED)  
 O.B.C. 2.2.2.2 (SEE FIRE SEPARATION)

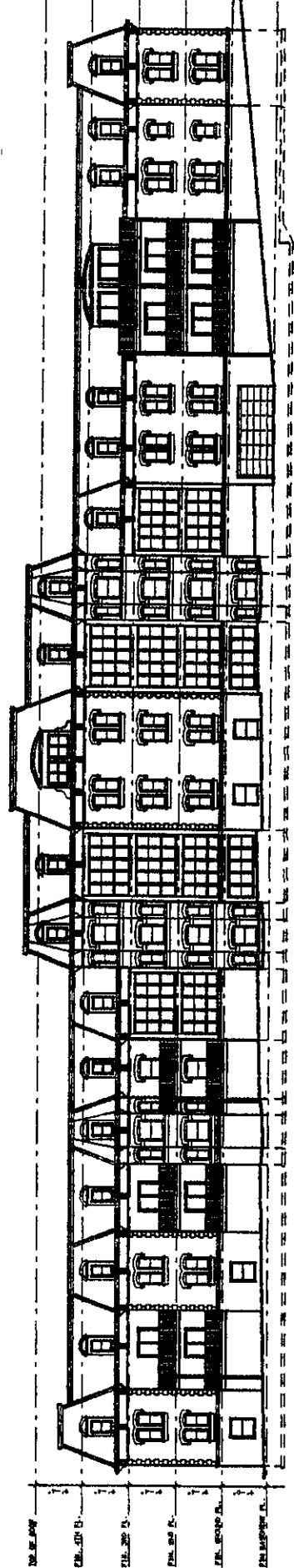
**ATTACHMENT '2'  
 SITE PLAN**

FILE #:	REPORT #:
OP.00.025 Z.00.111	LOCATION: PT. LOT 9, CONC.7

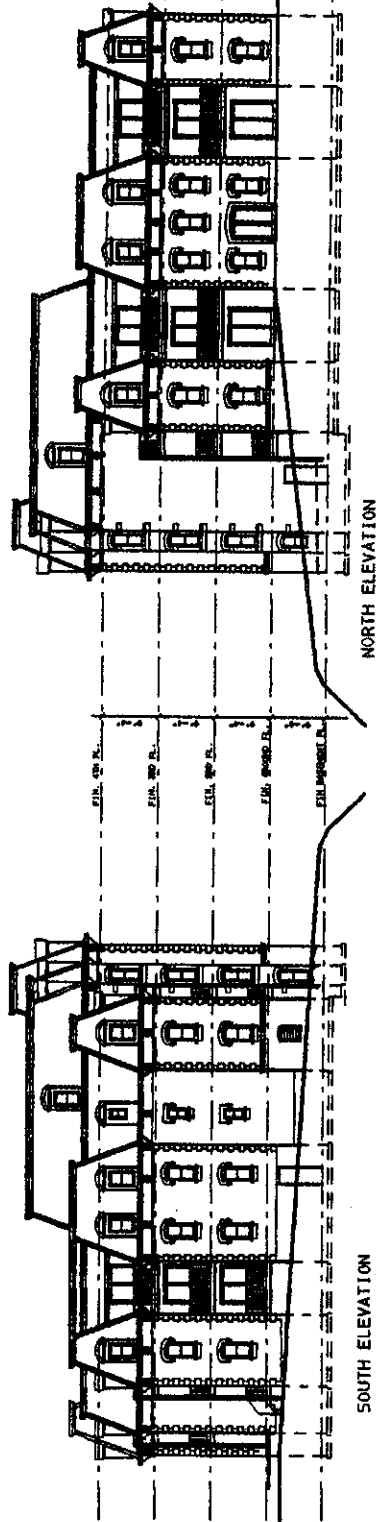
APPLICANT:	DATE: 01/01/10
CITY OF VAUGHAN PLANNING DEPARTMENT	SCALE: NOT TO SCALE
PINE GROVE ON HUMBER	



WEST ELEVATION



EAST ELEVATION



SOUTH ELEVATION

NORTH ELEVATION

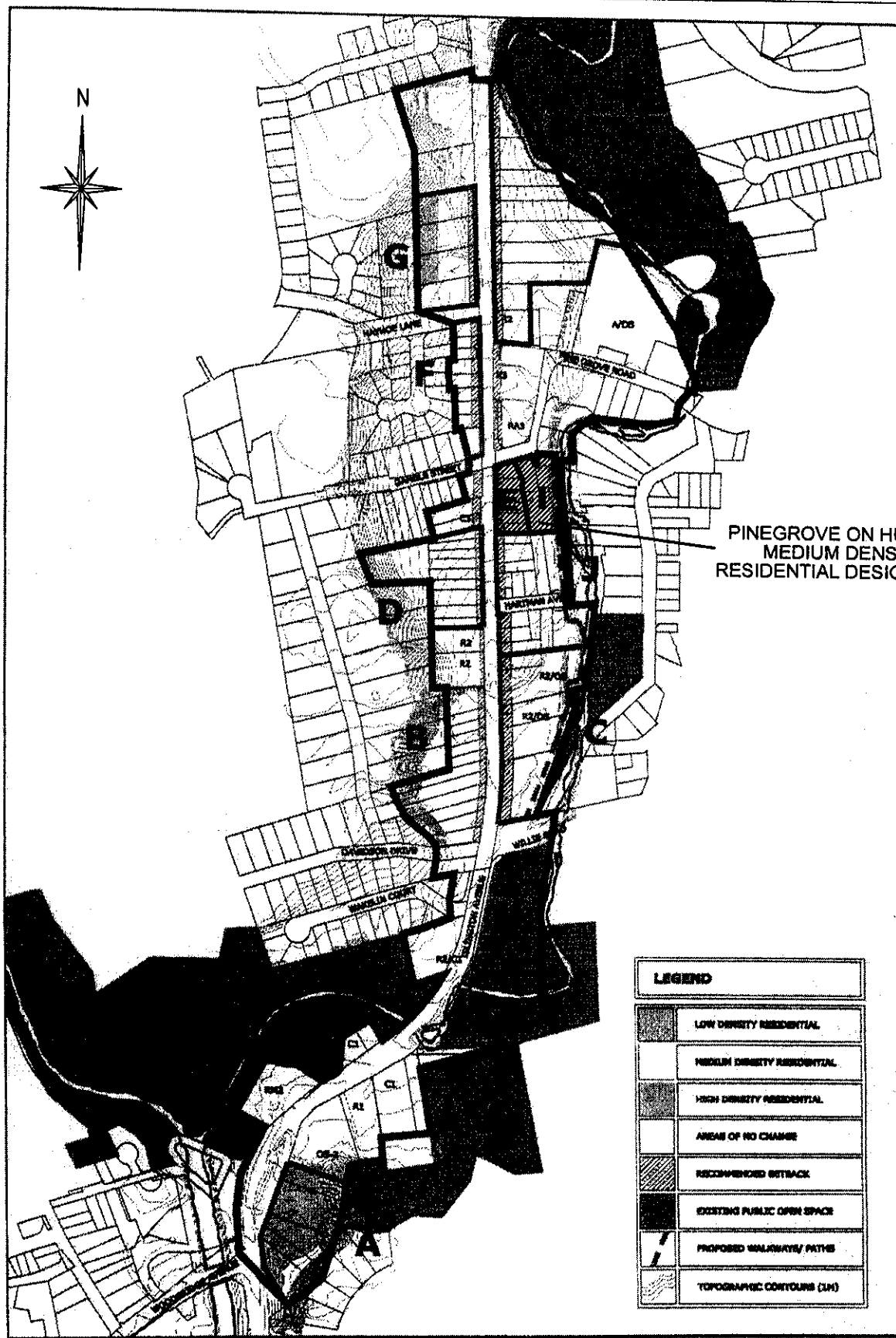
ATTACHMENT '3'  
ELEVATION

FILE #:	REPORT #:
OP.00.025 Z.00.111	LOCATION: PT. LOT 9, CONC.7

DATE:	01/01/10
SCALE:	NOT TO SCALE

CITY OF VAUGHAN  
PLANNING DEPARTMENT

APPLICANT:  
PINE GROVE ON HUMBER



PINEGROVE ON HUMBER  
MEDIUM DENSITY  
RESIDENTIAL DESIGNATION

LEGEND	
	LOW DENSITY RESIDENTIAL
	MEDIUM DENSITY RESIDENTIAL
	HIGH DENSITY RESIDENTIAL
	AREAS OF NO CHANGE
	RECOMMENDED OUTBACK
	EXISTING PUBLIC OPEN SPACE
	PROPOSED WALKWAYS/PATHS
	TOPOGRAPHIC CONTOURS (1M)

**Islington Preferred  
Land Use Plan**

Part Lot 10,  
Concession 7

APPLICANT:  
PINEGROVE ON HUMBER



Community Planning Department

**Attachment**

FILE No.:  
OP.00.025 & OP.00.111

October 9, 2002

Not to Scale

**4**