

**OFFICIAL PLAN AMENDMENT FILE OP.03.016
ISLINGTON AVENUE LAND USE STUDY (2002)
CITY OF VAUGHAN FILE 21.35**

Recommendation

The Commissioner of Planning recommends:

1. That the attached Official Plan Amendment for the Islington Avenue corridor between Woodbridge Avenue and Langstaff Road, be supported to implement the land use policies recommended through the Islington Avenue Land Use Study-September 2002.
2. That the Islington Avenue Land Use Study Urban Design Guidelines dated May 2003, be adopted.
3. That the Official Plan Amendment be forwarded to the Council meeting of June 23, 2003 for adoption.

Purpose

To submit the Official Plan Amendment and Urban Design Guidelines for the Islington Avenue Study Area for Council's consideration for adoption.

Background - Analysis and Options

Public Hearing

On June 2, 2003, a Public Hearing was held to consider Official Plan Amendment Application OP.03.016 (City of Vaughan), to re-designate five segments of the Islington Avenue Study corridor from "Low Density Residential". Four of the five land segments propose redesignation to "Medium Density Residential", while "High Density Residential" is proposed for the most southerly parcel. Urban design guidelines have been prepared for the entire corridor. The proposed land use plan and associated policies reflect the recommendations of IBI Group consulting team's Islington Avenue Land Use Study-September 2002. IBI has also prepared the Urban Design Guidelines.

At the Public Hearing, Council received the application and resolved, in part, "that any issues identified be addressed by Staff in a comprehensive report to Committee of the Whole". No comments in objection to the application were received from the circulation of the notice.

During the Public Hearing, a concern was raised about the "High Density Residential" designation of the most southerly parcel within the study area, at Islington Avenue and Woodbridge Avenue. Through the Study, it was determined that this site provides an excellent opportunity for high density residential, as a completion in or anchor to the Woodbridge Core Area. This high density use adjacent to the wider, four lane segment of Islington Avenue, can be seen to form a logical extension of the scale and intensity of uses permitted in the Core. To ensure that the proposed high density residential will not compete with the residential development of the Woodbridge Core, the development of this parcel will only be permitted once the residential component of the Core is considered to be fully built.

The purpose of the Islington Avenue Land Use Study was to examine existing and appropriate future land uses for lands fronting on the west and east sides of Islington Avenue, from Woodbridge Avenue to Langstaff Road. The study addresses key planning issues, including land use compatibility, transportation, environmental and community impacts, and urban design principles for any future development within the corridor.

The Islington Avenue Land Use Study-September 2002, prepared by IBI Consulting Group, was considered on October 14th, 2002, when Council resolved to:

- (i) endorse the study land use recommendations, including the land use plan as the basis for the preparation of secondary (OPA) policies for the subject area;
- (ii) retain IBI Consulting Group Inc. to prepare the corresponding Official Plan Amendment and related urban design guidelines to implement the Plan, as an extension of the Islington Avenue Land Use Study; and
- (iii) approve the additional amount of \$40,000.00 for the Capital budget to cover the cost of the preparation of the Official Plan Amendment and Urban Design Guidelines, and the public consultation process to aid in the development of each of these documents.

Another important component of the Study was the establishment of a Stakeholder Consultation Group (SCG), to ensure full community awareness and participation in the study process. The SCG was composed of representatives from each of the following groups: property owners in the Study Area; ratepayer groups bordering Islington Avenue; the umbrella ratepayers association for the City (COVRA); landowners with development applications in the Study area; and, public agencies having regulatory and/or administrative responsibility for implementation of the Study (ie. Region of York, TRCA).

Public consultation and input has been continuous throughout the Study, including:

- Six SCG meetings in the first phase of the Study, plus two meetings for OPA and design guideline review;
- Two public open houses;
- An Islington Avenue land owners meeting;
- A working session with City Council; and,
- Consultation with local agencies, residents, business owners and other interest groups

The role of the SCG was to inform, express interests and concerns regarding the study area to the IBI Group consulting team, and to routinely communicate back to their respective constituent groups regarding progress of the Study and SCG deliberations. Although not all SCG members were in agreement with the final land use plan, there was a general consensus that the process of developing the plan was fair, thorough, and effective in addressing community concerns.

Land Use Plan Objectives and Implementation

The IBI Study has resulted in the preparation of a preferred land use plan and policy recommendations, primarily guided by the following objectives:

- Maintain and enhance the built form, character and scale within the corridor, being a mix of institutional, commercial, industrial, open space and, predominantly, single detached residential uses;
- Recognize urban design implications associated with both the wide and narrow segments of the planned reconstruction of Islington Avenue, and the existing natural features and built character of the corridor;

- Respect existing land uses, most particularly the Humber River Valley, Hayhoe Mills, and adjacent communities;
- Ensure that transportation improvements to support any proposed intensification of residential development be in place prior to the approval of development applications;
- Ensure that any intensification in the residential fabric of the area can be supported by the existing or planned community services.

The preferred land use plan includes an intensification to medium density residential for four pockets of land within the corridor, and a high-density parcel at the intersection of Woodbridge Avenue/Islington Avenue, in the longer term. The proposed OPA reflects the preferred plan and provides policies which incorporate the objectives outlined above.

Urban Design Policies

The second phase of the Islington Avenue Land Use Study, undertaken by IBI Consulting Group, involved the formulation of urban design policies and the related urban design guidelines. The urban design policies, which form part of the proposed Official Plan Amendment, are based on five general urban design goals arrived at in consultation with the SCG:

- i) To respect and protect the existing scale and character of the Secondary Plan Area.
- ii) To recognize and protect the existing landscape character of the Secondary Plan Area, including vegetation.
- iii) To provide a comprehensive streetscape and linear park system.
- iv) To identify sub-areas or pockets within the Secondary Plan Area for residential intensification and community enhancement.
- v) To establish general urban design guidelines to address the form and massing of any new development, and the organization and relationship of new development to public and private open spaces.

The proposed OPA provides residential and urban design policies, including the following:

- Residential policies identifying suitable locations within the Secondary Plan area to accommodate residential intensification.
- New development shall be considered within the context of the surrounding lot frontages, natural and built environment, traffic and compatibility with the surrounding land uses.
- In "Medium Density Residential" areas, the permitted uses shall be en bloc, stacked or street townhouses, garden-court or low-rise apartments. Residential in medium density areas shall not exceed 5 storeys.
- The maximum densities permitted for development in each designation shall be as follows:
 - a. Low Density: 8.6 units per gross hectare*
 - b. Medium Density: 35 units per net hectare or 0.5 FSI
 - c. High Density: 1.0 FSI

*Notwithstanding the "Low Density" provisions, the maximum permitted density for the low density residential area identified as Area 1 on Schedule "A", shall be 17 units per gross hectare.

- Provisions for up to a maximum density bonusing of 10% on lands designated high or medium residential density.
- All new development within low, medium, and high density designations shall be subject to site plan control which shall ensure compliance with urban design guidelines.
- Provisions for linear parks.
- Recognition of TRCA regulations/policies for the Special Policy Area (SPA) of the plan.

- Urban Design Policies which provide for appropriate transition in scale and building form between high or medium density residential and existing low density residential.
- Urban Design Policies promoting co-ordinated improvements to the Islington Avenue streetscape.

Ontario Municipal Board Hearing

Three development applications were received for the Study Area prior to the inception of the Islington Avenue Land Use Study (Pinegrove on the Humber Inc., Lanada Investments Limited, and Windleigh Millenium Incorporated). The three Owners appealed to the OMB against Interim Zoning By-law 441-2001, and from Council's refusal to enact the proposed amendments to the Zoning By-law/Official Plan. The Hearing commenced on November 25, 2002, and decisions have been returned from the Board on all three appeals. The Pine Grove and Lanada Investments appeals were settled in conformity with the height, density and urban design principles of the Land Use Study, and the Board Decisions are therefore consistent with the attached OPA.

Respecting the Windleigh Millennium Incorporated lands, the OMB Decision of May 8, 2003, permits a maximum of 5 storeys in height, and a maximum of 160 units. This is greater than the density that had been projected for the lands in the Islington Avenue Study. The density approved is consistent with an FSI of 1.0, while the Study had projected an FS1 of 0.5 for the site.

Although the decision of the OMB was to permit the Windleigh appeal, the Board decision involved modifications to the original application. As a result of the Study and deliberations during the Hearing, the siting, urban design and massing components of the proposal have been modified to meet the urban design principles identified in the Study. The attached OPA Schedule (Attachment 2) includes the approved designations on each of the appeal applications.

A letter was received from a representative of Windleigh Millenium respecting how the Board decision should be reflected in the Official Plan Amendment for Islington Avenue. As the lands will have a site-specific OPA, once the Board has issued its Order, the lands will be shown on the Schedule as "Lands subject to OPA 596" with an underlining "High Density Residential" designation, and the policies will refer the reader to the site-specific policies of OPA 596.

Conclusion

Staff have reviewed the proposed Official Plan Amendment and Urban Design Guidelines in the context of the IBI Consulting Group's Report (The Islington Avenue Land Use Study-September 2002), and are satisfied that they provide the appropriate policy framework and implementation tools to achieve the preferred land use plan for the Islington Avenue Study Area.

Should Council concur, the Recommendation should be adopted in the proposed OPA and Urban Design Guidelines. The Official Plan Amendment will be forwarded to the next Council meeting for adoption.

Attachments

1. Location Map
2. Proposed Official Plan Amendment (COUNCILLORS ONLY)
3. Urban Design Guidelines (COUNCILLORS ONLY)

Report prepared by:

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Respectfully submitted,

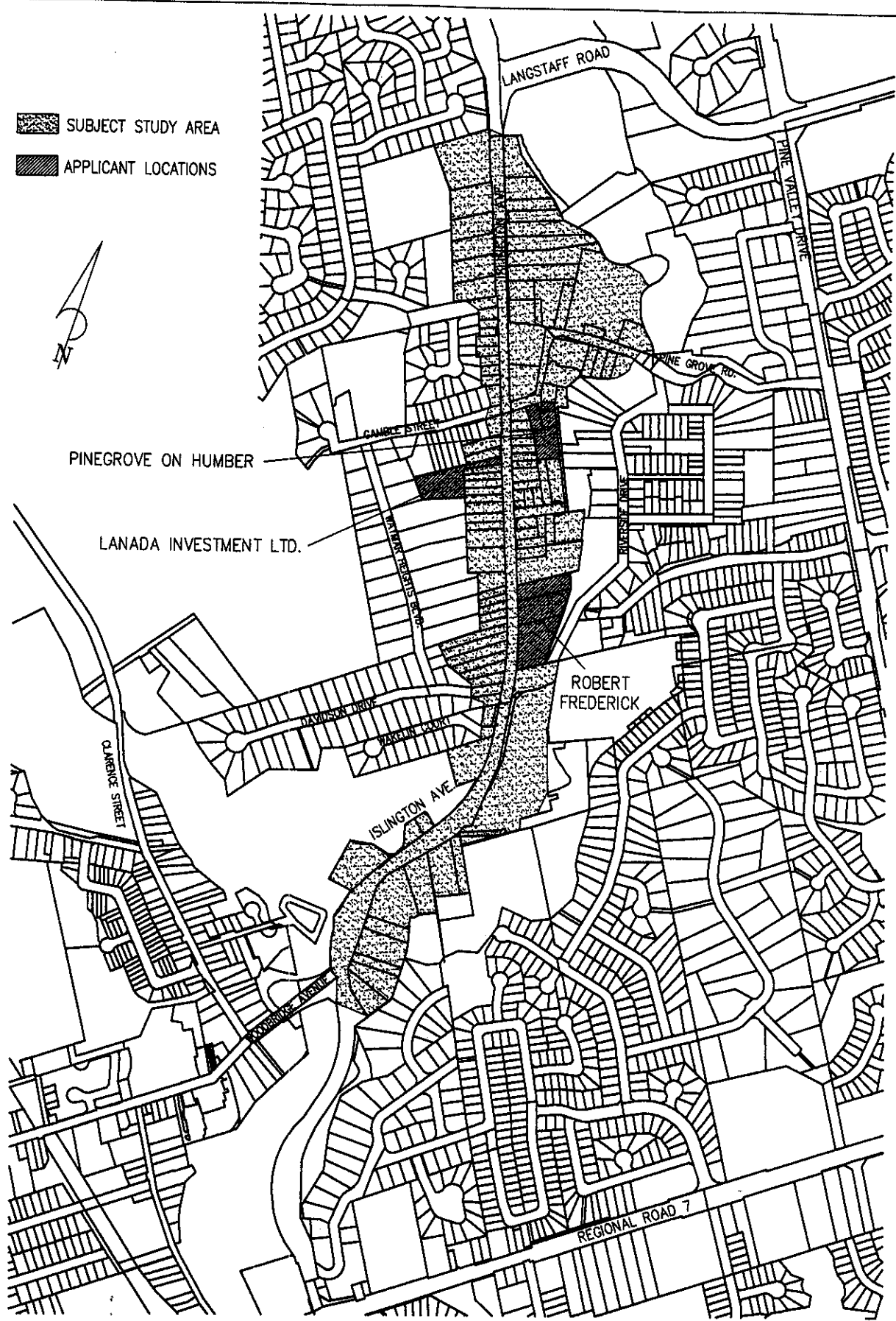
MICHAEL DeANGELIS
Commissioner of Planning

JOANNE ARBOUR
Director of Community Planning

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 SUBJECT STUDY AREA
 APPLICANT LOCATIONS



ATTACHMENT '1'
 LOCATION MAP
 Islington Avenue Land Use Study

FILE #:	REPORT #:
21.35	

CITY OF VAUGHAN
 PLANNING DEPARTMENT

APPLICANT:	DATE: 09/24/2002
	SCALE: NOT TO SCALE