

COMMITTEE OF THE WHOLE JANUARY 20, 2003

**OFFICIAL PLAN AMENDMENT FILE OP.02.013
ZONING BY-LAW AMENDMENT FILE Z.02.044
PROMENADE PARK LIMITED
REPORT #P.2002.49**

Recommendation

The Commissioner of Planning recommends:

1. THAT Official Plan Amendment File OP.02.013 (Promenade Park Limited) BE APPROVED to increase the maximum net residential density from 148 to 283 units per hectare (from 203 units to 340 units), subject to the inclusion of specific design criteria identified in this report.
2. THAT Zoning By-law Amendment File Z.02.044 (Promenade Park Limited) BE APPROVED, and that the implementing by-law be enacted at a future Council meeting to:
 - a) permit 1 unit per $35m^2$ of lot area (rather than $67m^2$);
 - b) increase the maximum building height from 44m (16 storeys) to 46m (16 storeys); and,
 - c) reduce the parking standard to 1.1 parking spaces per unit plus 0.20 visitor parking spaces per unit (rather than 1.25 parking spaces per unit plus 0.25 visitor parking spaces per unit).
 - d) require a minimum parking space size of 2.7m x 6.0m for standard spaces and 3.9m x 6.0m for barrier-free spaces (3.2m x 6.0m if two or more barrier-free spaces are adjacent to one another).
3. THAT should Council concur, the following resolution can be adopted:

“That the proposed revision to the parking standard be deemed to be minor, and that no further public hearing be required.”

Purpose

On May 21, 2002, the Owner submitted applications to amend the Official Plan to permit an increase in the maximum net residential density from 148 to 283 units per hectare (from 203 units to 340 units); and, to amend the Zoning By-law to provide exceptions to permit 1.05 unit per $35m^2$ of lot area (rather than $67m^2$), and to increase the maximum building height from 44m to 55m (from 16 to 18 storeys).

In a letter dated December 20, 2002, the Owner requested that the Zoning By-law Amendment application be revised to include the following: to increase the maximum building height from 44m to 46m (16-storeys); to reduce the parking standard to 1.05 spaces per unit plus 0.20 visitor spaces per unit; and that the conceptual site plan be revised to reflect the above.

As outlined in the report below, Staff has since met with the Owner regarding the reduced parking standard and it was agreed that 1.1 parking spaces per unit plus 0.20 visitor parking spaces per unit can be achieved.

Background - Analysis and Options

The subject lands are located on the northwest corner of West Promenade and Promenade Circle (100 Promenade Circle), in Part of Block 7, Registered Plan 65M-2325, in Part of Lot 5, Concession 2, City of Vaughan. The 1.2 ha site has 71.3m frontage on West Promenade and 108.1m flankage on Promenade Circle.

On February 13, 1989, Council approved a Master Concept Plan for the lands southeast of New Westminster Drive and Centre Street, which includes the subject lands, shown as Building "C" on Attachment "2". The concept plan proposed 202 units each for Buildings "A" and "B", and 203 units for Building "C". On July 17, 1989, Council approved a Site Development Application (DA.27.89) for Building "C", for a 44m high (16-storey), 203-unit apartment building.

The site is designated "*High Density Residential*" by OPA 210 (Thornhill-Vaughan Community Plan) and zoned RA3 Apartment Residential Zone by By-law 1-88, subject to Exception 9(480). The surrounding land uses are:

- North - apartment residential (RA3 Zone)
- South - West Promenade; park (OS2 Zone)
- East - Promenade Circle; commercial (C5 Zone)
- West - townhouse residential (RA3 Zone)

On May 24, 2002, a notice of public hearing was circulated to all property owners within 120m of the subject lands, and to the Brownridge Ratepayers Association. The following is a summary of the responses received:

- there will be additional strain on municipal servicing (i.e. water and sanitary);
- increased traffic along Promenade Road, West Promenade, and Centre Street;
- the intersection at Promenade Road and West Promenade should be signalized to address safety and traffic flows;
- the increased height of the building will increase the shadow and wind effects on the adjacent properties, and the site lines from the adjacent high-rises will be affected;
- there is no sidewalk along the property and people will have to walk on the street;
- increased number of units is too high for this area; and,
- there is insufficient amount of green space/amenity space to accommodate the increase in density.

The recommendation of the Committee of the Whole on June 17, 2002, to receive the public hearing and forward a technical report to a future Committee of the Whole meeting, was ratified by Council on June 24, 2002.

On July 15, 2002, a community meeting was held by the Ward 4 Councillor in respect of the subject applications. The concerns raised included the above-noted, re-iterating increased demand on hydro supply, providing for a separate entrance/gate house and amenity space, on-site parking demands, and the impact of the proposal on individual land values.

On December 17, 2002, a second community meeting was held by the Ward 4 Councillor in respect of the revised application and conceptual site plan. The meeting provided an opportunity to further address the concerns raised from the first community meeting.

The revised application to amend the parking standard from 1.25 space/unit plus 0.25 visitor spaces/unit, to 1.05 spaces/unit plus 0.20 visitor spaces/unit was not identified in the Notice of Public Hearing circulated on May 24, 2002. Staff considers the amendment to be reflective of the revisions to the conceptual site plan to address Staff and resident concerns expressed through the public hearing. Therefore, should Council concur, a further public hearing is deemed not required.

Ontario Municipal Board

Pursuant to s.34(11) of the *Planning Act*, the Owner has filed an appeal to the Ontario Municipal Board for the subject applications, as the applications were not considered by Council within the time frames stipulated under the Act. A hearing date has not been set at this time.

Official Plan

The subject lands are designated “*High Density Residential*” by OPA 210 (Thornhill-Vaughan Community Plan), which permits apartments at a maximum net density of 148 units per hectare. Net density is calculated on the basis of the land used for the building, private roads and driveways, parking areas and landscaping, and amenity areas related to the specific high density development. An Official Plan Amendment is required to permit the proposed density of 283 units per net hectare. The increased density would permit up to 340 units, from the current maximum of 203 units.

Section 1.1.2 of the Provincial Policy Statement (PPS) states (in part) that:

“Land requirements and land use patterns will be based on:

- b) densities which:
 1. efficiently use land, resources, infrastructure and public service facilities;
 2. avoid the need for unnecessary and/or uneconomical expansion of infrastructure;
 3. support the use of public transit, in areas where it exists or is to be developed; and,
 4. are appropriate to the type of sewage and water systems which are planned or available.”

In addition to the above, the Region of York Official Plan designates the subject lands “Urban Area”. Section 5.3.5 of the Regional Plan states that Urban Centres should provide the following:

1. the greatest mix of uses, including residential;
2. easily accessible transit facilities;
3. comprise the highest density and mix of uses within urban areas; and,
4. plans for existing centres should identify intensification targets for development.

The subject lands are located within the Town Centre, providing the highest density and mix of unit sizes, well-served by public transit. The subject lands have access to full municipal services, public amenity space, recreational and institutional services, public transit, and commercial/retail

destinations. The existing road network, as outlined in this report below, can also accommodate the increased density. The proposal is considered to meet the intent of both the Provincial Policy Statement and the Regional Official Plan.

Zoning

The subject lands are zoned RA3 Apartment Residential Zone by By-law 1-88, subject to Exception 9(480). The RA3 Zone requires a lot area of 67m² for each unit developed on the property, a maximum building height of 44m (16-storeys), and a parking standard of 1.25 parking spaces per unit plus 0.25 visitor spaces per unit. An amendment to the by-law is required to permit 1 unit/35m² of lot area, a maximum building height of 46m (16-storeys), and a parking standard of 1.1 parking spaces per unit plus 0.20 visitor parking spaces per unit.

The proposal complies to the site-specific by-law in all other respects, including building setbacks and lot coverage.

Traffic Volumes

A traffic study was undertaken by the applicant's consultant Marshall Macklin Monaghan to address the increase in the number of units from 203 to 340. The results of the study showed that "the development is expected to result in a total of 24 inbound/103 outbound trips during the a.m. peak hour and 82 inbound/50 outbound trips during the p.m. peak hour. The resulting traffic can be accommodated on the boundary roads. All of the unsignalized and stop-controlled intersections are expected to operate at acceptable levels of service during both the a.m. and p.m. peak hours on the basis of the total forecast traffic volumes for 2007. West Promenade has a 4-lane cross section with 110m of storage per lane to accommodate queuing between New Westminster Drive and Promenade Circle intersections. All forecast queues could be readily accommodated with the available distance".

The Engineering Department has no concerns with the above-noted traffic study, and provides the following comments:

- the assessment estimates its peak hour traffic volumes generated by the proposed development from a preferred reference source--Institute of Transportation Engineers Trip Generation Manual;
- by applying these volumes to surrounding intersections, the analysis shows the intersections in question can sufficiently facilitate expected volumes; and
- further transportation comments will follow at the site plan stage.

The Region of York Transportation and Works Department has reviewed the subject applications and has indicated no objection to the proposal.

In view of the above, Staff is satisfied that the existing road network can accommodate the proposed increase in density. Additional traffic monitoring can be undertaken and consideration will be given to additional traffic calming measures along Promenade Circle at the site plan review stage.

Parking Reduction

The required parking for the proposed development is 510 spaces (425 resident spaces + 85 visitor spaces), based on the following standard:

- 1.25 parking spaces plus 0.25 visitor spaces per unit: $(340 \text{ units} \times 1.25) + (340 \text{ units} \times 0.25) = 510 \text{ spaces}$.

On December 20, 2002, the Owner submitted a Parking Study undertaken by Marshall Macklin Monaghan, in support of reducing the parking standard to 1.05 spaces plus 0.20 visitor spaces per unit.

The Vaughan Engineering Department has reviewed the Parking Study and expressed concern with the reduced parking standard. On January 6, 2003, the Owner met with Staff to address the concerns raised and it was agreed that a reduced parking standard of 1.1 parking spaces per unit plus 0.20 visitor parking spaces per unit can be supported. Based on the above proposal, the revised parking total for the development is 442 (374 resident parking spaces + 68 visitor parking spaces).

The concept plan shows parking spaces with 5.4m depths, which is permitted by the site-specific by-law, but was conceived under a by-law previous to By-law 1-88. Staff recommends that the applicant use the current parking space dimensions under By-law 1-88, specifically, 2.7m x 6.0m for standard parking spaces and 3.9m x 6.0m for barrier-free parking spaces (3.2m x 6.0m if two or more barrier-free spaces are adjacent to one another).

School Boards

The York Region District School Board and the York Catholic District School Board have no objections to the proposal.

Unit Size

A planning analysis was submitted in support of the proposed reduction to 1 unit per 35m² of lot area, rather than 67m². The results of the study showed that this proposal "is more suitable to meet current market conditions for condominium apartments, and therefore, more feasible from a sales and financial development standpoint and more likely to succeed in the marketplace".

The proposed unit mix includes one bedroom, one bedroom plus den, and two bedroom units, ranging in size from 56m² (600sq.ft) to 93m² (1000sq.ft). Staff has no objection to the provision of a greater mix of dwelling sizes, and can support the standard of 1 unit per 35m² of lot area.

Land Use Compatibility

Compatibility of the land use on the subject property with surrounding uses has previously been considered appropriate in the Official Plan, which designates this site for a high density residential use. Similarly, the zoning by-law permits an apartment building to a maximum height of 44m. The application proposes to add 2 metres to the maximum height of the building and to add 137 units. The additional units are primarily achieved within the extra 2 metres, and by reducing the average size of the units, rather than by an increase in the massing of the building. While there is an increase in gross floor area primarily attributable to the 1-storey lobby connection, the overall massing of the development is being effectively reduced by splitting the building into 2 structures with a common lobby.

Concept Plan

The currently approved building envelope for Building "C" is oriented in a north/south direction, with the main entrance of the building facing Promenade Circle (east). The development envelope is set back 25m from the west property line, 29m from the south property line, and 28m from the north property line.

A conceptual site plan was submitted in support of the subject applications to revise the current approvals, which has since been revised to address Staff and resident concerns. The new concept plan proposes to restructure Building "C" into two 16-storey towers, connected by a 1-storey lobby, oriented in a north/south direction in the center of the site, with the main entrance facing northeast. The building envelope is set back 20m from the west property line, 15m from the south property line, and 20m from the north property line. The new building envelope would have a ground floor area of 2366.7m², increased 29% from the approved 1680m². The increase in ground floor area is primarily a result of the addition of the 1-storey lobby, connecting the two structures. A passive landscaped amenity area is proposed southwest of the buildings.

Vehicle access to the site is from a separate, full-access on Promenade Road, which leads to a drop-off/pick-up area at the main entrance to the building, a ramp to the underground parking garage on the north side of the building, and to the visitor parking area on the north and west sides of the building. The concept plan shows 385 parking spaces below grade (357 resident + 28 visitor) and 40 visitor parking spaces at grade. Review of the site plan will aim to minimize the amount of surface pavement for driveways and parking, in favour of additional landscaping or amenity space.

Staff is supportive of the conceptual site plan shown on Attachment #3, which can form the basis of the technical review of the site plan application. In view of the above, the following policies can be applied to the subject lands and included within the implementing Official Plan Amendment:

- the development form shall be sensitive to the existing residential development in the surrounding neighbourhood, with respect to the overall massing and design of the building, articulation, pedestrian connections, landscaping and buffering, driveway aisles and parking, service areas, lighting and the overall streetscape;
- the development shall be designed to provide an attractive face adjacent to streets to provide interest and comfort at ground level for pedestrians;
- a limited number of surface parking spaces shall be permitted, and shall only be used for some of the visitor and barrier-free parking, with the details to be specified in the zoning by-law;
- the location of surface parking adjacent to the existing residential to the west shall be reviewed at the site plan stage;
- the visual impact of vehicles within the surface parking and service areas, driveway aisles and fire routes shall be minimized from public streets by means of building placement and strategic provision of landscaping and design elements; garbage storage shall also be internalized within the building;
- exterior lighting shall be designed to promote safety in the parking areas, while minimizing light reflection on adjacent residential properties;
- landscape treatment on the subject lands shall be of high standard, specifically with respect to the density and size of plantings to be used; and
- the development shall address the adjacent road allowance, including sidewalks and street trees within the boulevard and traffic calming on the travelers portion.

These matters will be addressed through the review of the site plan application.

Conclusion

Staff have reviewed the proposed applications to amend the Official Plan and Zoning By-law, in light of the Official Plan policies and Zoning By-law requirements, the area context in terms of existing land uses, and comments from the local community and public agencies. Staff are of the opinion that amending the Official Plan to permit an increase in the maximum net residential density from 148 to 283 units per hectare (from 203 to 340 units); and, amending the Zoning By-law to provide exceptions to permit 1 unit per 35m² of lot area (rather than 67m²), to increase the maximum building height from 44m to 46m (16-storeys), and to reduce the parking standard to 1.1 parking spaces per unit plus 0.20 visitor parking spaces per unit, is appropriate and supportable in the context of the surrounding development.

The details of the site layout and elevations will be determined through the review of the site plan application, in accordance with the specific design criteria identified in this report, which is to be included in the official plan amendment.

For these reasons, Staff can recommend approval of the Official Plan and Zoning By-law Amendment applications. Should the Committee concur, the recommendation in this report can be adopted.

Attachments

1. Location Map
2. Approved Master Plan
3. Conceptual Site Plan

Report prepared by:

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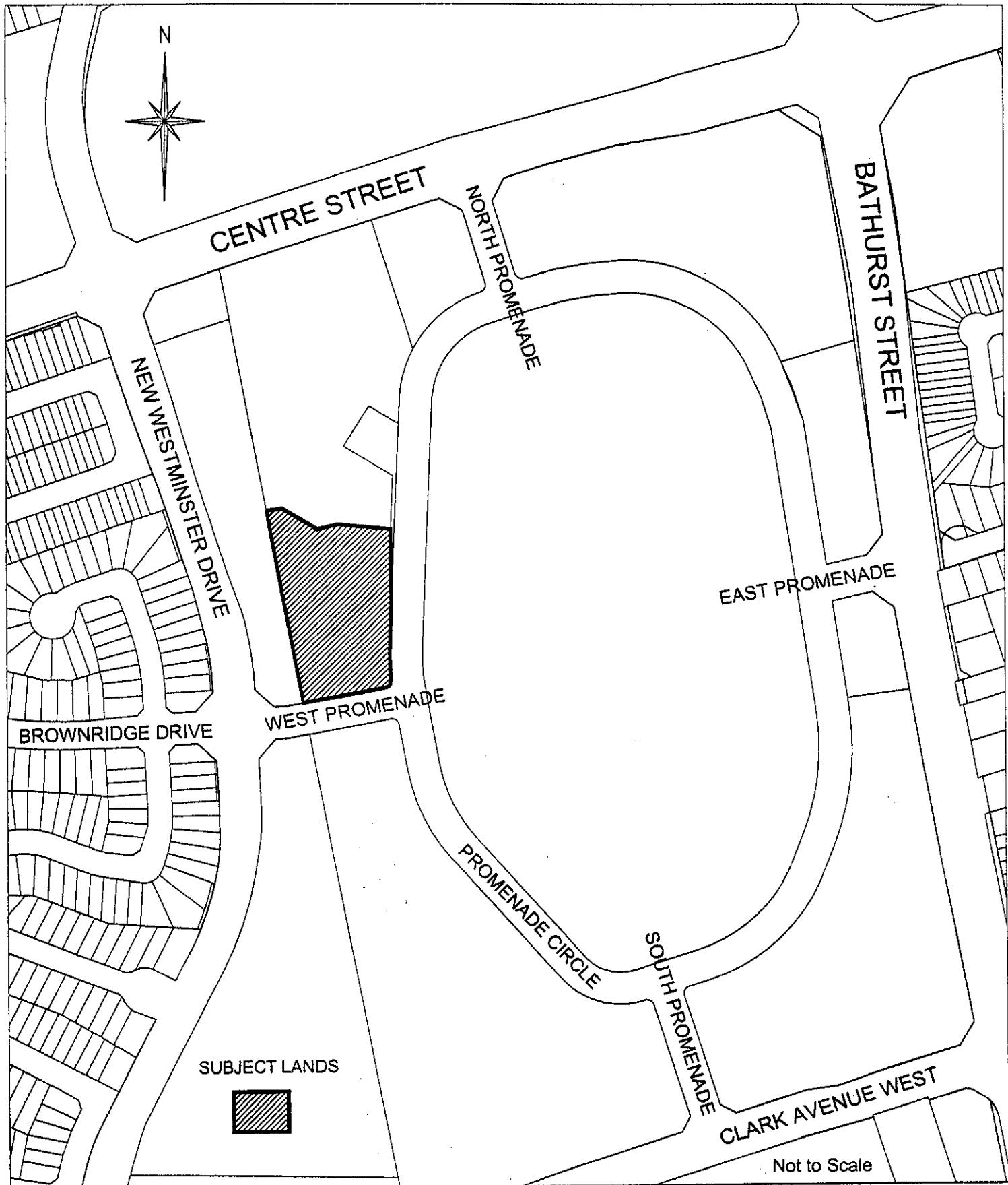
Respectfully submitted,

MICHAEL DeANGELIS
Commissioner of Planning

JOANNE R.ARBOUR
Director of Community Planning

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Location Map

Part of Lot 5,
Concession 2

APPLICANT:
PROMENADE PARK LIMITED

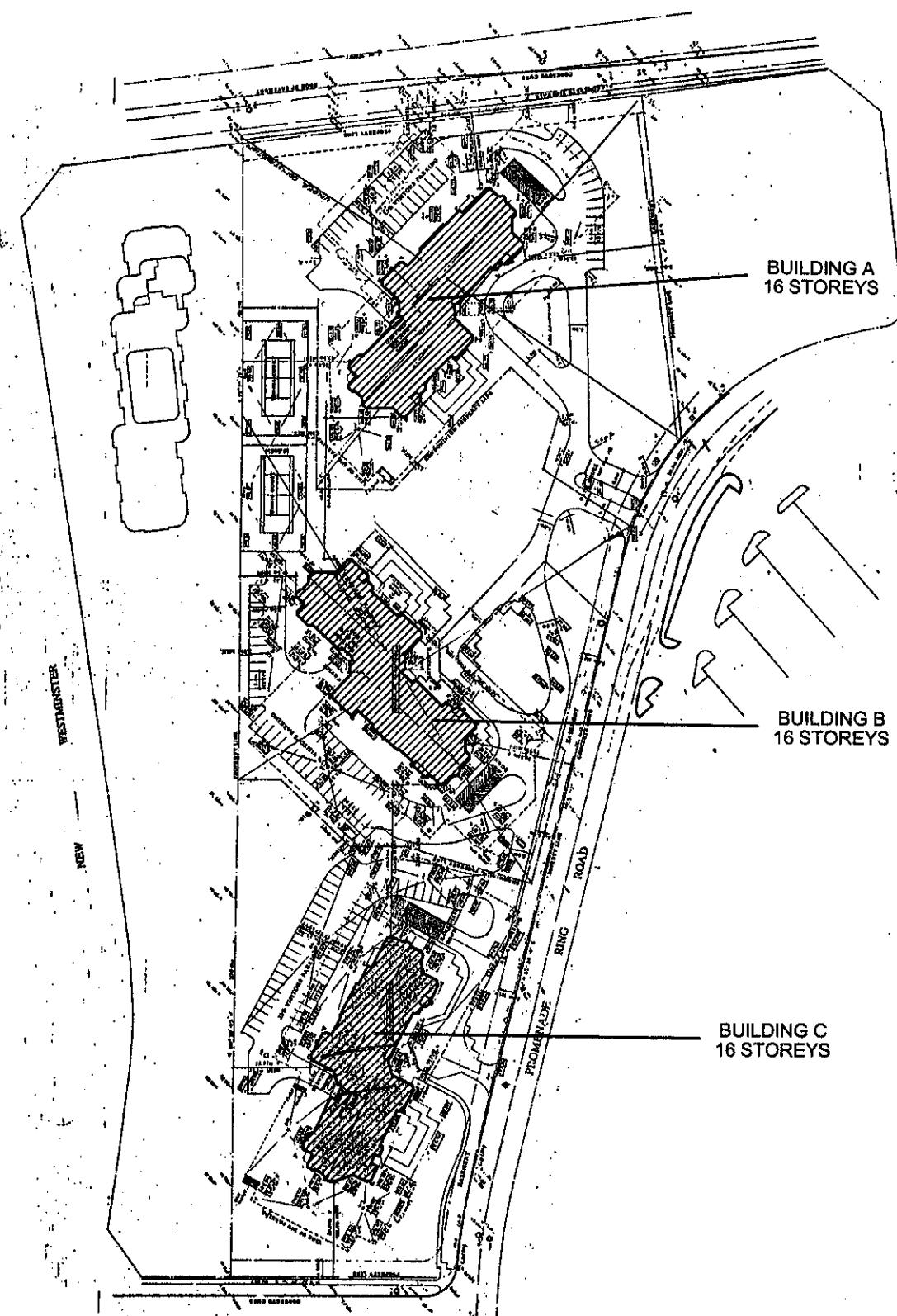
City of
Vaughan
Community Planning Department

Attachment

FILE No.:
OP.02.013
RELATED FILE No.:
Z.02.044

November 13, 2002

1



Not to Scale

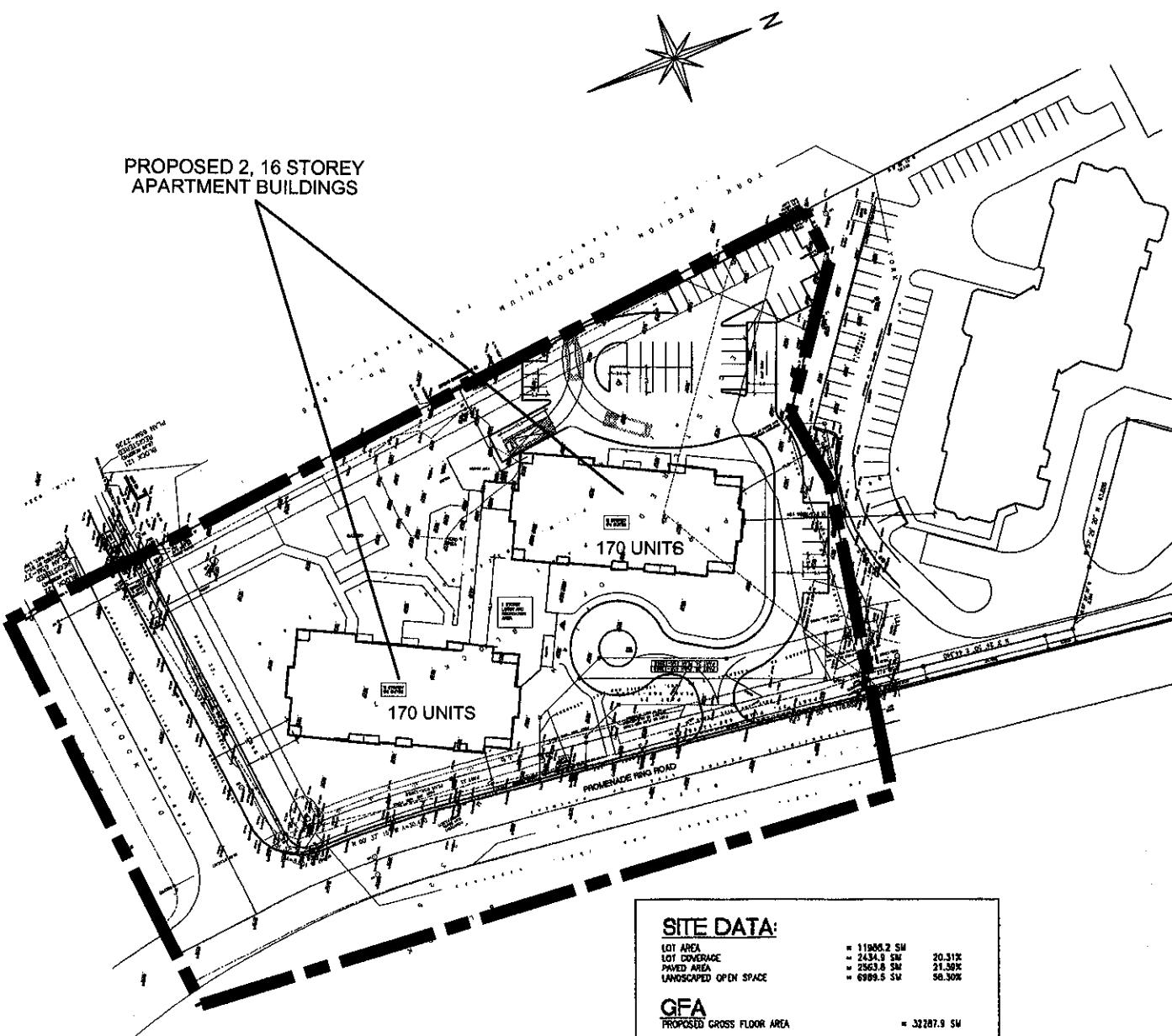
Master Plan

Part of Lot 5,
Concession 2

APPLICANT:
PROMENADE PARK LIMITED

City of
Vaughan
Community Planning Department

Attachment
2
FILE No.:
OP.02.013
RELATED FILE No.:
Z.02.044
November 13, 2002



SITE DATA:

LOT AREA	11956.2 SM
LOT COVERAGE	2434.9 SM
PAVED AREA	2563.8 SM
LANDSCAPED OPEN SPACE	6989.5 SM

GFA

PROPOSED CROSS FLOOR AREA

= 32287.9 \$

HEIGHT

PERMITTED BUILDING HEIGHT
PROPOSED BUILDING HEIGHT

~ 44,0 METR²
~ 48,0 METR²
~ 16 STOREY

**PERMITTED
PROPOSED**

PARKING :	
PARKING REQUIRED	
RESIDENT 340x1.25 =	425
VISITORS 340x0.25 =	85
TOTAL	510
TOTAL	425
	85
	510

PARKING PROPOSED	SURFACE	U/G	PARKING	CARAGES	TOTAL
VISITORS 340x0.20=	40		18	68	
RESIDENTS 340x1.05=			557	337	
TOTAL	40		385	425	

SUBJECT LANDS

Not to Scale

**Conceptual Site Plan Only
Subject To Change**

Part of Lot 5,
Concession 2

APPLICANT:
PROMENADE PARK LIMITED

City of Vaughan

Attachment
FILE No.:
OP.02.013
RELATED FILE No.:
Z.02.044
December 20, 2002