

**COMMITTEE OF THE WHOLE (WORKING SESSION) JANUARY 13, 2004**

**CARRVILLE DISTRICT CENTRE STUDY**

**FILE: 15.80.4**

**Recommendation**

The Commissioner of Planning recommends:

That the Planning Partnership's Draft Report (Attachment #3), and Draft Official Plan Amendment (Attachment #4) for the Carrville District Centre BE RECEIVED.

**Purpose**

To present the draft planning report and draft amendment to the Official Plan, products of the Carrville District Centre Study undertaken by the Planning Partnership, for discussion with Council.

**Background - Analysis and Options**

**Vaughan's OPA #600**

Council approved the Terms of Reference for the Carrville District Centre Study on August 26, 2002. OPA #600 provides a policy framework for designated District Centres in the new communities of Vellore and Carrville. The District Centres are envisioned as the focus of each community, with a concentration of commercial uses, medium and high density residential development and supporting community facilities. They are expected to be designed in a form which is pedestrian-friendly, and transit-supportive. OPA #600 requires that development within the District Centres proceed based upon a tertiary plan which refines the District Centre vision at a high level of detail in terms of land uses, development densities and urban design.

The Carrville District Centre Study was undertaken as an urban design and land use planning exercise to produce a comprehensive development framework to guide the creation of an urban center for the new community of Carrville, at the intersection of Dufferin Street and Rutherford Road. The District Centre is expected to become the major focus of human activity/social interaction and community identity in Carrville; a community planned to house more than 60,000 residents. The Study was required to address key planning considerations including land use, urban design, environmental and transportation considerations, and produce a tertiary plan in keeping with the provisions of OPA #600.

The Terms of Reference required a public consultation process, in the form of a working group, the Stakeholder Consultation Group (SCG), composed of residents, development interests and other affected parties. The intent of the public consultation process was to provide a forum for communication and to build consensus among stakeholders.

The SCG was formed following an Open House in December 2002. Four workshops were scheduled with the SCG to develop the tertiary plan, between January and March 2003:

- The first workshop session established a common understanding of the issues, generated the fundamental design principles, and assisted in preparing the land use programs.
- The second workshop generated four draft land use options and descriptive axonometric drawings incorporating land use, transportation, and urban design objectives.
- The third workshop established the evaluation criteria to be used to define the preferred concept plan. The stakeholders group undertook a comparative evaluation of the four concepts and identified certain components of each of the four options as being preferred.

- The fourth workshop further refined the conceptual land use plan, incorporating the comments from the previous workshop and a demonstration plan was presented to the SCG for comment.

At the conclusion of the fourth workshop, the SCG members indicated that they were generally pleased with the process and the preferred plan resulting from their joint efforts.

In May, at the request of residents from the Maple community, a fifth workshop was held to provide them with an opportunity to review and comment on the preferred plan. At this workshop, they identified concerns with respect to proposed residential densities, building heights, and traffic generation.

Since the last public workshop, in response to the public's concerns, the plan has been revised. Proposed maximum densities and heights have been reduced. The plan still conforms with the policies of OPA #600, with the exception of the proposed height in the "High Density Residential" designation. Whereas the Official Plan sets a maximum height of six storeys for apartment buildings within the Carrville District Centre, the Study proposes an eight storeys maximum for the "High Density Residential" designation. Staff consider the increase appropriate, as the designation is limited to an area where the topography will minimize the perceived height. The proposed pocket of high density is also well removed from existing residential, and will help to achieve the compact development and transit objectives of the Plan.

The chart below reflects the changes since the development of the preferred plan, and a comparison to the policies of OPA #600.

### **RESIDENTIAL DESIGNATIONS**

	April 2003 Plan	Revised Plan	OPA #600 Policies
<b>Medium Density Residential</b>			
Density Range	35 – 60 uph	35 – 40 uph, 2.0 FSI	50 –150 uph
Max Building Height	8-storeys	3-storeys	6-storeys
<b>High Density Residential</b>			
Density Range	100 – 185 uph	50 –150 uph, 3.0 FSI	50 – 150 uph
Max Building Height	12-storeys	8-storeys	6-storeys

### **MIXED USE DESIGNATIONS**

	April 2003 Plan	Revised Plan	OPA #600 Policies
Mixed – Use 1			
Density Range	100 – 185 uph	50 – 150 uph, 3.0 FSI	50 –150 uph
Max Building Height	8-storeys	6-storeys	6-storeys
Mixed – Use 2			
Density Range	50 – 100 uph	35 – 40 uph, 2.0 FSI	50 – 150 uph
Max Building Height	4-storeys	4-storeys	6-storeys

The chart shows that in the medium density residential, the densities and heights are less than that permitted in OPA #600. The draft study and Official Plan Amendment have also introduced the Floor Space Index (FSI) as an additional measure of density. The new FSI policies will aid in achieving the desired built form for mixed use, residential, and commercial development within the District Centre.

In terms of traffic considerations, the transportation analysis of the plan is currently underway and is expected to verify that the proposed development will not impair the function of the arterial and local road network. The OPA #600 Transportation Study previously examined the capacity of the arterial road network. At that time, Carrville was expected to have approximately 21,300 housing units, including 2700 units in the District Centre. Subsequent approvals of five block plans have resulted in a reduction of the anticipated housing stock (owing principally to decisions not to develop the Macmillan and UJA properties for housing). The tertiary plan would accommodate 1,500 to 1,850 residential units in the District Centre. This would leave the Carrville community with approximately 1500 fewer units than originally planned. The Study's transportation analysis will examine this issue once again, including the adequacy of the road network within the District Centre.

## **Overview of the Tertiary Plan**

### **Land Use**

The draft tertiary plan proposes a mix of residential, commercial, mixed uses and community facilities within the District Centre Study Area. The most intense development is proposed for the northwest quadrant, where development is least constrained by neighbouring land uses and topography. The major focus of commercial development is contained in the northwest quadrant and concentrated on the first north/south local road west of Dufferin Street. The major food store and community facility/transit terminal are proposed to be on this "main street" and are intended to encourage subsequent commercial/residential establishments in the commercial core. The public parks/open spaces are also focused in this quadrant to encourage pedestrian activity in the core. Mixed-use development is focused immediately surrounding the "main street" and abutting the arterial roads.

The high density residential is contained in the northeast quadrant of the District Centre Planning area, east of Dufferin Street, where the land slopes significantly, and the valley and land grades will provide a natural separation from residential to the south. The "Medium Density Residential" areas are generally located at the perimeter of the District Centre boundary, providing for a transition area between the higher densities of the commercial core and the adjacent planned/existing residential neighbourhoods.

The southern quadrants of the District Centre are more limited in land area, but will be critical in the development of the arterial streetscape character, and provide additional mixed use/commercial uses to promote the vitality of the Centre.

### **Open Space**

The open space system is composed of four public park features including an urban square/green space fronting on the north side of Rutherford Road, directly abutting the "Community Amenity" designation. Three other parkettes, one in the north portion of the northwest quadrant and two in the northeast quadrant, are also provided. It is expected that additional parkland accessible to the public will be provided through private residential/mixed-use developments. The designated woodlot and ravine system, in the northeast quadrant will be retained and preserved as part of the Greenway System. The "Environmental Preservation Areas" and parks will be linked via a continuous pedestrian trail system to make the areas accessible to the residents of Carrville.

### **Transportation**

An integral component of the proposed plan is the transportation network. The development of the proposed grid network of interconnected arterial, primary, and local streets, and defined blocks, must be achieved to ensure the success of the District Centre. The Centre is accessible from all parts of the Carrville Community, via the major arterials, and the primary roads

connecting directly to the District Centre. A local east/west road connection has been added south of this primary road to improve connectivity between the blocks.

The “main street”/primary roads are proposed to be 23 m wide, with a paved width of 13 m for two driving lanes in each direction, and lay-by parking lanes on one side (2.5m). A 3.75 m boulevard is proposed on both sides of the main street/primary roads to accommodate tree planting and sidewalks. The local street is proposed to be 20 m wide with a paved width of 13 m for two driving lanes, one in each direction, and a 3.5 m boulevard for tree planting and sidewalk on each side.

An important emphasis is placed on pedestrian and transit modes of transportation. The “main street” concept, smaller block sizes, pedestrian walkways/connections, and streetscaping and transit route objectives of the plan, support pedestrian activity throughout the District Centre. The “5 minute walk” principle (approximately 400 metres) has been employed as the basis of design, where the distances between the neighbourhoods, convenience commercial services, and recreational facilities are within a 5 minimum walk.

The provision of a transit route connection into the northwest quadrant and a transit terminal immediately adjacent to the “main street”, will be key in facilitating public transit usage on both a local and regional level. This transit hub is to be integrated into the multi-level Community Amenity facility. It will provide a focus for local transit services in the adjacent areas of Vaughan and potentially serve as a terminal for inter-regional express services. The transit terminal site can accommodate up to 5 off-street bus bays, as well as ancillary services such as heated passenger waiting areas, ticketing, washrooms, and retail amenities.

## **Land Use Designations**

### **Residential/Commercial Designations**

The draft tertiary plan provides eight land use designations. The four designations which permit residential development specify permitted density maximums, dwelling types, and height limits. The proposed policies reflect the intended role of each development parcel within the District Centre, as well as other planning considerations including neighbouring land uses, proximity to public transit, and topography. The proposed designations are as follows:

1. **‘Mixed Use 1’** - Permits stacked townhouses and residential apartments with a density range of 50 – 150 uph. The height limit is 6 storeys or 21 metres, whichever is less, and the maximum permitted FSI is 3.0.

Development is intended to be mixed-use with commercial and residential uses in the same building, with retail uses located at grade. Single use commercial may also be included in this designation, however the preferred built form is mixed use.

The proposed Official Plan Amendment introduces incentives to promote mixed-use development, including reduced parking standards, alternative parkland provision policies, and the opportunity to build additional commercial floor space if mixed-use development is built.

Permitted uses within the commercial component of this designation include: offices, public and institutional uses, places of worship, community facilities, one gas bar in the location identified on Attachment #2, and a broad variety of retail and service commercial activities, excluding the following:

- (i) individual retail uses in buildings with ground floor area in excess of 5,750 sq.m.;
- (ii) drive-through retail facilities; and /or retail uses that require outdoor storage; and,

- (iii) stand alone residential buildings or places of worship on the identified “main street” of the proposed plan.
2. ‘Mixed Use 2’ - Permits street, block and stacked townhouses, low rise residential apartments and live-work units with a residential density of 35 – 40 uph. The height limit is four storeys or 14 metres, whichever is less. The maximum FSI permitted within this designation is 2.0.

Permitted uses within the commercial component of this designation include:

- (i) small scale service commercial uses (less than 2,500 sq.m of Gross leasable Floor Area) and small scale office uses that are components of a mixed use development; and,
  - (ii) cultural and social facilities.
3. High Density Residential – Permitted uses include street, block and stacked townhouses and apartment buildings with a density range of 50 - 150 uph. The maximum height is 8 storeys or 28 metres whichever is less. The maximum FSI within this designation is 3.0.

While the proposed maximum density conforms to the Official Plan, the proposed height is 2 stories greater than that permitted. This designation is confined to one area of the plan which is surrounded by valley land at a higher grade, and removed from any existing residential. This is considered appropriate. The inclusion of this pocket of high density residential will help to achieve the compact development intended to take advantage of the transit provisions and amenities provided in the District Centre in view of the area’s separation from existing residential, and steep slope east of Dufferin Street which visually conceals it from the arterial road.

4. Medium Density Residential – Permitted uses include street, block and stacked townhouses, with a density range of 35 – 40 uph. The height limit is 3 storeys or 11.5 metres. The maximum FSI within this designation is 2.0.

#### Community Amenity Designation

The “Community Amenity” designation is intended for a community facility and a transit hub within the commercial core of the District Centre. This facility has been sited adjacent to the “main street”, with an urban square/park component immediately adjacent to Rutherford Road. The community facility will serve an important role in attracting residents of the Carrville Urban Village to the Centre and generating a high level of social activity. As a city facility, the design quality and landscaping must set the standard for the Carrville District Centre. The building which may be a maximum of six storeys in height is intended to provide a range of public amenities including a library, cultural, social, and recreational facilities, meeting rooms, transit hub, and day care; and may include ancillary uses such as cafes, professional offices, art gallery, and specialty boutiques. A higher Floor Space Index has been permitted (4.0), to allow maximization of community uses within the building, and a greater street presence.

#### Open Space

The “Open Space” designation includes parkettes and urban squares, connecting to the broader greenway system of the City. The Plan promotes open space features as key aesthetic and functional facilities, complementary to the anticipated higher intensity forms of development.

Since the unit yields within the District Centre may in the long term generate an excess of public land if the typical application of 5 % parkland dedication is used, it is recommended that parkland be based on alternative policies, including a lower percentage of parkland provision for mixed use development. The concept of privately-owned open space features as part of the parkland dedication, provided they are accessible to the public at all times, is also recommended.

### Environmental Protection

This designation is intended to protect and enhance the natural ecosystem including watercourses, valleylands, floodplains, and woodlots. Permitted uses within this designation are conservation areas, essential public works, passive recreation features, and buildings which are accessory to the permitted uses.

### Stormwater Management Area

The "Stormwater Management Area" designation reflects the preferred sites for the stormwater management facilities within the Carrville District Centre. The policies for this designation provide that the stormwater management facilities should be integrated with the open space and trail system.

### Vaughan's OPA # 604

All the uses proposed by the Tertiary Plan are permitted in the "Settlement Areas", subject to the provisions of the ORMCP.

Most of the District Centre (with the exception of portions of the Centre within Block 10 and 17) falls within the "Settlement Area" designation of OPA #604 - the City's Official Plan establishing conformity with Provincial legislation. The purpose of the "Settlement Area" designation is to focus and contain urban growth on the less sensitive areas of the moraine, and to promote efficient use of land with transit supportive densities through intensification and redevelopment within existing urban areas.

Provincial legislation provides that where Planning Act applications were not filed prior to November 16, 2001, properties are subject to the Oak Ridges Moraine Conservation Plan. The southwest quadrant (Morelli), southeast quadrant (H. Baker), and a small portion of the northeast quadrant (Estate of Raffaele Disera), of the District Centre will be subject to the ORMCP.

### Region of York Official Plan

The Official Plan Amendment for the District Centre must conform to the goals, objectives, and policies of the Region of York Official Plan. The Regional OPA promotes an urban structure based on a hierarchy of urban centres and corridors that are pedestrian friendly and support transit. The Regional Official Plan identifies regional centres, and provides for a hierarchy of urban and local centres that can act as a focus for public and private sector investment. Section 5.3 Centres, states that centres should include a broad mix of uses, be compact, pedestrian-oriented, safe, and accessible, and further, that urban centres should comprise the highest density and mix of uses within urban areas (with the exception of Regional Centres). The draft tertiary plan conforms with the provisions of the Regional Official Plan.

### **Ontario Municipal Board Appeal – G. Morelli**

The owner of the 8.5 acre parcel comprising the southwest quadrant of the District Centre, filed an application to amend the Zoning By-law 1-88 on August 11, 2000, to change the use of the property from A Agricultural to C5 Community Commercial. The applicant also appealed the Interim Control By-law for the area of the District Centre, OPA #550, and filed an Official Plan Amendment application to re-designate the subject lands from District Centre" in OPA #600 to a commercial designation, including a food store. In June 2003, Council extended the Interim Control Bylaw to permit additional time to complete the Study.

A pre-hearing conference has been scheduled for February 3, 2004, and the Hearing date has been scheduled, beginning April 13, 2004. In its decision from a prehearing conference on October 24, 2003, the Board noted:

'The Board strongly encourages the municipality to release to the public in December 2003, the Carrville Village District Centre Study, even if "stakeholder" meetings are delayed to January 2004.'

Staff have scheduled a meeting with the SCG on January 27, 2004, to inform and receive input respecting the draft report and draft OPA.

### **Relationship to Vaughan Vision 2007**

The proposed Draft Study and Official Plan Amendment are consistent with several of the priorities defined in the "Vaughan Vision 2007" statement. The proposed plan implements OPA #600 policies for managed growth (4.7), through adherence to population projections, densities, and transit, environmental, and urban design policies outlined in the City Official Plan.

### **Conclusion**

The foregoing information is provided as a summary of The Planning Partnership's draft report and draft OPA respecting the tertiary plan for the Carrville District Centre. The final documents will be prepared and brought forward to a Public Hearing at the earliest possible date, and prior to the scheduled OMB hearing in mid-April.

In view of the recent OMB decision respecting scheduled proceedings on the Morelli file, Staff have endeavoured to ensure that Council is informed of progress on the Study to date, and the remaining steps to its conclusion.

### **Attachments**

1. Location Map
2. Proposed Carrville Village District Centre Plan
3. The Planning Partnership Draft Report (COUNCILLORS ONLY)
4. The Planning Partnership Draft OPA (COUNCILLORS ONLY)

### **Report prepared by:**

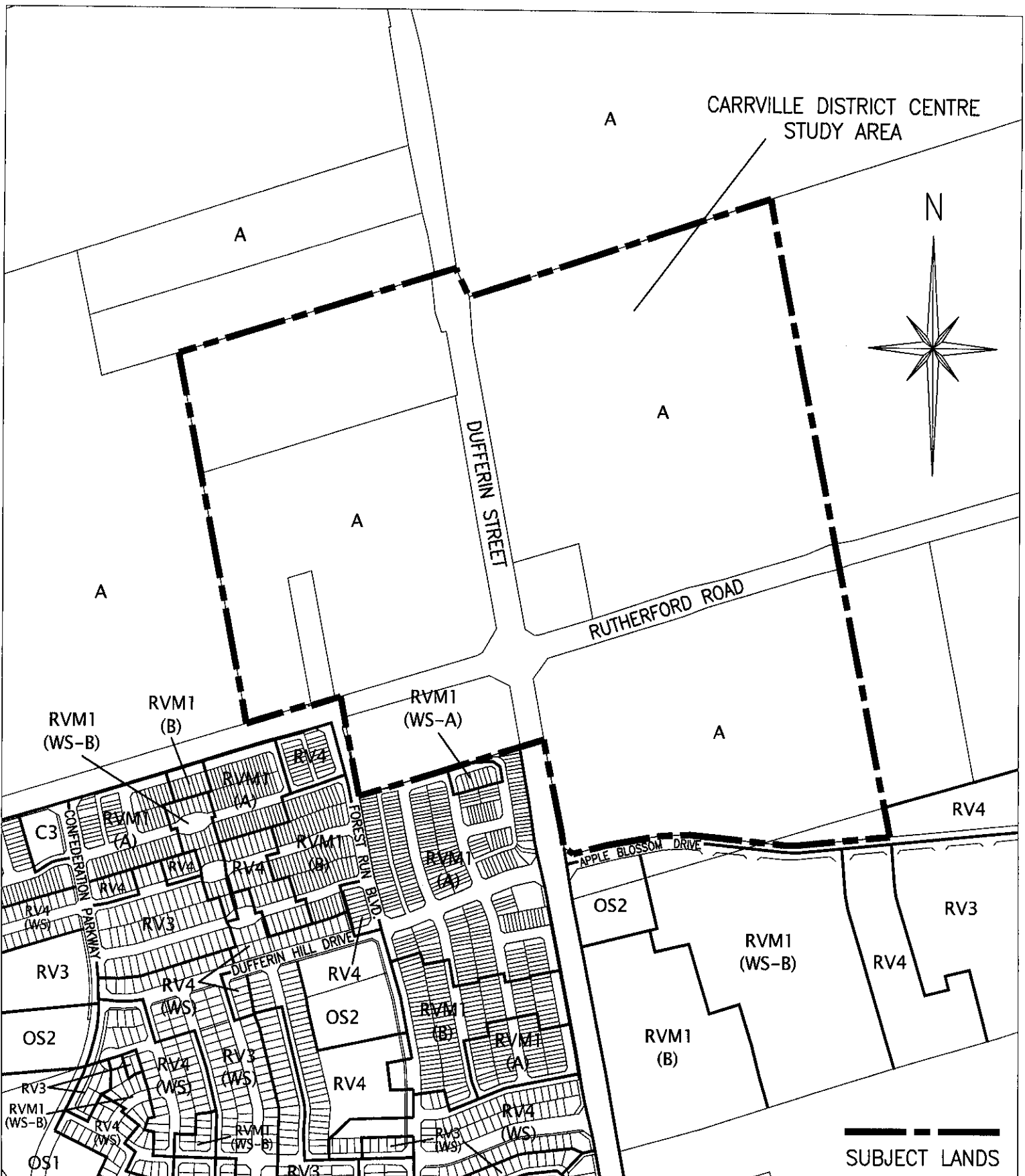
Anna Sicilia, Planner, ext. 8063  
Paul Robinson, Senior Planner, Policy, ext. 8410

Respectfully submitted,

MICHAEL DeANGELIS  
Commissioner of Planning

WAYNE McEACHERN  
Manager of Policy

/CM



# ATTACHMENT '1' LOCATION MAP

CARRVILLE VILLAGE  
DISTRICT CENTRE  
STUDY AREA

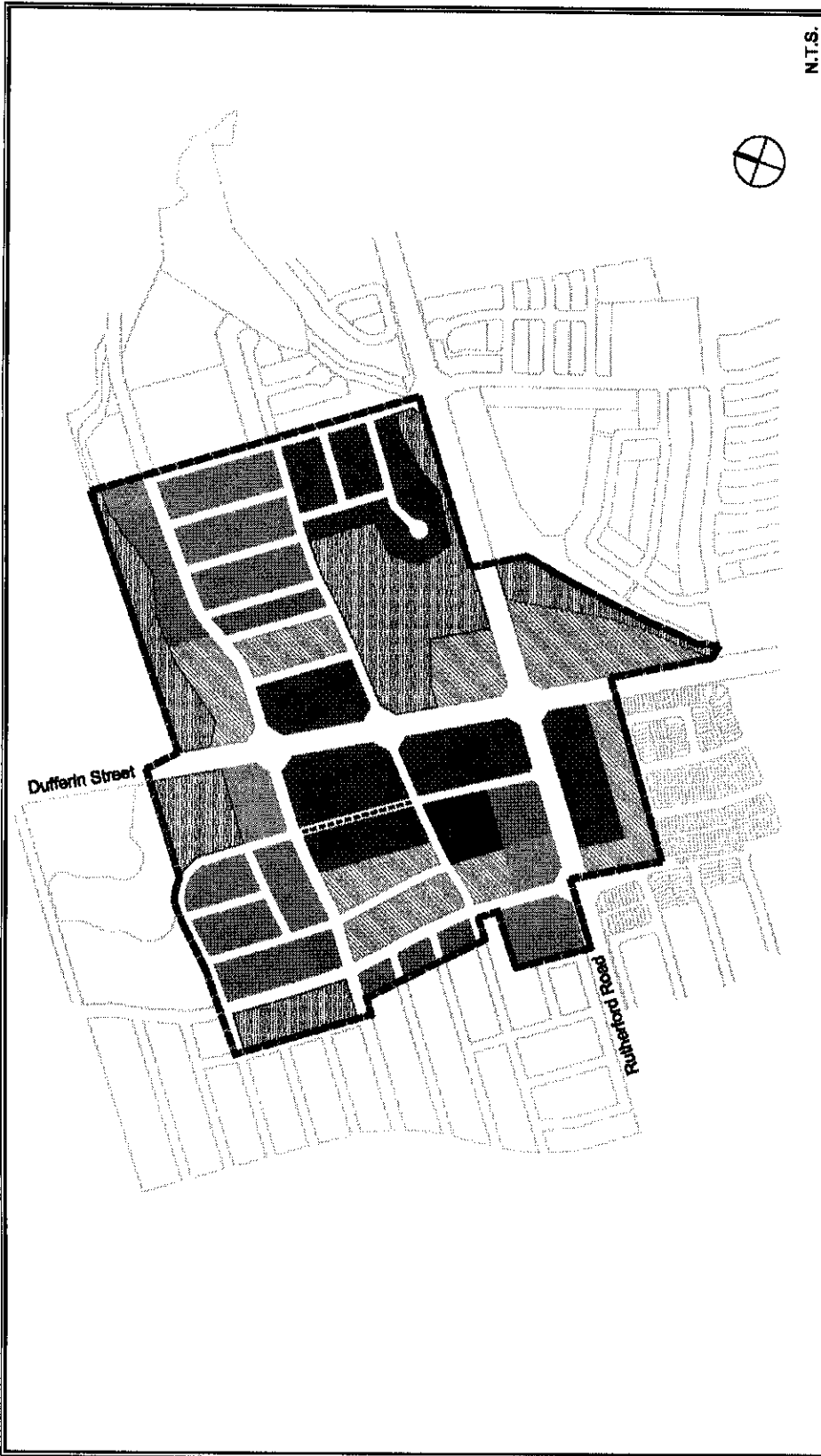
CITY OF VAUGHAN  
PLANNING DEPARTMENT

NOT TO SCALE

LOCATION:  
PART OF LOT 15,  
CONCESSION 3

FILE #:  
15.80.4





N.T.S.

**SCHEDULE "A"**  
**CARRVILLE VILLAGE DISTRICT CENTRE**  
 Vaughan, Ontario  
 The Planning Partnership  
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**SECONDARY PLAN FOR CARRVILLE VILLAGE DISTRICT CENTRE**

	Stormwater Management		Arterial Roads		Potential Gas Bar Location
	Community Amenity		Study Area		
	Open Space		Main Street		
	Environmental Protection		Transit Hub		

	Mixed Use 1		Stormwater Management
	Mixed Use 2		Community Amenity
	High Density Residential		Open Space
	Medium Density Residential		Environmental Protection

<b>ATTACHMENT '2'</b>		<b>CITY OF VAUGHAN</b>		<b>NOT TO SCALE</b>	
<b>SECONDARY PLAN FOR CARRVILLE VILLAGE DISTRICT CENTRE</b>		<b>PLANNING DEPARTMENT</b>		<b>FILE #:</b>	
<b>CARRVILLE VILLAGE DISTRICT CENTRE STUDY AREA</b>		<b>LOCATION:</b>		<b>15.80.4</b>	
		<b>PART OF LOT 15, CONCESSION 3</b>			