

ZONING BY-LAW AMENDMENT FILE Z.05.015
CITY OF VAUGHAN

Recommendation

The Commissioner of Planning recommends:

1. THAT Zoning By-law Amendment File Z.05.015 (City of Vaughan) BE APPROVED, to rezone the subject lands shown on Attachment #1 from A Agricultural Zone, C1 Restricted Commercial Zone, R1 Residential Zone, R2 Residential Zone, M1 Restricted Industrial Zone and OS2 Open Space Park Zone, to a new site-specific "Vaughan Civic Centre Zone".
2. THAT the site be identified as the "Vaughan Civic Centre" on Key Map 3D of Schedule "B" to By-law 1-88, subject to the following site-specific standards to be set out in Section 9 "Exceptions":
 - minimum building setback to Major Mackenzie Drive – 1.8m;
 - minimum building setback to Keele Street - 0m;
 - minimum building setback to Railway Right-of-Way - 50m;
 - minimum building setback to a Commercial Zone - 3m;
 - minimum building setback to a Residential Zone - 20m;
 - maximum building height - 4 storeys; and
 - no maximum lot coverage.

Economic Impact

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved.

Purpose

The City of Vaughan has initiated an application to amend the Zoning By-law to rezone the subject lands shown on Attachment #1 from A Agricultural Zone, C1 Restricted Commercial Zone, R1 Residential Zone, R2 Residential Zone, M1 Restricted Industrial Zone and OS2 Open Space Park Zone, as shown on Attachment #2 to a site-specific Vaughan Civic Centre Zone to implement the Master Plan for the Vaughan Civic Centre. The Master Plan includes a new City Hall building, a resource library, an office building, the existing civic park, a civic square, and the potential relocation of Maple Manor (senior's building). The amendment would also establish site-specific development standards to facilitate the concept Master Plan as shown on Attachment #3.

The site design reflects the long-term Master Plan for the Civic Centre site that was part of the winning submission by KPMB Architects, in the Vaughan Civic Centre Design Competition. The Master Plan has been updated to show the Vaughan Public Libraries Resource Library being located adjacent to the Civic Park, with an office building component located adjacent to the Major Mackenzie Drive frontage.

The Master Plan envisions a new City Hall with a floor area of 25,758m² (277,260 sq.ft); a Resource Library with a floor area of 3,344m² (36,000 sq.ft); and an office building with a maximum floor area of 6,503m² (70,000 sq.ft). The plan accommodates a new residential (senior's) building of 80 units. No changes are planned to the Beaverbrook House.

Phase 1 of the Civic Centre project is now in the Design Development Phase. Phase 1 entails the design and construction of the portion of the site devoted to the new City Hall building, which is located to the east of the existing signalized access driveway, which connects to Major Mackenzie Drive.

Background - Analysis and Options

The subject lands shown on Attachment #1 are located on the south side of Major Mackenzie Drive, between Keele Street and the GO Rail Line, and known municipally as 2141 Major Mackenzie Drive (Vaughan Civic Centre) 2185 Major Mackenzie Drive (Maple Manor), 9995 Keele Street (Beaverbrook House), and 299 Marlott Road (Civic Park), in Part of Lot 20, Concession 3, City of Vaughan.

The irregular-shaped parcel has a lot area of 10.3ha and approximately 500m of frontage on Major Mackenzie Drive. The site is currently developed with the existing Civic Centre administration building, civic park, Maple Manor Seniors' Residence, the Beaverbrook House, two former residential dwellings, the Annex Building (former Works Garage) and portables, and the appurtenant parking areas.

The surrounding land uses are:

- North - Major Mackenzie Drive; residential dwellings (R1 and R2 Residential Zones) and commercial (C1 Restricted Commercial Zone)
- South - residential community (R2 and R3 Residential Zones) and professional building (C1 Restricted Commercial Zone)
- West - Keele Street; residential (R2 Residential Zone, RM2(H) Residential Multiple Zone with Holding provision) and vacant commercial building (C1 Restricted Commercial Zone)
- East - GO Rail line (M3 Transportation Industrial Zone); existing residential dwelling, new residential community – Block 18 (A Agricultural Zone)

On March 24, 2005, a Notice of Public Hearing was circulated to all property owners within 120 metres of the subject lands, those individuals previously circulated as part of the Vaughan Civic Centre design competition, every registered Ratepayer Association in the City of Vaughan, the Vaughan Chamber of Commerce, the Vaughan Public Library Board, CN Rail and GO Transit. A Notice of Public Hearing was also published in the March 23, 2005 edition of The Weekly, the March 24, 2005 and March 31, 2005 (City Page) editions of the Vaughan Citizen, and the March 25, 2005 edition of Lo Specchio. A letter was received from the Owner of the lands located at 2057 Major Mackenzie Drive (east side of the GO Rail Line) outlining the following issues:

- the lands at 2057 Major Mackenzie Drive should be included in the rezoning of the civic centre lands;

Discussion

The Owner of 2057 Major Mackenzie is free to make an application to amend the zoning by-law and/or the official plan to permit an alternative use. These lands are currently zoned A Agricultural by By-law 1-88 and are designated "Medium Density Residential/Commercial" by OPA #600. Any such proposal would be evaluated on its merit at the time of submission. The Owner is not a participant in the Block 18 Development Plan. The Block 18 plan has sufficient latitude to allow for the incorporation of this site into the overall plan. An excerpt of the Block 18 plan forms Attachment #6.

- new buildings on the civic centre lands should not have windows facing east that would provide a view into his property and effect the privacy and enjoyment of his lands; alternatively, a fence should be erected that blocks views into his property;

Discussion

The new City Hall building is part of a low-rise campus style development that is designed to be compatible with the surrounding neighbourhood. In order to investigate the impact on the property at 2057 Major Mackenzie Drive a site-building section has been prepared to illustrate the distance separation between the existing dwelling and the

new City Hall and the change in elevation across that distance. This relationship is illustrated on Attachment #4 and #5.

The distance from the east elevation of the City Hall to the west property line of 2057 Major Mackenzie Drive is 77 metres (252 feet). This includes the intervening 20m wide GO Rail right of way. The dwelling is approximately 25m from the west property line, making the building-to-building distance 102m (334 feet).

At the east elevation of the City Hall the building height is 3 stories. The fourth floor is setback and additional 15m from the east elevation, increasing the building-to-building distance at this point to almost 117m (383 ft). The distance separations between the new City Hall and the west property line and dwelling at 2057 Major Mackenzie Drive are substantial and serve as an effective buffer.

The buffering effect of the distance separation is enhanced by the topography of the area and by the screening elements that will be built into the City Hall site plan. The ground floor elevation of the City Hall is set at 240.5m. The elevation increases to the east and peaks at 246.0m, at the top of the berm, which is just inside the west property line at 2057 Major Mackenzie Drive. The 5.5m (18 feet) change in grade effectively obscures the ground floor and part of the second floor of the new City Hall from line of site. A row of deciduous and coniferous trees will be planted along the east side of the north-south driveway that is located adjacent to the east elevation of the City Hall. The tree line will augment the buffering effect of the distance separation and the change of grades.

The City does not share a property line with the lands at 2057 Major Mackenzie Drive. A solid screen fence along the City's east property line would have minimal effect, due to the change of grades through this area. Therefore, it is not recommended that a solid fence be built at the east property line for the purpose of visual screening. Distance, the change of grade, proposed plantings, and the mature coniferous and deciduous tree planting along the west boundary of 2057 Major Mackenzie Drive serve to mitigate any overlook or intrusive effects that might have resulted from the new City Hall building.

- that he be made aware of and consent to the construction of the Major Mackenzie Drive pedestrian overpass.

Discussion

A pedestrian bridge over Major Mackenzie Drive to provide a more direct pedestrian connection to the Maple GO Rail Station, from the south side of Major Mackenzie Drive and the Block 18 development was originally proposed. This connection would have been located immediately to the east of the existing rail bridge. A number of alternatives have been considered to improve the pedestrian connections to the GO Station from the south side of Major Mackenzie Drive, as part of the process of developing the Block 18 streetscape and open space masterplan. As a result, there are no immediate plans to proceed with the pedestrian bridge.

Official Plan

The site is designated "Institutional", "Park" and "Settlement Area" by OPA #350 (Maple Community Plan). The proposed amendment to the Zoning By-law to permit the new City Hall building and other uses identified in the concept Master Plan conforms to the Official Plan.

Oak Ridges Moraine Conservation Plan (ORMCP)

The Civic Centre lands are partially located within the Oak Ridges Moraine Area (see Attachment #1) as designated by O. Regulation 1/02 and are therefore subject to the provisions of the *Oak Ridges Moraine Conservation Act* and the Oak Ridges Moraine Conservation Plan (ORMCP). OPA #350 (Maple Community Plan) was amended by OPA #604 to bring the Official Plan into

conformity with the ORMCP, and has been approved by the Minister of Municipal Affairs and Housing.

The portion of the Civic Centre lands located within the Oak Ridges Moraine is designated as "Settlement Area". OPA #350 provides that all uses permitted by the applicable sections of the Official Plan are permitted within "Policy Area 2 – Oak Ridges Moraine Area".

Furthermore, OPA #350, as amended by OPA #604, identifies, in Section 9.6 (b) that there are no key natural heritage features or hydrologically sensitive features either located within or 120m from the Maple Community Plan boundary. The Civic Centre lands are not located within an area of influence of a natural feature, nor are the lands located within an area of high aquifer vulnerability, or within a Landform Conservation Area.

Staff is satisfied that the redevelopment of the site conforms to the provisions of the Oak Ridges Moraine Conservation Act and the Oak Ridges Moraine Conservation Plan, as included within OPA #350 (Maple Community Plan).

Master/Site Plan

The Master Plan as shown on Attachment #3 envisions a new City Hall with a floor area of approximately 25,758m² (277,260 sq.ft) and a reflecting pool/ice rink; a resource library with a floor area of 3,344m² (36,000 sq.ft); and an office building with a maximum floor area of 6,503m² (70,000 sq.ft). The plan accommodates the potential relocation of Maple Manor (south of new City Hall building) in a new residential (senior's) building of 80 units. No changes are planned to the Beaverbrook House. The buildings have been placed in the manner shown on the site plan in order to create a sheltered and well-defined civic square oriented on the City Hall and aligned on an east-west axis, while developing a well-defined building edge along Major Mackenzie Drive.

Pedestrian access to the site will be available from Major Mackenzie Drive, Keele Street and Marlott Road. The civic park maintains the same location, with adjustments in the configuration to accommodate the new library. At this point in time the final landscape plan detailing the pedestrian connections has not been fully developed. Park programming will be undertaken by the City's Parks Development Department at a future date, in consultation with the project design team.

There are no vehicular connections from the Civic Centre into the residential area to the south. Three driveways from Major Mackenzie Drive are proposed to provide vehicular access to the Civic Centre site. The two most westerly driveways are located in the same location as the existing driveways. Ultimately the westerly, unsignalized access to Major Mackenzie Drive will be converted into a right-in/right-out configuration. A new third driveway is proposed between the new City Hall building and the railway line and its introduction will be subject to the approval of the Region of York. The middle driveway will maintain its signalization and act as the primary access and egress to and from the site. If approved, the proposed easterly driveway will likely be limited to right-in/right-out movements. Region of York approval is required for the final access locations and design. A traffic study in support of the proposed civic centre development has been prepared by the IBI Group and updated to February 2005.

The main parking areas are located to the east and south of the proposed City Hall building and will be implemented in phases as the overall Master Plan is developed. The first phase is comprised of the new City Hall building and will be developed with approximately 530 parking spaces, including 50 underground spaces. The 530 spaces will meet the needs of the Phase 1 portion of the project.

Parking for subsequent phases will be provided primarily in an underground lot below the reflecting pool/skating rink and in a surface parking lot to the north of the library and adjacent to the office building (totaling approximately 65 spaces). The number of underground spaces will be determined by the size of the office component and the impact of any potential relocation of Maple Manor on the supply of surface parking.

Zoning

The Civic Centre lands have been assembled over many years and each parcel has retained its original zoning. As such, the Civic Centre lands are zoned A Agricultural Zone, C1 Restricted Commercial Zone, R1 Residential Zone, R2 Residential Zone, M1 Restricted Industrial Zone and OS2 Open Space Park Zone as shown on Attachment #2.

Under By-law 1-88, public uses are exempt from the requirements of By-law 1-88, except that:

- no goods or materials shall be stored in the open, except where open storage is permitted;
- the maximum permitted lot coverage and minimum yard requirements shall be complied with; and
- any use carried out in a Residential Zone shall be enclosed in a building designed and maintained in general harmony with residential buildings of the type permitted in such zone.

No outside storage uses are intended on the Civic Centre site. Each individual zone category is treated as a lot and therefore, must comply with the lot area and yard requirements of the Zoning By-law. As a result, there will be encroachments on the yard requirements for the current zones as the new buildings, including the new City Hall are added to the site. The existing residential zoning applies to former residences, which are now used for other purposes. The residential zones no longer reflect the use of the site and the redevelopment of such areas need not reflect the zoning for a single detached dwelling.

The purpose of the subject zoning application is to apply a consistent zoning to the entire Civic Centre site, which would eliminate the historical zonings, simplify the administration of the site and reflect the site's intended use. This will require that the appropriate standards be developed for the entire Civic Centre lands that would permit the development of the site in accordance with the Master Plan shown on Attachment #3.

It is recommended that the site be zoned with a new site-specific "Vaughan Civic Centre Zone" with the following development standards:

- minimum building setback to Major Mackenzie Drive – 1.8m;
- minimum building setback to Keele Street – 0m;
- minimum building setback to Railway Right-of-Way – 50m;
- minimum building setback to a Commercial Zone – 3.0m;
- minimum building setback to a Residential Zone (south) – 20m
- maximum building height – 4 storeys
- no maximum lot coverage

These standards will have the effect of creating a "building envelope" on the site within which, all future buildings will be located. The proposed minimum 1.8m setback from Major Mackenzie Drive will allow for the creation of a defined building edge and facilitate pedestrian connectivity from the street. The 1.8m setback from Major Mackenzie Drive reflects the closest point of encroachment on Major Mackenzie Drive, and in most instances, the new City Hall and office building will be setback in excess of 1.8m.

The 0m setback to Keele Street and 1.8m setback from a Commercial Zone are provided to recognize the location of the existing Beaverbrook house which will remain on the site. The proposed 50m east building setback is greater than the 30m setback typically required by GO Transit adjacent to a rail line. A minimum 20m building setback is proposed from the Residential Zones to the south of the Civic Centre lands.

Presently, By-law 1-88 does not prescribe a height restriction on public uses. A maximum building height of four (4) storeys for the occupied portion of the building is proposed for the

overall site established on the basis of the height of the new City Hall building, which will be the centrepiece of the civic centre plan. The design concept for the site calls for the implementation of low scale campus development that is respectful of the low-rise character of the surrounding neighbourhood. To further this effect, the fourth storey of the City Hall will be setback approximately 15.0m from the Major Mackenzie Drive elevation and from the easterly (Block 18) elevation.

The combination of the proposed minimum building setbacks, no maximum lot coverage (with all buildings to be generally consistent with the concept Master Plan), and the maximum 4-storey building height limitation will control the location and height of all future buildings. These parameters will result in development that will be compatible with the existing neighbourhood surrounding the Civic Centre lands. It will also provide for the flexibility to accommodate both current and future requirements of the City. The other requirements for public uses under By-law 1-88 will remain applicable to the Civic Centre lands.

Relationship to Vaughan Vision 2007

This report is consistent with the priorities set forth in Vaughan Vision 2007, particularly 'A5', 'Plan and Manage Growth'.

Conclusion

Staff has reviewed the application to amend the Zoning By-law to rezone the Civic Centre lands in order to implement the Master Plan for the Vaughan Civic Centre. The application conforms to the provisions of the Official Plan and the Oak Ridges Moraine Conservation Plan. The proposed rezoning will eliminate the multiple historical zonings on the site, simplify the administration of the site and more precisely reflect the site's intended use. Staff is satisfied that the recommended building setback and height requirements will result in development that is compatible with the surrounding land uses, while at the same time providing for the flexibility to accommodate current and future requirements of the City, as illustrated in the Master Plan. For these reasons, Staff recommends approval of the proposed amendments to the Zoning By-law.

Attachments

1. Location Map
2. Current Zoning
3. Concept Master Plan
4. Building - Site Section AA - Civic Centre through 2057 Major Mackenzie Drive
5. Section AA Profile
6. Block 18 Development Plan – excerpt, 2057 Major Mackenzie Drive

Report prepared by:

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Grant A. Uyeyama, Manager of Development Planning, ext. 8635

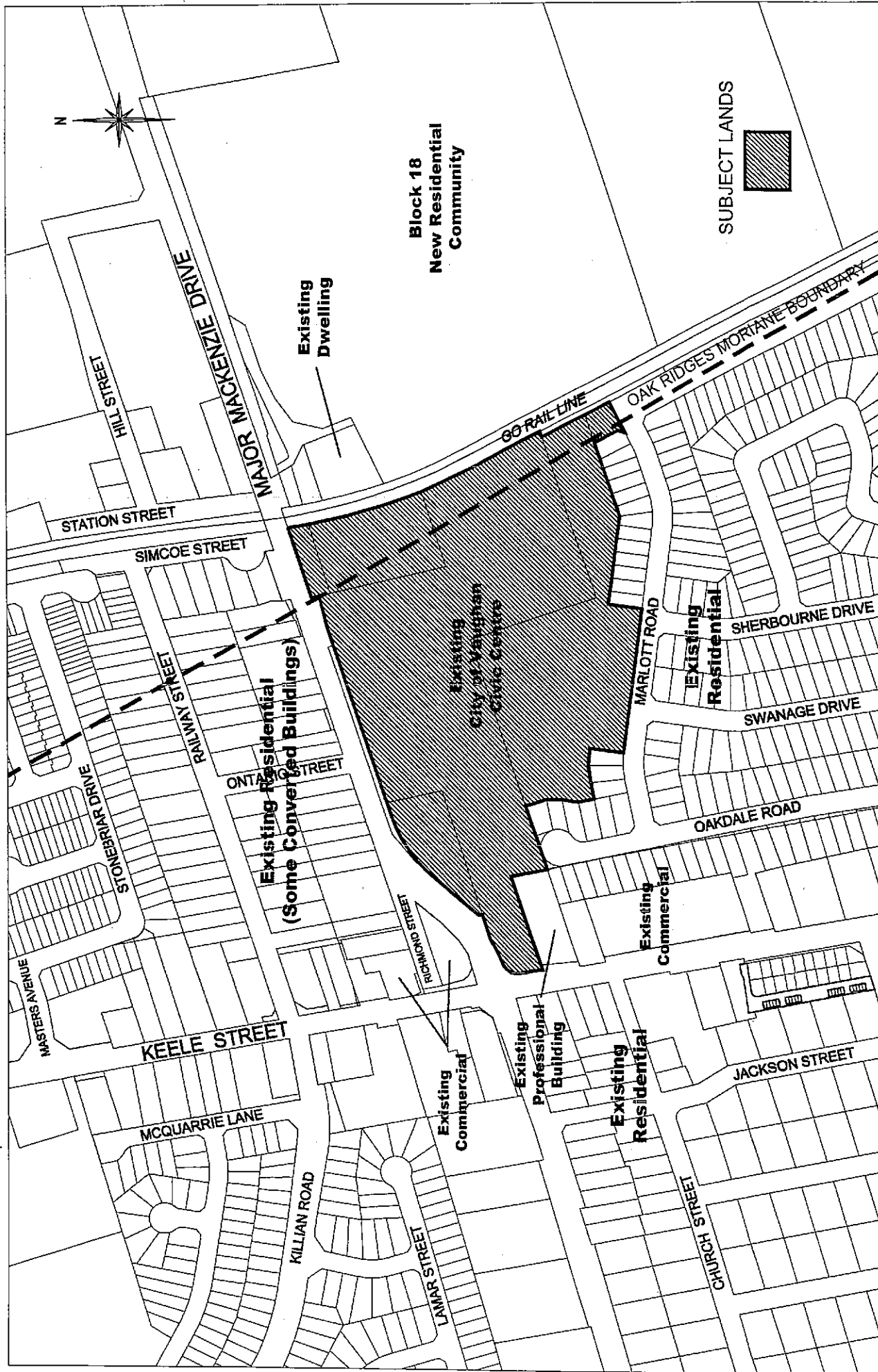
Respectfully submitted,

JOHN ZIPAY
Commissioner of Planning

MARCO RAMUNNO
Director of Development Planning

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Location Map

Lots 19 & 20,
Concession 3

APPLICANT:
CITY OF VAUGHAN

City of
Vaughan

Development Planning Department

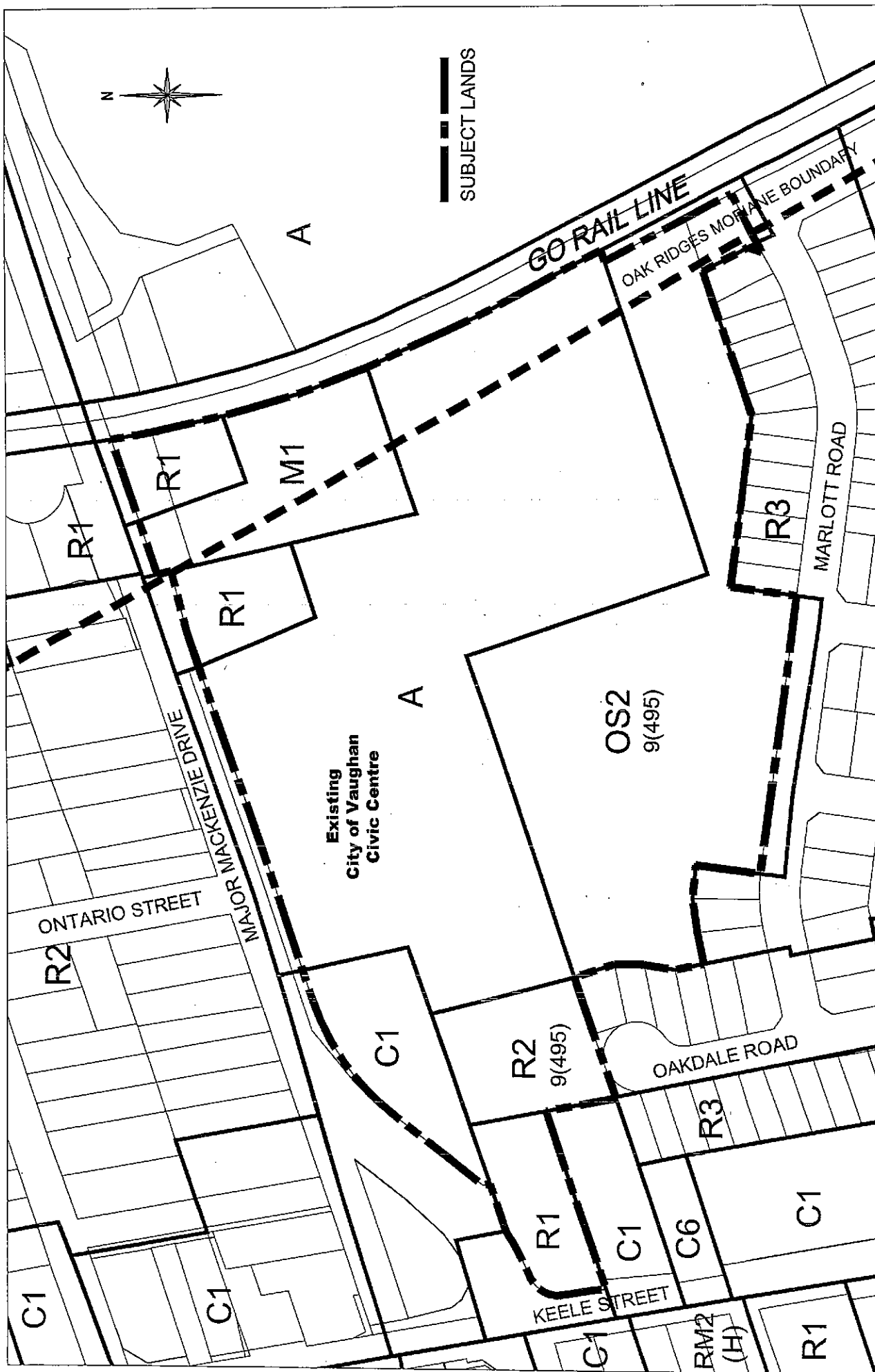
Attachment

1

FILE No.:
Z.05.015

Not to Scale

June 8, 2005



Current Zoning

Lots 19 & 20,
Concession 3

APPLICANT:
CITY OF VAUGHAN

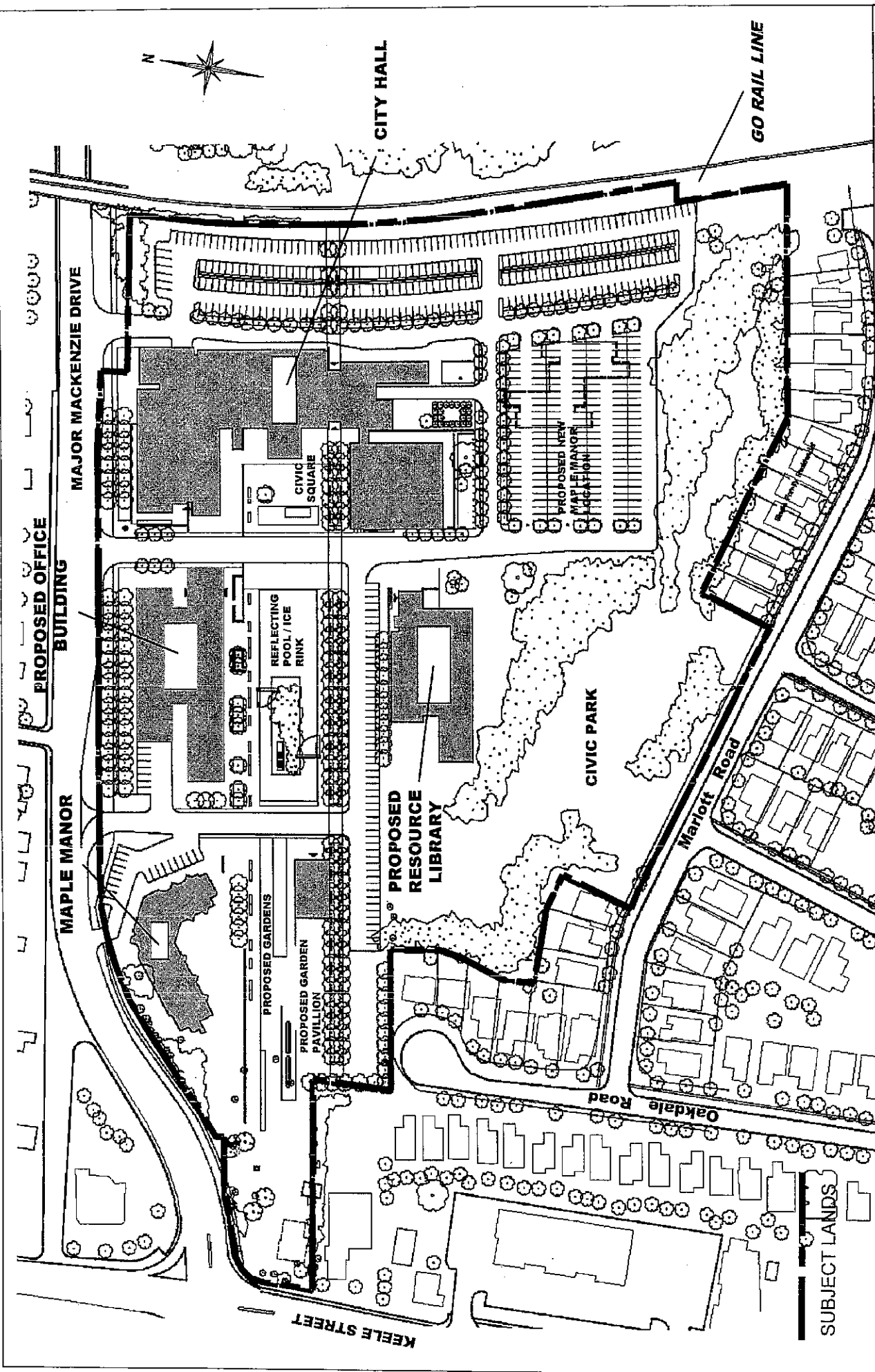


Development Planning Department

Attachment

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June 8, 2005



Concept Master Plan

Lots 19 & 20,
Concession 3
APPLICANT:
CITY OF VAUGHAN

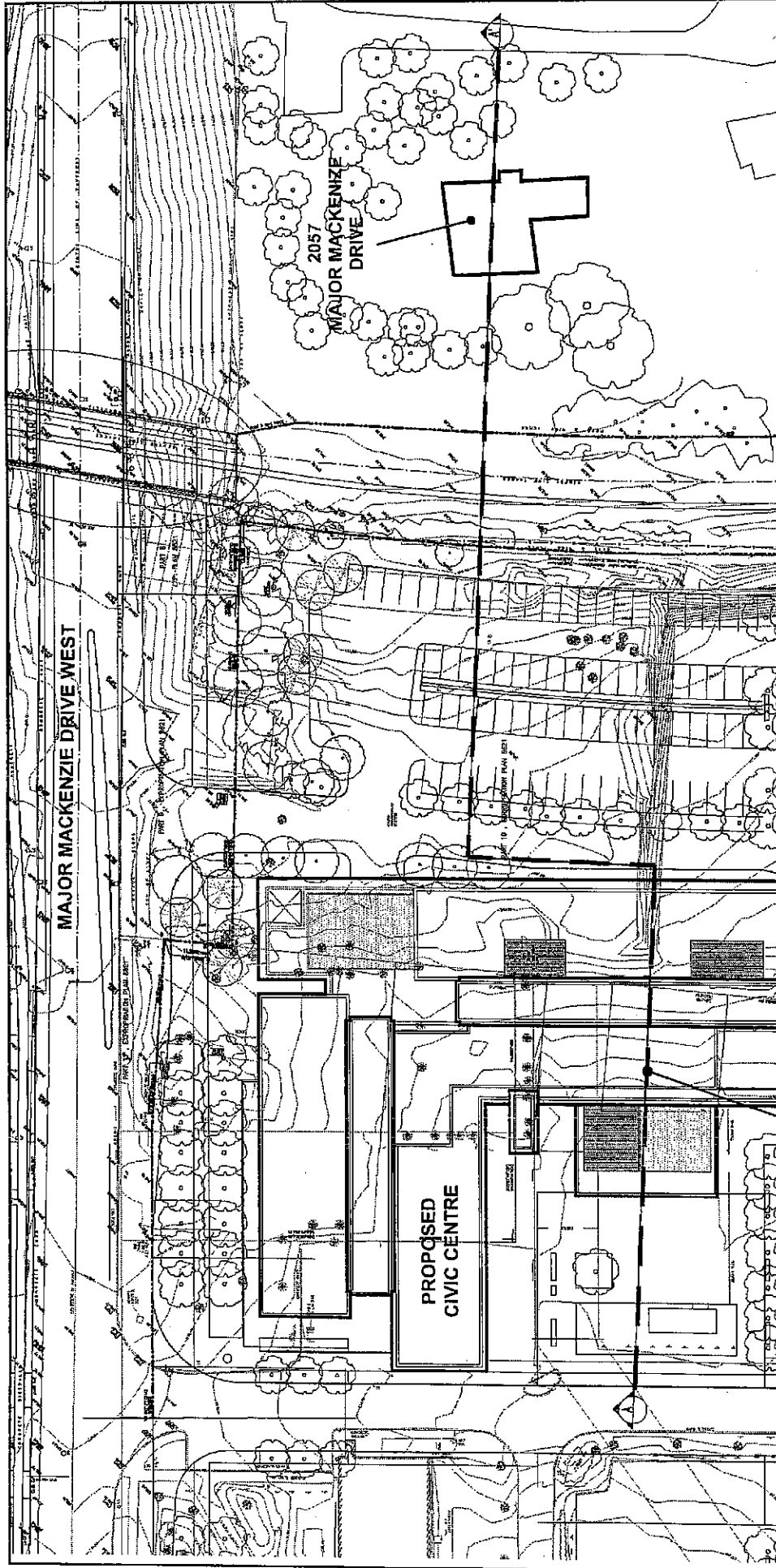


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Attachment

3

FILE No.:
Z.05.015
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June 8, 2005



02 SITE & GRADING PARTIAL PLAN

SCALE: NTS

Refer to section on Attachment #5

Building-Site Section AA

Lots 19 & 20,
Concession 3

APPLICANT:
CITY OF VAUGHAN

City of
Vaughan

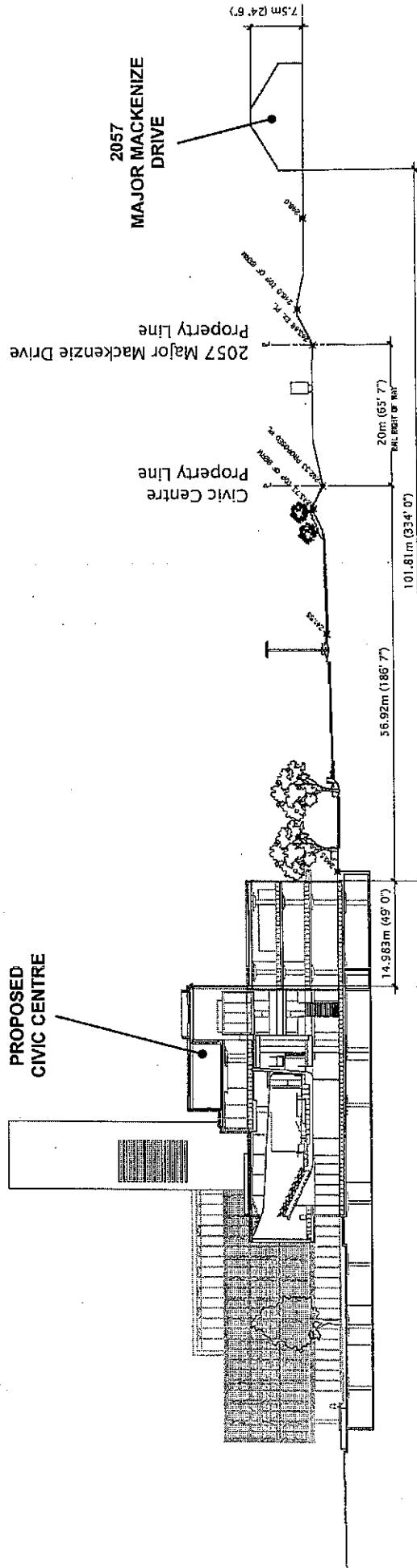
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Attachment
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FILE No.:
Z.05.015

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June 8, 2005



Section AA Profile

Lots 19 & 20,
Concession 3

APPLICANT:
CITY OF VAUGHAN

City of
Vaughan

Development Planning Department

Attachment 5

FILE No.:
Z.05.015

Not to Scale

June 8, 2005

2057

MAJOR MACKENZIE DRIVE WEST

CIVIC
CENTRE

GO RAIL LINE

DATE	DESCRIPTION	AMOUNT	BALANCE
12/01/20	CONCESSION 3	15.00	15.00
12/02/20	CONCESSION 3	15.00	30.00
12/03/20	CONCESSION 3	15.00	45.00
12/04/20	CONCESSION 3	15.00	60.00
12/05/20	CONCESSION 3	15.00	75.00
12/06/20	CONCESSION 3	15.00	90.00
12/07/20	CONCESSION 3	15.00	105.00
12/08/20	CONCESSION 3	15.00	120.00
12/09/20	CONCESSION 3	15.00	135.00
12/10/20	CONCESSION 3	15.00	150.00
12/11/20	CONCESSION 3	15.00	165.00
12/12/20	CONCESSION 3	15.00	180.00
12/13/20	CONCESSION 3	15.00	195.00
12/14/20	CONCESSION 3	15.00	210.00
12/15/20	CONCESSION 3	15.00	225.00
12/16/20	CONCESSION 3	15.00	240.00
12/17/20	CONCESSION 3	15.00	255.00
12/18/20	CONCESSION 3	15.00	270.00
12/19/20	CONCESSION 3	15.00	285.00
12/20/20	CONCESSION 3	15.00	300.00
12/21/20	CONCESSION 3	15.00	315.00
12/22/20	CONCESSION 3	15.00	330.00
12/23/20	CONCESSION 3	15.00	345.00
12/24/20	CONCESSION 3	15.00	360.00
12/25/20	CONCESSION 3	15.00	375.00
12/26/20	CONCESSION 3	15.00	390.00
12/27/20	CONCESSION 3	15.00	405.00
12/28/20	CONCESSION 3	15.00	420.00
12/29/20	CONCESSION 3	15.00	435.00
12/30/20	CONCESSION 3	15.00	450.00
12/31/20	CONCESSION 3	15.00	465.00

NEIGHBOURHOOD
PARK
AREA: 1370sqm

PUB
ELEMENTAR

Block 18 Development Plan (Excerpt)

APPLICANT:
CITY OF VAUGHAN

**Lots 19 & 20,
Concession 3**

City of Vaughan

Development Planning Department

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