

**COMMITTEE OF THE WHOLE (WORKING SESSION) JANUARY 24, 2006**

**OFFICIAL PLAN AMENDMENT FILE 15.80.4  
CARRVILLE DISTRICT CENTRE  
(OFFICIAL PLAN AMENDMENT #651)**

**Recommendation**

The Commissioner of Planning recommends:

1. THAT this report on the status of and revisions to Official Plan Amendment #651 (Carrville District Centre) dated January 24, 2006, resulting from the Carrville District Centre Study, be received by Council.
2. THAT revised draft OPA #651 be scheduled for a public hearing on March 6, 2006.

**Economic Impact**

There is no additional economic impact to the City of Vaughan as the necessary resources have been allocated and approved. The proposed policy changes will enable new development, generating additional assessment to the City's tax base.

**Purpose**

To submit a status report and revised plan for the Carrville District Centre (OPA #651), for the consideration of Committee of the Whole.

**Background - Analysis and Options**

**Location**

The Carrville District Centre is generally located at the four corners of Rutherford Road and Dufferin Street, including lands in Blocks 10, 11, 17, and 18, in Carrville-Urban Village 2 (Attachment 1). Attachment #2 shows Schedule 'C' of OPA #600, which conceptually identifies Carrville District Centre at the intersection of Rutherford Road and Dufferin Street. Attachment #3 shows the actual boundaries of the Carrville District Centre Plan.

**Land Use Status**

**Existing Uses**

The Carrville District Centre site is currently largely agricultural land, with the exception of a treed valleyland, some small wooded tableland areas, and a watercourse east of Dufferin Street, both north and south of Rutherford Road. The balance of the District Centre site is currently vacant or used for agricultural purposes, with the exception of a few scattered houses and a temporary sales pavilion on the northwest corner of the Dufferin/Rutherford Rd. intersection.

**Official Plan/Zoning**

OPA # 600 provides a policy framework for designated District Centres in the new communities of Vellore and Carrville (see Attachment # 2). The District Centres are envisioned as the focus of each community, with a concentration of commercial uses, medium and high density residential development, preferably in the form of mixed use development, and supporting community facilities. They are expected to be pedestrian-friendly and transit-supportive. OPA #600 requires

that development within each District Centre 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 District Centre is expected to become the major focus of human activity/social interaction and community identity for more than 60,000 residents to live in Carrville.

The lands are zoned A Agriculture by By-law 1-88.

## Background

### 1. Terms of Reference

Council approved the Terms of Reference for the Carrville District Centre Study on August 26, 2002. The consulting team, lead by the firm, The Planning Partnership, was retained to complete a study, which addressed key planning considerations, including land use, urban design, environmental and transportation, and to 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 series of meetings/workshops with a Stakeholder Consultation Group (SCG), to provide a forum for communication and to build consensus among stakeholders.

### 2. Public Consultation Process

The SCG was formed following an Open House in December 2002, and consisted of approximately 39 people; including landowners and their representatives, residents, York Region Staff, Toronto Region Conservation Authority Staff, and City Staff. 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 2003, an open house was held at the request of the local councilor, to provide further opportunity to review and comment on the preferred plan developed in consultation with the SCG.

On January 13, 2004, the Draft Carrville District Centre Report and Official Plan Amendment for the tertiary plan were presented to a Committee of the Whole Working Session for information and comment. The Plan was generally well received, with one issue raised respecting the potential for the infiltration of traffic into the Block 18 residential lands, west of the District Centre. It was suggested that, to minimize traffic infiltration into the residential area, two east/west local roads north of Rutherford Road should be terminated west of the north/south primary road which now forms the westerly boundary of the plan. This suggestion has been incorporated into the draft plan of subdivision for the lands to the west, which are now outside the District Centre plan.

On February 12, 2004, a final meeting of the Stakeholder Consultation Group took place to present the draft Official Plan and Planning Report for the District Centre. The SCG expressed their strong support for the Plan.

On February 5, 2004 a notice of public hearing was placed in the Vaughan Citizen, and a separate notice of public hearing was mailed to the Stakeholder Consultation Group members. The public hearing was held on March 1, 2004, and no letters of objection were received respecting the proposed Official Plan amendment (OPA #651). Council received the public hearing for File: 15.80.4 and adopted the recommendation that any issues identified by the public and Council be addressed in a comprehensive report to Committee of the Whole.

On June 7, 2004, the Staff Report on the Official Plan for the Carrville District Centre (OPA # 651) was considered for adoption at a Committee of the Whole meeting. At this meeting a few of the participating landowners expressed concerns respecting aspects of the plan, including the permitted development densities, land use designations and road network. Subsequently, at the following Council Meeting of June 14, 2004, it was resolved that the matter should be referred to a future Committee of the Whole (Working Session) meeting to permit staff to meet with the appropriate stakeholders for a review of their issues. The discussions with the landowners took place throughout the following year, and the resolutions to the issues are discussed in the "Revisions to the Carrville District Centre Plan" section of this report. The modifications necessitate the scheduling of a second public hearing for draft OPA #651.

On November 24, 2005, a meeting of the Stakeholder Consultation Group was held to provide members with an update on the status of the Carrville District Centre Plan, and the revisions made since the Committee of the Whole meeting of June 14, 2004. The meeting provided an opportunity for the SCG to discuss proposed modifications and to address any questions pertaining to the finalization of the plan. At this meeting the revisions were generally well received, with the exception of two stakeholders raising concerns respecting proposed increased heights and densities.

### **Revisions to the Carrville District Centre Plan**

The initial draft of OPA #651 has been subject to a number of modifications:

#### ***General Revisions to OPA #651***

##### **1. Definitions of Development Density**

"Units per hectare" has been deleted as an expression of permitted density within each of the designations. The range of densities permitted in each of the designations is now expressed only in terms of "Floor Space Index (FSI)" which is the permitted gross floor area divided by site area. FSI provides a uniform approach and greater control respecting the built form of development on individual sites.

##### **2. Potential Population and Housing**

The initial plan for the District Centre estimated that approximately 2,700 housing units could be accommodated, whereas the revised plan potentially includes up to 5,400 units at maturity. The increased number of units is a result of two factors: 1) the use of FSI as a measure of density providing greater flexibility in the size and number of units; and 2) changes to some land use designations resulting in an increase in density on some parcels. The District Centre's estimated potential population is approximately 11,000. This will bring the total population of the entire Carrville Community to about 66,000. This is consistent with OPA #600, as the approved development in surrounding block plans achieves a lower population than originally estimated in OPA #600. The concentration of population within the centre will be beneficial, strongly

supporting its role as a focus of retail development and public transit services, and contribute to the success of the District centre.

3. Increase to Parkland within the District Centre

The revised plan has increased the potential number of housing units by approximately 2,700 more than in the initial plan. The resulting higher population will generate greater demand for parks and recreation facilities. Therefore, the amount of parkland has been increased from 2.0 ha to 5.02 ha. The total parkland dedication to which the City is entitled is 18 ha, based on a 1 ha per 300 units calculation. However, given the urban nature of the District Centre, and the accessibility of the District Centre to additional parkland located within 400 metres (5 minute walk) of the Centre (See Attachment 7) the amount of proposed parkland dedication requirement is considered sufficient. The remainder of the parkland dedication will be taken in cash in lieu.

4. Permitted Uses In Mixed Use 1 Designation

The definition of the "Mixed-Use 1" designation has been modified to permit office commercial uses as well as residential uses, above the retail uses required at grade. Eating establishments have also been added to the list of permitted commercial uses within this designation.

***Specific Locational Revisions to Initial Draft of OPA # 651***

1. Northwest Quadrant-Block 18 (Nine-Ten West Limited Lands)

Staff met with the Proponent's Consultant to discuss concerns respecting the Community Amenity designation, the proposed transit facility on the same site, and the size and location of a large food store proposed by the property owner.

a. Community Amenity/Transit Facility

The landowner asked that Staff provide more detail regarding the need for a proposed Community Amenity and Transit Facility designation on the Plan. Since that time, the Community Amenity Designation has been changed to "Mixed Use 1/Public Library", to include retail at grade, and office/residential uses above, subject to the City being provided an option to establish a public library in a multi-storey building on the site. Respecting inclusion of a transit facility on the Community Amenity site, a meeting was held with the Landowner's Consultant and York Region Transit (YRT). As a result of this meeting, Staff have agreed to amend the policy wording respecting the transit facility. A note has been placed on the land use schedule providing that a transit facility will be located in the northwest quadrant of the District Centre at some future date, rather than requiring it on a specific site. Consequently, the designation of the parcel has been changed, as noted above.

b. Major Food Store Site

Respecting the accommodation of the food store in the northwest quadrant of the District Centre, Staff offered the solution of creating a single large internal block, previously proposed as "Mixed Use 1 (MU1)" and "Mixed Use 2 (MU2)," and designating it as MU1 in its entirety to provide a site large enough to accommodate a major food store. Also, the size restriction for the food store has been removed provided that it is located west of Main Street, including all of its required parking, landscaping and buffering from neighbouring residential on the site, and that the store is sited close to and fronts onto the Main Street right-of-way. A "Mixed Use 2" designation has been placed at the westerly edge of the of the food store block, to provide an appropriate interface (or buffer) in the form of residential townhouses, with the residential neighbourhood to the west. The "Special Character Street" formerly located in the central portion of Block 18 has been eliminated resulting in a larger block size for the food store. It

was not considered appropriate to locate a character street in this area, given that the food store's loading area would now face this street which would be used by trucks to access the food store.

2. Northwest Quadrant-Block 18 (Muzich Lands)

The Muzich Lands are located in the north portion of the Block 18 quadrant of the Carrville District Centre. There have been changes to the local road pattern and the location of the park and stormwater management pond within the parcel, and a "High Density Residential" designation has been added. More specifically the following changes have been made:

a. High Density Residential

A "High Density Residential" designation has been added at the northwest corner of the northerly east/west primary road and Dufferin Street. The stormwater management pond has been reduced in size and re-located to the northern edge of the parcel, abutting the west side of Dufferin Street. The site's storm pond requires less land than originally anticipated. High density development will be readily accessible from Dufferin Street, and will support the major retail commercial development in this quadrant of the District Centre. To the north, it is separated from the lower density residential area by natural features providing a green buffer.

b. Park Relocation

The proposed park has been relocated to the central area of the parcel. It has been sized to help address the recreational needs of the increased population resulting from the introduction of adjacent high density development.

3. Northeast Quadrant-Block 11 (Nine-Ten West Limited Lands)

a. High Density Residential

The landowner requested that the parcel of land located at the northeast corner of Dufferin Street and the most northerly east/west primary road, be designated "High Density Residential" rather than "Mixed Use 2". In view of the location of this parcel, and the recent directive of Provincial, and Regional policies to increase densities in centres and along arterial corridors to promote long term sustainability, the change to "High Density Residential" is considered appropriate. Also, this site is located at the northern edge of the District Centre, and its development will be screened from view from the south, by the woodlot in the same block. To the north, it is bounded by a very large expanse of natural area separating and buffering it from other development in the block.

b. Introduction of Additional Parkland and Pedestrian Greenway

To address the recreational needs of the increased population resulting from additional high density development anticipated in the northeast quadrant the size of two parks has been increased and a parkette/greenway connection to the natural area to the north has been introduced.

4. Northeast Quadrant-Block 11 (Norstar Developments Inc.)

a. Mixed Use 1 Designation

This 1.38 ha parcel of land is located at the northeast corner of Dufferin St. and Rutherford Road. The designation at this prominent location of the District Centre Plan has been changed from "Mixed Use 2" to "Mixed Use 1" to permit additional density to be

achieved over time. The increase in density is in keeping with Provincial and Regional policies, and will enable the site's development to eventually intensify. Buildings at the corner and along the Rutherford frontage will be a minimum of two storeys to establish an identifiable physical presence at the Dufferin/Rutherford intersection.

b. Introduction of Exceptions

The small size of the site and its closeness to the Dufferin/Rutherford intersection limit the development options available to this site. Underground parking would be uneconomical given the scale of anticipated development. Therefore, exceptions are proposed to permit one single use, one-storey commercial building, and one bank with a drive-through facility on the site. The exception of a drive-through facility is proposed only in this location due to the site's isolation from a larger community and must be located behind the building where it is not visible from the arterial roads. Other buildings on-site are required to be a minimum of two-storeys, include mix-use, and be located close to and oriented to the street.

5. Southeast quadrant-Block 10 (Rutherford Contwo Investments Ltd.)

The Rutherford Contwo Investments Ltd. lands are located at the southeast corner of Rutherford Road and Dufferin Street. The lands have changed ownership since the study for the Carrville District Centre was undertaken. The previous owner had not participated in the study process. Several discussions have been held with the new owners which have resulted in the following changes to this quadrant of the Plan.

a. Mixed Use 1 Designation

The portion of the lands closest to the Dufferin/Rutherford intersection has been designated "Mixed Use 1" to permit an increase in residential density. The southerly portion of the lands has remained "Mixed Use 2". Higher density development will contribute to the character and identity of the Centre and make it more recognizable as an "urban place". Higher residential densities will also support retail uses and transit ridership.

b. Introduction of Additional Parkland

A 0.5 ha park has been introduced in the central portion of the parcel to serve the increased residential population resulting from the more intense development expected on the Dufferin/Rutherford corner. The park will also provide a green buffer separating the high density development from the medium density area to the south.

Overview of the Carrville District Centre Plan (OPA #651)

OPA #651 provides for a mix of residential, commercial, mixed use and community facilities within the Carrville District Centre (See Attachment #3). At build-out the District Centre will house approximately 11,000 residents, with employment of 3,000-4,000. The most intense development is proposed for the northwest quadrant, which is least constrained by neighbouring land uses and topography. The major focus of commercial development is located in the northwest quadrant. OPA #600 permits the District Centre up to 40,000 sq.m of retail gross leasable area (GLA). This has been allocated to the north-west quadrant (27,000 sq.m), the south-west quadrant (7,000 sq.m) and the north-east quadrant (6,000 sq.m). In addition, as an incentive, retail space provided as part of a mixed use building will not be counted against the permitted maximum retail allocation in each block. Commercial development will be concentrated in a "Main Street" form along the first north/south local road west of Dufferin Street and north of Rutherford Road.

A major food store and community library are expected to be the anchors for Main Street, which will be the focus of commercial activity, and be built in a human-scale, pedestrian-friendly form. The public library is proposed to be included in a multi-storey building located north of the urban square fronting onto Rutherford Road. Two parks are also located in this quadrant to encourage pedestrian activity in the core. Mixed-use development is expected on Main Street, and encouraged elsewhere throughout much of the District Centre. The concentration of residential and commercial uses in close proximity affords the opportunity for residents to work close to home. This compact form of development will also help to make the District Centre an urban place with many services and activities within convenient walking distance of home.

The road network defines the pattern of development blocks, and thereby establishes the physical framework for future development. Particularly in the northwest quadrant where development will be most concentrated, the blocks have been deliberately sized to accommodate the desired range of uses, achieve land use efficiencies, and minimize walking distances. Except for a single, larger site for a major food store, the blocks are sized to discourage the 'big box' retail uses which are more appropriately located in a 'power centre', rather than in the heart of a community where creating a comfortable pedestrian environment is key.

### ***Land Use/Commercial Designations***

#### Land Use Designations

The Plan provides seven land use designations, including:

- Mixed Use 1
- Mixed Use 2
- High Density Residential
- Medium Density Residential
- Park
- Valleylands/Woodlots
- Stormwater Management Area

The key policies applicable to each designation are outlined as follows:

#### Mixed Use 1 – MU1

Development will proceed in a mixed use format, with retail uses at grade, and offices and/or residential uses (stacked townhouses and apartments) above grade in the same building. Also permitted are public and institutional uses, special needs housing, places of worship, community, cultural, entertainment and social facilities, and public utilities. The maximum building height is 6 storeys, with a maximum FSI of 2.5. One gas bar is also permitted on one MU1 block adjacent to Dufferin Street in the northwest quadrant. The proposed heights and densities of buildings within this designation are consistent with OPA #600 policies.

A broad variety of retail and service commercial activities are encouraged in this designation, but the following are specifically excluded:

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

Stand-alone, single use buildings are generally not permitted, with the exception of:

- One stand-alone, single use building in Block 18 with no maximum floor plate.

- One stand-alone, single use building in Block 11 with a maximum floor plate of 5,750 sq.m.
- Two stand-alone, single use buildings in Block 11 on the parcel northeast of the Rutherford Road and Dufferin Street intersection.
- One stand-alone, single use building in Block 17 with a maximum floor plate of 5,750 sq.m.

To create the desired character and pedestrian environment on lots abutting Main Street, buildings and their main public pedestrian entrances will face Main Street. Individual retail uses on lots abutting Main Street will be limited to a maximum of 2,500 sq. m. GFA.

### The Major Food Store

The majority landowner (Nine-Ten West) of lands within the Carrville District Centre has proposed that a large food store use be permitted within the Carrville District Centre. A food store provides an important anchor, helping to attract other retailers who benefit from their proximity to the business generated by the food store, and thereby maximize the synergies with other retail uses. The specific location of the food store is a block on the west side of "Main Street", which has been sized to accommodate it and its total parking requirement.

This food store will be permitted as an exception within the MU1 designation because of its size and single use built form. The layout of the food store is important given its proximity to Main Street. To create the appropriate shopping and pedestrian environment on Main Street, the food store will be required to locate its ancillary retail uses along the Main Street frontage, with store entrances oriented to the street, to complement other retail uses on Main Street.

### Mixed Use 2 – MU2

Within the 'Mixed Use 2' designation, mixed use development is preferred, but stand-alone, single use, street, block and stacked townhouses, low rise residential apartments and live-work units are also permitted. The height limit is four storeys and the maximum FSI permitted within this designation is 2.0.

Small scale service commercial uses (less than 2,500 sq.m of Gross Leasable Area) and small scale office uses are also permitted, provided that they are components of a mixed use development. This designation also permits public and institutional uses, places of worship, community, cultural and social facilities, and public utilities.

This designation provides a lower scale, mixed use area in the District Centre where live/work units and medium density housing forms can be provided.

### High Density Residential

Permitted uses include street, block and stacked townhouses and apartment buildings. The maximum height is 8 to 12 storeys. The maximum FSI within this designation is 3.0 to 3.5. Built form policies will provide more specific direction respecting the distribution of height and mass on-site, and ensure sensitivity to adjacent development.

The suggested heights are considered appropriate as the designation is confined to two areas of the Plan where they are appropriately buffered:

- 1) In the northeast quadrant, north of Rutherford Rd., steep grades, a valley and a designated woodlot to the west and south of two sites, provide a visual buffer from the arterial road and residential development south of Rutherford.



- 2) At the north end of the District Centre, two sites flank Dufferin Street to the east and west. Both sites are bordered on their northern limits by large natural features buffering them from lower density residential development.

These four high density residential sites will help to achieve the concentration of development needed to support the District Centre's transit services, amenities, and retail activity objectives.

Medium Density Residential – Permitted uses include street, block and stacked townhouses. The height limit is 4 storeys. The maximum FSI within this designation is 2.0.

The medium density designations primarily occur on the perimeter of the District Centre where they will provide an appropriate transition in scale and form between the Centre and the predominantly low density neighbourhoods surrounding the District Centre.

#### Mixed Use 1/Public Library

The MU1/Public Library site, is located on the north side of an urban square immediately adjacent to Rutherford Road, and will be readily visible from Rutherford. The one hectare site is proposed to accommodate one or two prominent "landmark, quality buildings" up to six storeys in height, providing a presence and physical identity for the District Centre. An additional two storeys would be permitted as a bonus in exchange for provision of space for a public library.

The site would accommodate a Community Library on one floor of a building which might also include space for meeting rooms, and other public uses such as daycare, social, cultural, and seniors' facilities. The MU1/Public Library designation also permits retail commercial, office and residential uses to be located on the site. The site's location on the west side of Main Street will create a focal point there and help to establish the desired retailing environment, through the inclusion of at-grade retail uses (cafes, restaurants, specialty boutiques).

#### Public Transit Facility

The Carrville District Centre shall also include a public transit facility which is to be located in the northwest quadrant (Block 18), of the District Centre to coincide with the expected highest local concentration of potential ridership. The transit facility should be designed and located to provide optimal access for pedestrians. The City will work with York Region Transit and the affected landowner to identify and implement the transit facility once demand for transit service warrants its development.

#### Parkland

Parkland in the District Centre is composed of five parks of varying sizes. The northwest quadrant has the greatest concentration of commercial space. It includes one large square, fronting on the north side of Rutherford Road, directly in front of the MU1/Public Library site. This urban square will be designed for passive recreation to serve both residents and employees located in the District Centre. A second park is located to the north, adjacent to the high density block at Dufferin.

In the northeast quadrant close to two concentrations of high density residential development, are two parks and a parkette/greenway.

Southeast of Dufferin Street and Rutherford Road, a small park separates the Mixed Use 1 site at the corner from the Medium Density site to the south, providing an open space connection from Dufferin to the valleyland to the east.

The planned densities will yield sufficient parkland dedication to provide for the identified parks, as well as cash-in-lieu of parkland to enable the City to acquire additional parkland in the future.

Parkland dedication will be calculated based on the City's current policies pursuant to the provisions of the Planning Act.

Woodlots and valleylands designated by OPA 600 in both the northeast and northwest quadrants of the District Centre will also play an important role in its success, as part of the pedestrian and bicycle system extending throughout the surrounding community. These natural areas will be linked with the parks via a continuous pedestrian trail system, so that all are readily accessible to the residents of the District Centre and Carrville community. The pedestrian network will be designed with special attention to streetscaping to achieve the desired pedestrian environment and the connectivity to the surrounding community served by the District Centre.

#### Valleylands/Woodlots

Natural features are present in three of the four quadrants of the District Centre, with the exception of the south-west quadrant. This designation protects and enhances the natural ecosystem, and applies to watercourses, valleylands, floodplains, and woodlots, consistent with OPA #600. Permitted uses within these designations are conservation areas, essential public works, passive recreation features, and buildings which are accessory to the permitted uses.

This section of the Plan also addresses the Oak Ridges Moraine Plan conformity requirements defined by OPA #604, and is consistent with OPA #600's environmental policy framework.

#### 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. The ponds will be subject to design requirements which will ensure that they become attractive features of the District Centre.

The Plan now provides two storm ponds in the northwest and northeast quadrant of the Plan. A third pond formerly in the northwest part of the District Centre has been relocated to the west, outside the limits of the Centre, providing additional developable land within the District Centre.

#### Transportation Plan and Analysis

An integral component of the District Centre plan is the transportation network. Implementation of the grid network of interconnected arterial, primary, and local streets, and defined development blocks, is critical to 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. The grid road network establishes the physical framework for future development and provides a high level of porosity and connectivity between the blocks, which will facilitate all modes of travel and encourage public transit ridership.

In accordance with the general road policies of OPA #600, the Carrville District Centre road network consists of the following road classifications:

- Primary Roads - right-of-way width of 23 m to accommodate two through lanes (one lane in each direction), transit service and on-street parking.
- Main Street - right-of-way width of 23 m recognizing the need to accommodate parking on both sides, provide access for transit buses, and enhanced sidewalks and streetscaping.
- Local Roads - right-of-way width is generally 17.5 to 20.0 m. Local roads are planned to minimize substantial through traffic and accommodate community-oriented transit service where required. Two local roads, Main Street and the east-west road providing access to the central focus of the commercial area on

Main Street, are both planned at 23.0 m to permit bus access and on-street parking.

To enhance the pedestrian environment, landscaping and streetscaping will be provided on all roads. The Main Street and the two arterial roads will have the highest level of treatment within the Centre. Landscaped medians, and planting within the boulevards, is recommended wherever possible on the arterial roads.

The Plan provides Main Street with a road allowance of 23 m, with an 11.5 m pavement width comprising one travelled lane in each direction, and on-street parking. As the main focus of retailing in the District Centre, the Main Street streetscape will be designed to provide a comfortable, attractive shopping environment to encourage pedestrian use. A 5.75 m boulevard along both sides will accommodate tree planting, street furniture and sidewalks. The Plan provides that development will proceed via draft plans of subdivision, to ensure that the road network will be dedicated and developed as planned.

The Plan strongly encourages pedestrian and transit modes of travel. The "main street" concept, smaller block sizes, pedestrian walkways/connections, streetscaping and transit services, all 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 residential areas, convenience commercial services and recreational facilities are all within a 5 minute walk.

The convergence of local transit routes at a transit facility in the northwest quadrant will be key in encouraging public transit usage. The precise location of the transit facility will be determined at a future date, in consultation with YRT, once development becomes sufficiently concentrated to warrant the facility's creation. The site will become the focus for local transit services within the Carrville community, and should also be integrated with City-wide and inter-regional express transit services. The transit facility could accommodate up to five off-street bus bays, as well as ancillary services such as heated passenger waiting areas, ticketing, washrooms, and retail amenities.

The proposed Carrville District Centre transportation network has been tested based on the assumed scale of development recommended for the District Centre (assuming full build-out by 2021 as a worst case traffic scenario). Consistent with the recommended transportation policies, a transit modal share of 25% has been assumed for the 2021 horizon year, which is considered realistic provided the York Region (YRTP) transit initiatives are implemented. This modal split assumption recognizes that the City and Region have higher transit modal share targets for the longer term. The weekday peak hour transportation analysis also assumed modest growth in background travel for Rutherford Road and Dufferin Street. The road network testing has confirmed that the revised plan can be accommodated by the roads plan for the District Centre.

### Parking

Parking is a significant challenge when attempting to achieve land use efficiency and create a walkable urban environment. Commercial development, in particular, requires significant parking preferably as close as possible to store entrances. In the suburban context, typical commercial sites provide parking in front of strip retail shops, creating an environment which adequately provides for auto access but which discourages pedestrians and detracts from the attractiveness of the streetscape.

OPA #651 addresses the need for parking in several ways. When the District Centre achieves a mature state of development in the long term, the objective is to see most parking provided either underground or in structures, in order to maximize development opportunity and create a truly urban, pedestrian environment.

On-street parking shall be provided on all local and primary roads within the main commercial area in the northwest quadrant, and in other quadrants of the District Centre where appropriate. By doing so, on-street parking provides merchants with a reason to locate their stores and entrances directly to the public sidewalk. On-street parking also reduces the need to establish large surface parking lots.

OPA #651 establishes a maximum parking standard of 4.25 spaces per 100 sq.m GFA for commercial development. This is less than the current City standard which requires 6 spaces per 100 sq.m GFA. This reduction is warranted given the need to reduce the amount of land devoted to parking, and lower levels of parking utilization associated with major commercial development elsewhere. In fact, comparisons with shopping malls and major food stores in other parts of the GTA show that the actual observed parking demand at peak periods is typically in the order of 4.0 parking spaces per 100 sq.m GFA, or less. The minimum parking standard will be established in the zoning by-law for the District Centre.

Staff also are exploring the opportunity to establish lay-by parking, together with center medians, high quality streetscaping and sidewalks, on Rutherford Road and Dufferin Street, in consultation with York Region.

#### Vaughan's OPA # 604 (Oak Ridges Moraine Conformity Plan – ORMCP)

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. Within the District Centre, the southwest quadrant (Morelli), southeast quadrant (M. Baker), and a small portion of the northeast quadrant (Estate of Raffaele Disera), are 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 OP promotes an urban structure based on a hierarchy of urban centres and corridors that are pedestrian-friendly and transit-supportive. 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. Centres should include a broad mix of uses, be compact, pedestrian-oriented, safe, and accessible. Further, urban centres should comprise the highest density and mix of uses within urban areas (with the exception of Regional Centres). OPA #651 conforms with the provisions of the Regional Official Plan.

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

As a result of applications to rezone and develop the 8.5 acre property in the southwest quadrant of Dufferin and Rutherford Road, and a subsequent OMB referral, draft OPA #652 was prepared. OPA # 652 is consistent with the land use designations and policy framework in the Carrville District Centre Plan (OPA #651). The northerly portion of the site is designated by draft OPA #652 as "Mixed Use 1" and the southern edge of the site is designated "Medium Density Residential". The landowner proposed a supermarket and a mixed use, retail/office building in

the northern portion and a townhouse development in the southerly part of the property, along Benjamin Hood Crescent.

On April 6, 2004, Council approved the Planning Staff's recommendation to endorse the draft Official Plan and draft Zoning By-laws for filing with the Ontario Municipal Board, subject to Council's approval of site plan and draft plan of subdivision applications and any required modifications to the Zoning By-laws as a result of such approvals.

At the Ontario Municipal Board Hearing of April 13, 2004, both the City's and proponent's solicitors requested that the OMB withhold the order with respect to the draft zoning by-law amendments until such time as the City has advised the OMB that a site plan application has been approved by Council, and any necessary revision to the draft by-laws have been made to reflect the approved site plan. To date, the landowner has not submitted a site development application.

### Achieving The District Centre Vision

The Carrville District Centre is expected to evolve over a number of years before reaching maturity based on the Plan described by OPA #651. To achieve the City's planning objectives, however, implementation of a number of key elements of the Plan from the earliest stages of planning approvals is key to ensuring that it will have the opportunity to ultimately achieve Council's vision. These key elements include:

- the grid network of public roads and development blocks which establish the physical structure for development;
- a network of high quality open space, parks and streetscapes;
- medium and high density residential development to support the retail commercial uses and public transit services;
- mixed use development in the northwest quadrant, and on Main Street in particular, to foster the desired pedestrian shopping environment;
- a major food store serving the Carrville community, and helping to attract other community-based retailers;
- a community library, together with private uses (retail, office, residential) in a prominent building which will help to make the District Centre a recognizable place with its own identity;
- provision for a public transit terminal and focus for local transit routes serving the Carrville community and connecting to other parts of Vaughan and the Rutherford Road GO Transit station.

Each of these key components is part of a comprehensive 'package' which together will enable the Carrville District Centre to become a successful urban environment where people will be eager to live and work, and in which Carrville residents can take pride as the heart of their community.

### Relationship to Vaughan Vision 2007

This report is consistent with the priorities set by Council to encourage land use designations and urban form to support transit usage, and to strengthen the City's diversified economic base by promoting and attracting new retail, residential, and commercial development.

### Conclusion

The revised Official Plan Amendment #651 (The Carrville District Centre Plan) has been developed through extensive consultation with the residents, landowners, City and Regional

departments and agencies. OPA #651 includes modifications to address concerns expressed through the public consultation process, and in discussions with affected landowners.

This report describes the key components of the revised OPA #651, the tertiary plan for the Carrville District Centre, including the modifications introduced since the initial draft of the document. In Staff's view, the new plan now fully addresses the requirements of OPA #600 and conforms to the Regional Official Plan. Should Committee of the Whole concur, OPA #651 should be scheduled for a Public Hearing on March 6, 2006.

**Attachments**

1. Location Map
2. OPA #600, Schedule C - Carrville Urban Village 2
3. OPA #651, Schedule A - Carrville District Centre Plan
4. OPA #651, Schedule B - Carrville District Centre Plan-Permitted Heights
5. OPA #651, Schedule C - Carrville District Centre Plan-Roads Classifications
6. OPA #651, Schedule D - Carrville District Centre Plan-Block Sizes and FSI's
7. Carrville District Centre-Surrounding Neighbourhood Parks

**Report prepared by:**

Anna Sicilia, Planner, Policy Planning/Urban Design, ext. 8063  
Paul Robinson, Senior Planner, Policy Planning/Urban Design, ext. 8410  
Wayne McEachern, Manager of Policy Planning/Urban Design, ext. 8026

Respectfully submitted,

JOHN ZIPAY  
Commissioner of Planning

DIANA BIRCHALL  
Director, Policy Planning/Urban Design

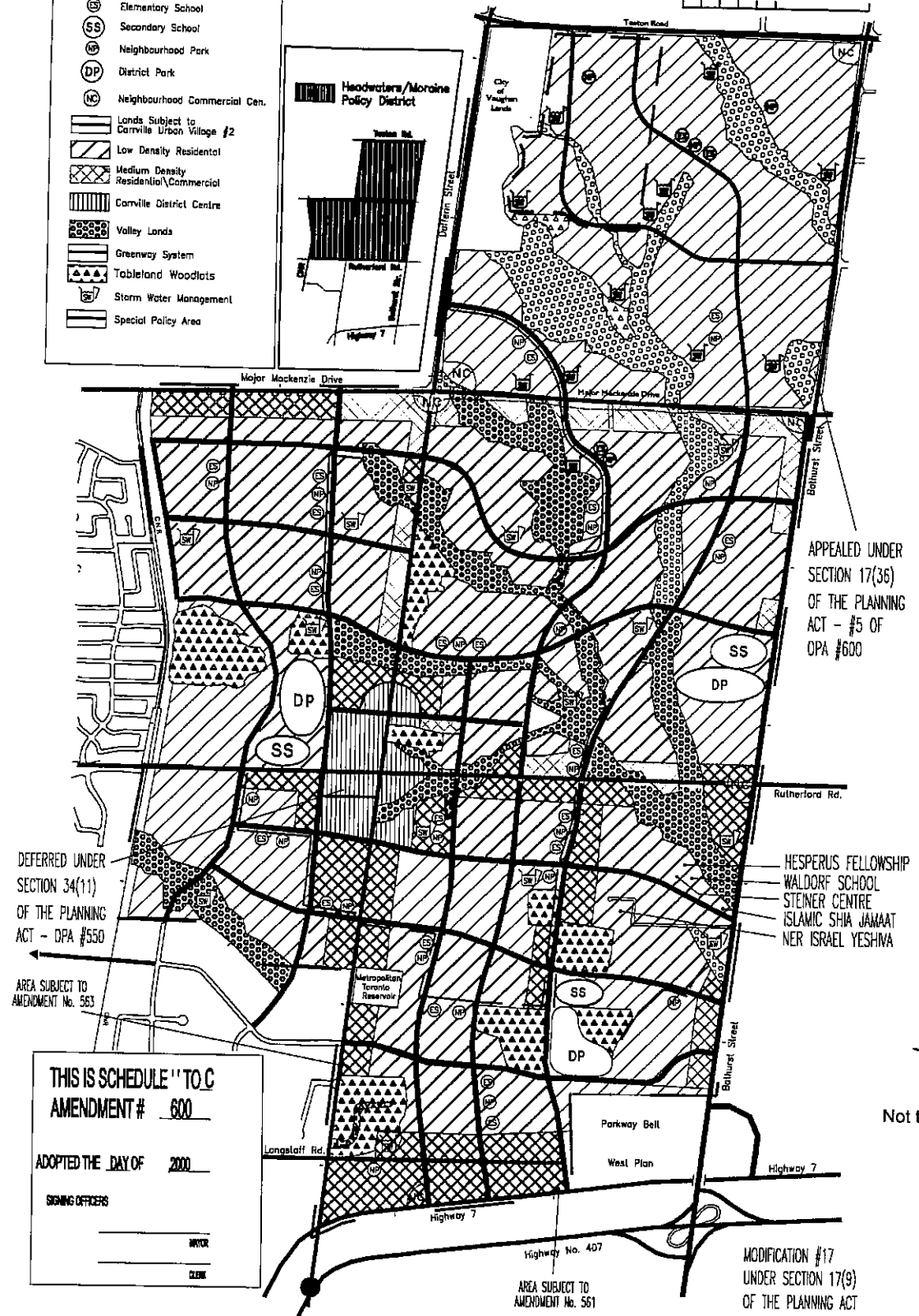
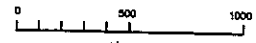
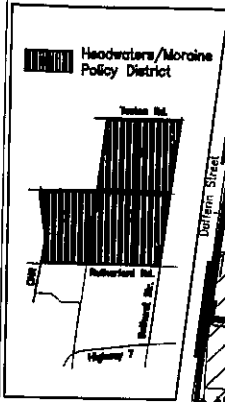
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# CARRVILLE - URBAN VILLAGE 2

## LEGEND

- Elementary School
- Secondary School
- Neighbourhood Park
- District Park
- Neighbourhood Commercial Cen.
- Lands Subject to Carrville Urban Village #2
- Low Density Residential
- Medium Density Residential/Commercial
- Carrville District Centre
- Valley Lands
- Greenway System
- Tableland Woodlots
- Storm Water Management
- Special Policy Area



APPEALED UNDER SECTION 17(36) OF THE PLANNING ACT - #5 OF OPA #600

DEFERRED UNDER SECTION 34(11) OF THE PLANNING ACT - OPA #550

HESPERUS FELLOWSHIP  
WALDORF SCHOOL  
STEINER CENTRE  
ISLAMIC SHIA JAMAAT  
NER ISRAEL YESHIVA

AREA SUBJECT TO AMENDMENT No. 563

THIS IS SCHEDULE "C" TO C  
AMENDMENT # 600  
ADOPTED THE DAY OF 2000  
SIGNING OFFICERS  
\_\_\_\_\_  
WPKR  
\_\_\_\_\_  
CLBK

AREA SUBJECT TO AMENDMENT No. 561

MODIFICATION #17 UNDER SECTION 17(9) OF THE PLANNING ACT

Not to Scale

## Carrville - Urban Village 2

Part of Lot 15 & 16, Concession 2 & 3  
APPLICANT:  
CITY OF VAUGHAN



Policy Planning/Urban Design Department

## Attachment

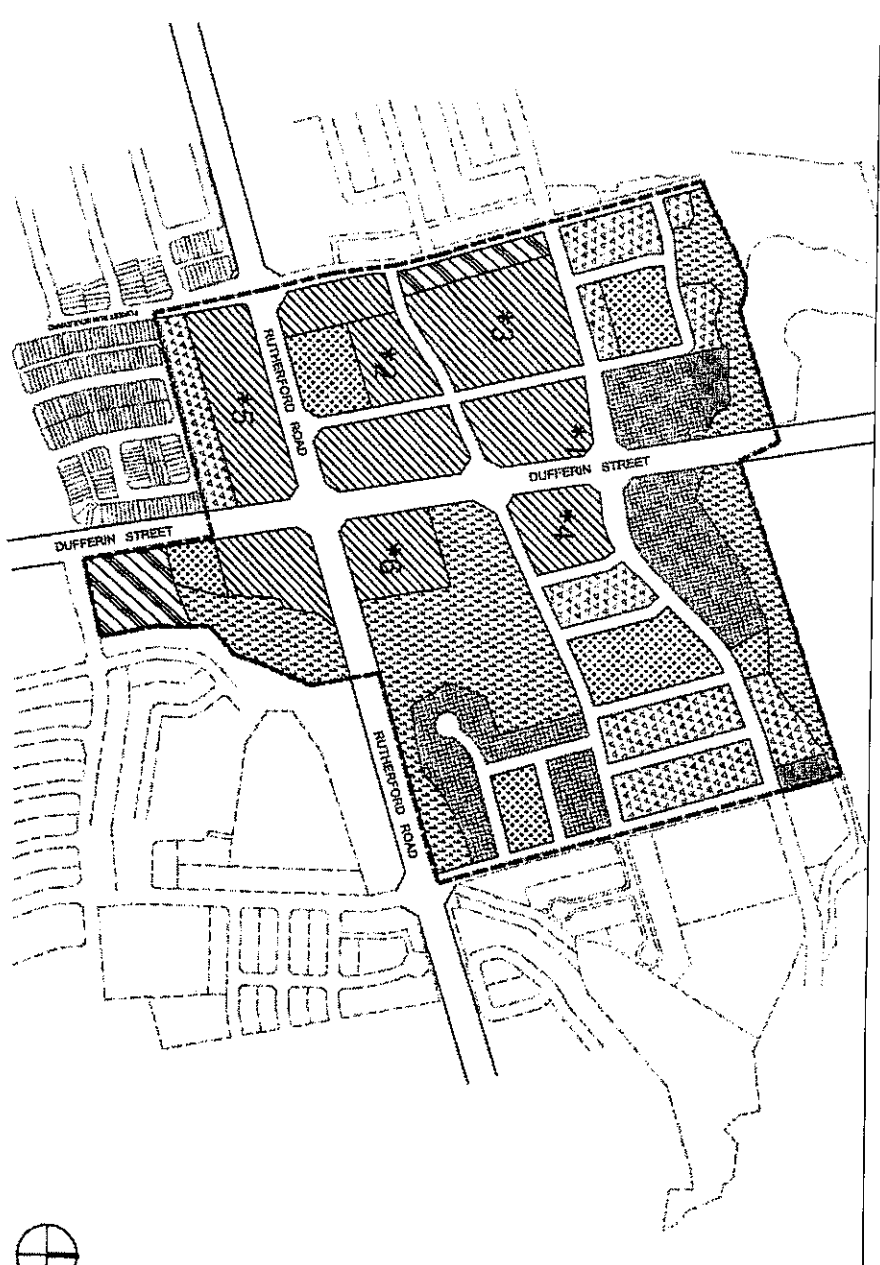
FILE No.: 15.80.4  
Committee of the Whole Working Sessions

January 24, 2006





# 2



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SECONDARY PLAN FOR  
CARRVILLE DISTRICT CENTRE

-  Mixed Use 1
-  Mixed Use 2
-  High Density Residential
-  Medium Density Residential

-  Stormwater Management
-  Parks
-  Valleylands/Woodlots

-  Study Area
-  \*3 Exceptions to MU-1 Designation

Note: Transit Facility to be located in Block 10.  
Future location to be identified.



N.T.S.

SCHEDULE "A"

CARRVILLE DISTRICT CENTRE  
Vaughan, Ontario

The Planning  
Partnership

1785 Bay Street, Suite 201  
Toronto, ON M5H 2M6  
Tel: 416 977 1111  
Fax: 416 977 1000

**Carrville D. C. Plan -  
Land Use**

APPLICANT:  
CITY OF VAUGHAN

Part of Lot 15 & 16,  
Concession 2 & 3

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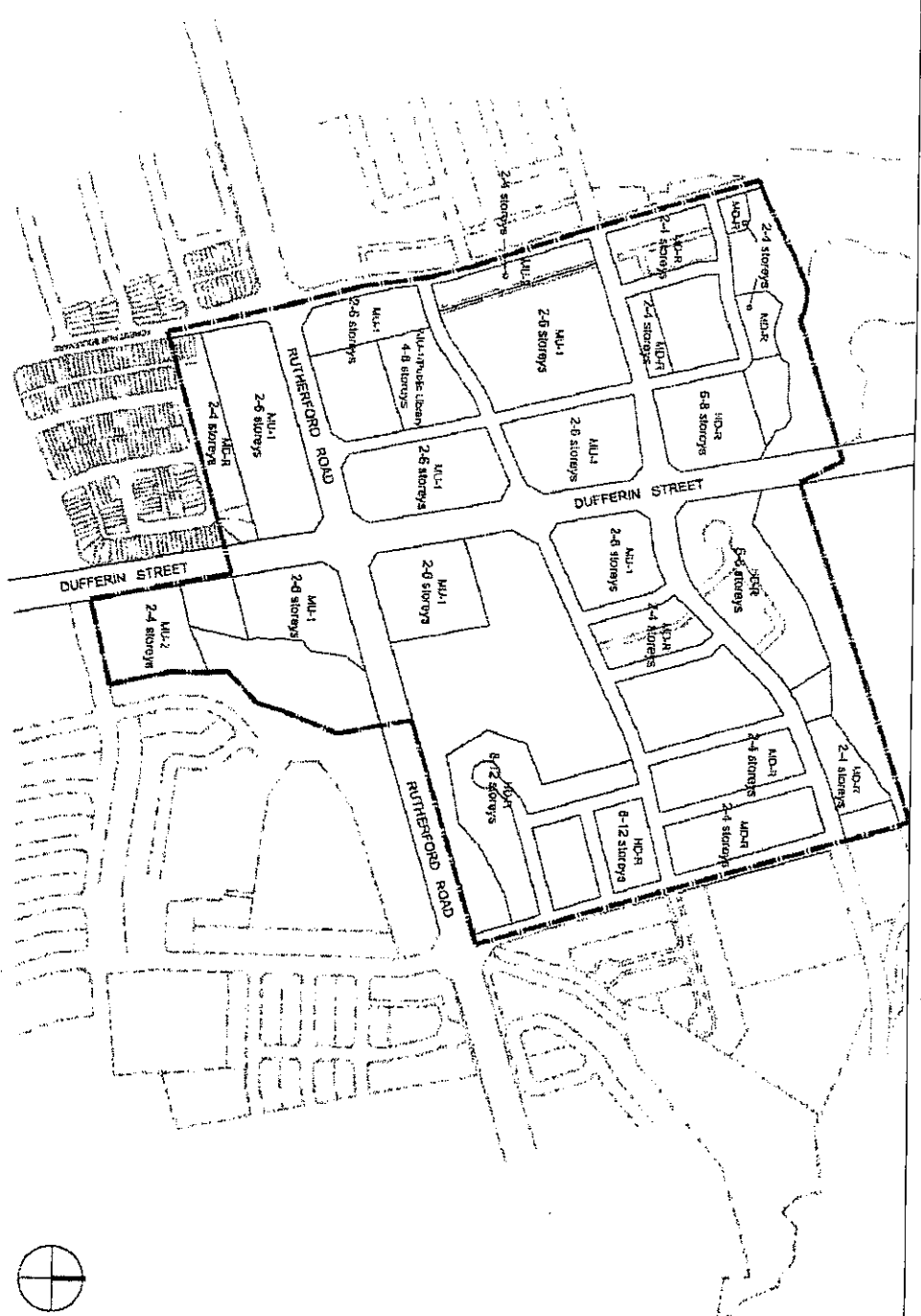
Policy Planning/Urban Design Department

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Committee of the Whole  
Working Sessions

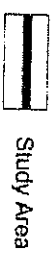
January 24, 2006

**3**



SECONDARY PLAN FOR  
CARRVILLE DISTRICT CENTRE

- MU-1 Mixed Use 1
- MU-2 Mixed Use 2
- HD-R High Density Residential
- MD-R Medium Density Residential



Study Area

SCHEDULE "B"

CARRVILLE DISTRICT CENTRE  
Vaughan, Ontario

**Carrville D. C. Plan -  
Permitted Heights**

APPLICANT:  
CITY OF VAUGHAN

Part of Lot 15 & 16,  
Concession 2 & 3

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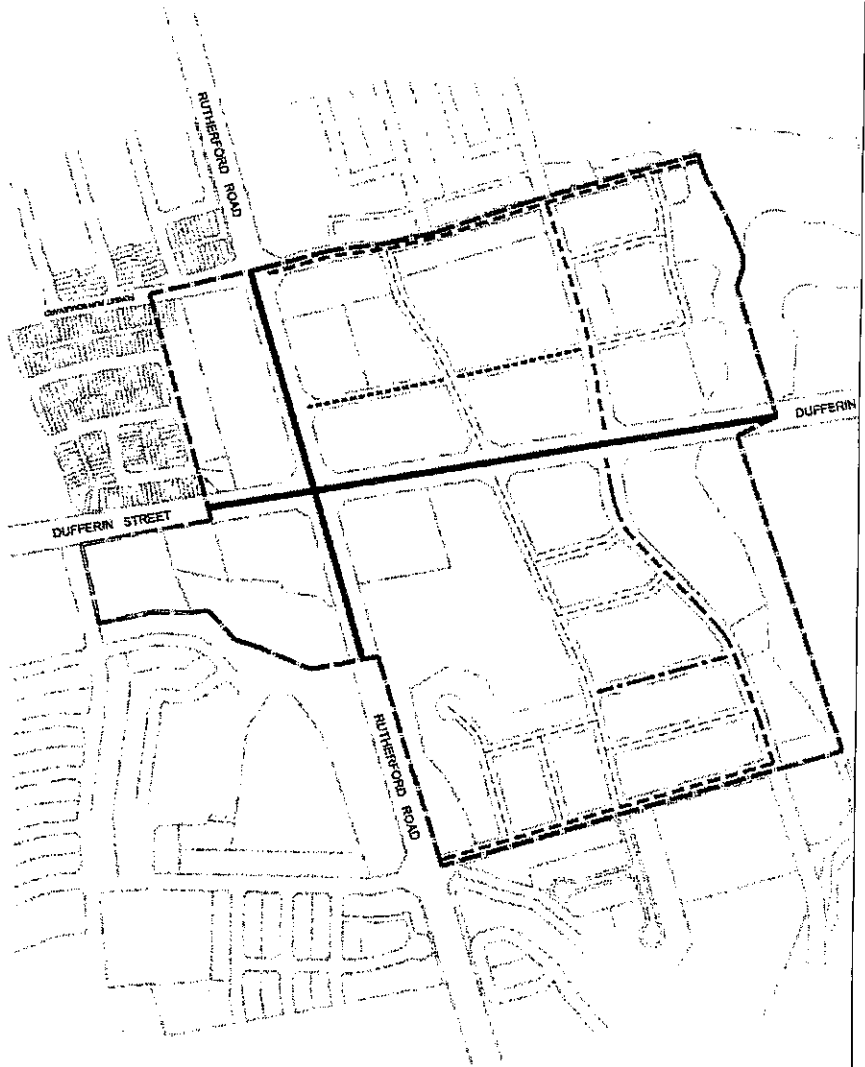
Policy Planning/Urban Design Department

**Attachment**

FILE No.: 15.80.4  
Committee of the Whole  
Working Sessions





January 24, 2006







SECONDARY PLAN FOR  
CARRVILLE DISTRICT CENTRE

N.T.S.

-  Arterial Roads
-  Primary Roads
-  Local Roads
-  Special Character Street

-  Main Street
-  Study Area

Note: Transit Facility to be located in Block 18.  
Future location to be identified.

January 18, 2006

# Carrville D. C. Plan - Roads Classifications

APPLICANT:  
CITY OF VAUGHAN

Part of Lot 15 & 16,  
Concession 2 & 3

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Policy Planning/Urban Design Department

## SCHEDULE "C"

CARRVILLE DISTRICT CENTRE  
Vaughan, Ontario

The Planning  
Partnership

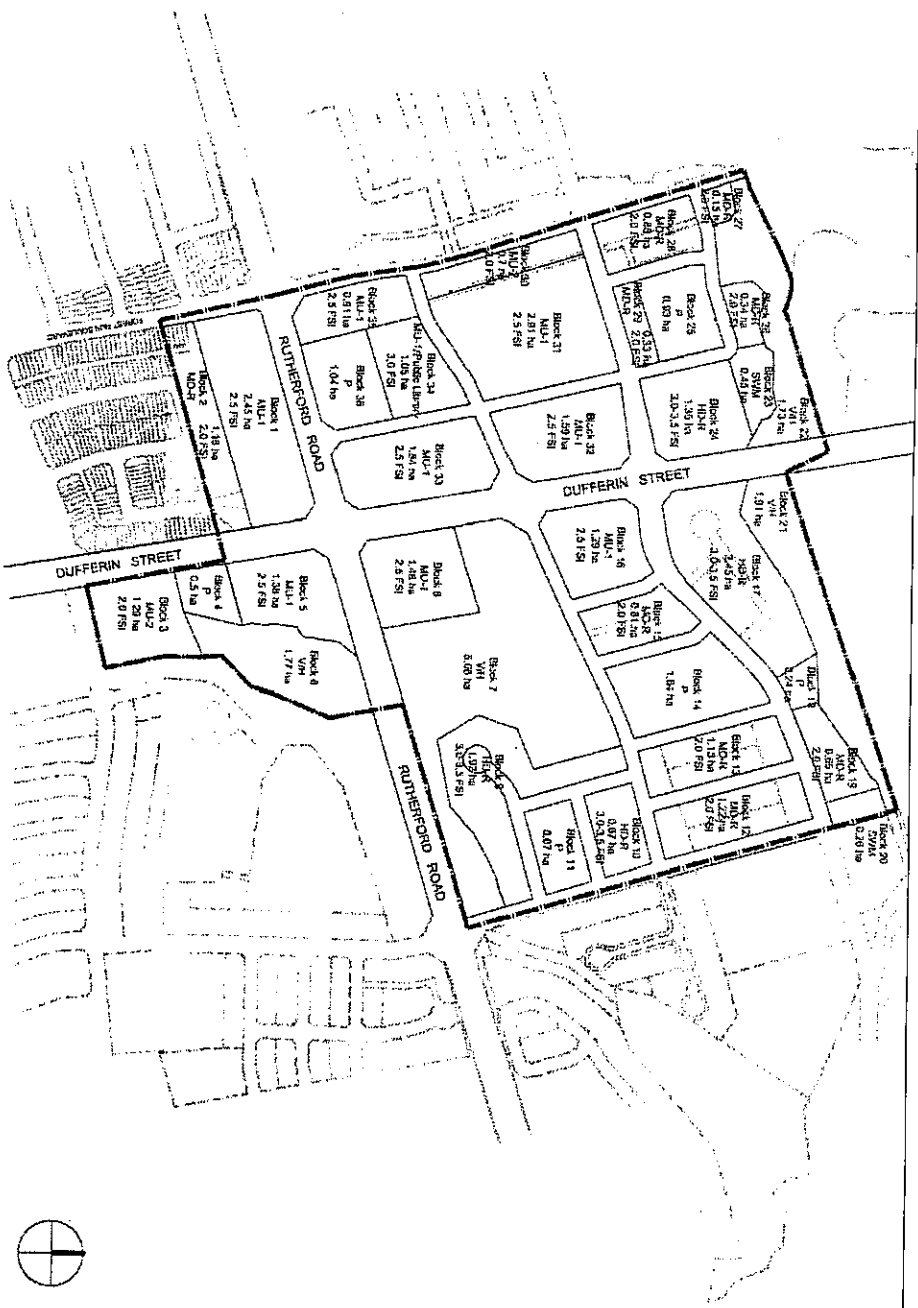
1255 Bay Street, Suite 201  
Toronto, ON, M5R 2A9  
Tel: 416-977-1200  
Fax: 416-977-1000

## Attachment

FILE No.: 15.80.4  
Committee of the Whole  
Working Sessions

January 24, 2006

# 5



SECONDARY PLAN FOR  
CARRVILLE DISTRICT CENTRE

SCHEDULE "D"  
CARRVILLE DISTRICT CENTRE  
Vaughan, Ontario

MU-1	Mixed Use 1	MD-R	Medium Density Residential	V/H	Valleylands/Woodlots
MU-2	Mixed Use 2	SWM	Stormwater Management	Study Area	
HD-R	High Density Residential	P	Parks		

**Carrville D. C. Plan -  
Block Sizes & FSI's**



APPLICANT:  
CITY OF VAUGHAN

Part of Lot 15 & 16,  
Concession 2 & 3

Policy Planning/Urban Design Department

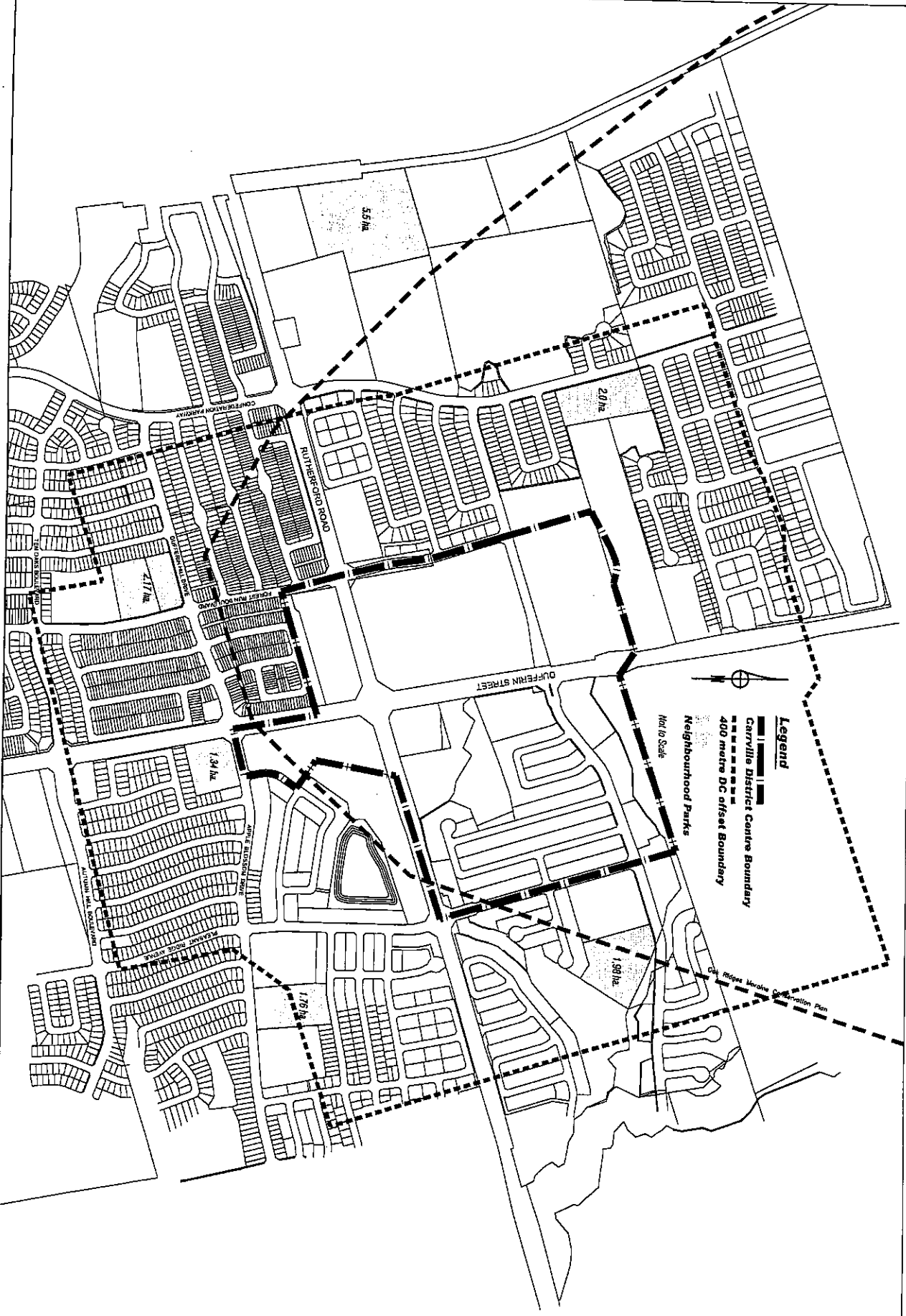
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Working Sessions

January 24, 2006



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# Carrville D. C. - Surrounding Neighbourhood Parks

APPLICANT:  
CITY OF VAUGHAN

Part of Lot 15 & 16,  
Concession 2 & 3

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January 24, 2006

