

**COMMITTEE OF THE WHOLE (WORKING SESSION) MAY 9, 2006**

**OFFICIAL PLAN AMENDMENT #651  
CARRVILLE DISTRICT CENTRE  
FILE: 15.80.4**

**Recommendation**

The Commissioner of Planning recommends:

THAT OPA 651 for the Carrville District Centre BE ADOPTED.

**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 draft Official Plan Amendment 651, including modifications to the document since the March 6, 2006, Public Hearing, for Committee of the Whole consideration and approval.

**Background - Analysis and Options**

**Location**

The Carrville District Centre is 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 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 Road intersection.

**Official Plan/Zoning**

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, 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 ultimately for more than 60,000 Carrville residents.

The lands subject to the draft OPA are zoned A Agriculture by By-law 1-88.

### The Carrville District Centre Study

#### 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 addressing key planning considerations, including land use, urban design, environment, and transportation; and, to produce a tertiary plan in keeping with the provisions of OPA #600. The Terms of Reference included 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. 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 to provide further opportunity to review and comment on the preferred plan.

On January 13, 2004, the draft Carrville District Centre Report and draft Official Plan Amendment (OPA #651) were presented to a Committee of the Whole Working Session and were well received.

On February 12, 2004, a final meeting of the Stakeholder Consultation Group took place to present the draft OPA #651. The SCG expressed their strong support for the Plan.

On March 1, 2004, a public hearing was held for draft OPA #651, and no letters of objection were received. Council received the public hearing, and recommended that any issues identified by the public and Council be addressed in a comprehensive report to Committee of the Whole.

On June 7, 2004, a comprehensive Staff Report was presented, and draft OPA #651 was considered for adoption at a Committee of the Whole 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. At the following Council Meeting of June 14, 2004, Council referred the matter 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 continued through the balance of 2004 and 2005, and have resulted in a revised Carrville District Centre Plan. The modifications were considered to be significant enough that a second public hearing for draft OPA #651 was required.

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 Council 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.

At the Committee of the Whole Working Session of January 24, 2006, a status report on the revised Carrville District Centre Official Plan was presented. At this meeting, several Council members expressed a desire to include two traffic circles (roundabouts) in the Plan, one at each of the intersections where the northerly east/west primary road leads into the adjacent residential neighbourhoods to the west and east of the Carrville District Centre. Also at this meeting, Council members asked staff to explore traffic calming opportunities through the design (geometry) and scale (width) of roads within the District Centre.

Planning Staff have consulted with the Engineering Department and the affected landowners to address the detailed design of the roundabouts, roadway geometrics and the implications for adjacent properties. Subsequently, two traffic circles have been introduced to OPA #651, and are conceptually reflected on Attachment #5. Opportunities for traffic calming to be incorporated as part of the road designs will be addressed at the draft plan of subdivision stage to the satisfaction of the City. On January 30, 2006, Council received the status report and revised plan, and directed that the modified OPA #651 be scheduled for a public hearing on March 6, 2006

### 3. Committee of the Whole Public Hearing of March 6, 2006

The Public Hearing for modified OPA #651 was held on March 6, 2006. On March 20, 2006, Council received the Public Hearing, and directed staff to address any issues identified at the hearing in a comprehensive report to Committee of the Whole (Working Session).

At that Public Hearing, each of the four principal landowners for the Carrville District Centre lands requested an additional meeting with City Staff to address remaining concerns/issues with respect to the proposed OPA. Since the date of the Public Hearing, Staff have met with each of the landowners and, where appropriate, staff have modified OPA #651 to address the concerns. The following section details these modifications.

#### Revisions to the Carrville District Centre Plan Since the Public Hearing of March 6, 2006

##### Contwo Investments Limited (Southeast Corner-Block 10)

- (i) The north portion of the lands (Block 5) has been re-designated from Mixed-Use 1 to High Density Residential and the block has been slightly re-configured such that the southern boundary of the High Density area now aligns with the east/west tributary crossing. This will permit better planning and utilization of the lands as the tributary forms a natural dividing line separating the northern parcel from the southern parcel. The "High Density Residential" designation will permit stand alone residential up to a maximum of 16 storeys in height. It is considered appropriate to apply the High Density Residential designation at this corner as it is physically separated from the "Low Density Residential" lands situated to the east by the valley lands. The High Density Residential use at this corner will also be readily accessible to, and supportive of public transit. This designation is preferred by the landowner for marketing reasons, and replaces the former mixed-use designation which included residential uses above retail uses at-grade. Given the physical separation of this site from the main focus of commercial activity in the northwest quadrant, staff consider this change appropriate.

##### Nine-Ten West Limited (Northwest Quadrant-Block 18)

- (i) In consultation with the landowner, staff have modified the policy language in OPA #651, providing that the Vaughan Library Board will be permitted to exercise its first right of refusal to locate a library within Block 35 of the District Centre Plan, within six months of the developer's/landowner's submission of a development application for the lands. Block 35 is designated "Mixed-Use 1", and permits development of a building including offices, high density residential uses, small scale retail, recreational facilities, community facilities, and transit facilities.

- (ii) An exception has also been added to the MU1 designation as it applies to Main Street, to permit (i) retail uses on the second storey as well as the first (including office commercial on the second storey), in the same building; and, (ii) live-work units. This will permit greater flexibility in the initial stages of the District Centre's development.

#### Nine-Ten West Limited (Northeast Quadrant-Block 11)

- (i) A policy has been added to OPA #651 (Section 6.2 Road Network), providing that the ultimate inclusion of the southerly east/west road located north of Rutherford Road in Block 11, will be determined at the draft plan of subdivision stage to the satisfaction of the City. Further analysis of the grades in the area just north of the woodlot/valleylands, and confirmation of the required setback from the natural feature are required in order to establish whether the road can be maintained, without onerous expense to the City.
- (ii) A further exception has been provided for the MU1 block located at the intersection of the southerly east/west road with Dufferin Street (district centre block 17), stating that the minimum height requirement will be two storeys or 6.7 metres. OPA #651 includes an exception on this property, permitting one stand-alone, single-use retail building, with a maximum ground floor area of 5,750 sq.m, however, the OPA requires that all corner buildings must be at least 2 storeys in height. It is anticipated that, in the initial stages of development, a large format store such as a Business Depot, will be situated at this location; although the two storey requirement may be difficult to achieve, this format typically requires a greater first floor height of 6.7 m (22 ft.). A height of 6.7 m is considered effective in achieving the required street presence at a corner location, and will therefore suffice in the initial phases of development of the District Centre.

#### Euro Estates Inc. (Northwest Quadrant-Block 18)

- (i) An exception has been provided at the request of the landowner, to include small lot single detached residential units as a permitted use on two pockets of land designated "Medium Density Residential". The exception is considered appropriate as the affected parcels are relatively small, and adjacent to the valley lands located at the northern limits of Block 18.

#### Other Changes/Additions to OPA 651

- (i) A policy has been added to Urban Design - Section 4.2 Built Form, of the proposed Official Plan to ensure that the roof tops of High Density residential buildings incorporate an interesting architectural feature or treatment to prevent typical "box shaped" building forms.
- (ii) The following clause has been added to Section 8.6 of the Amendment to address the need for the equitable sharing of public infrastructure costs among benefitting landowners within the District Centre:
  - "c) Cost sharing - The City encourages property owners to contribute their proportionate share towards provision of major community and infrastructure facilities such as schools, parks, greenways, roads and road improvements, external services and stormwater management facilities. Property owners within the Amendment Area will be required to enter into one or more agreements as a condition of development approval, providing for the equitable distribution of the costs of the land and community facilities."
- (iii) After further consideration the maximum height for the High Density Residential Designation throughout the District Centre has been increased from 12 storeys to 16 storeys. The increased height will permit greater flexibility with respect to massing, and the general design and layout of building sites. Also, the heights will permit better utilization of the permitted Floor Space Index (FSI's). The permitted densities are considered vital to the success of retailing and the transit service in the Carrville District Centre. It should be noted that the

permitted FSI's are maximums and that under certain circumstances as a result of site characteristics, built form objectives and amenity space requirements, the maximum FSI may not be achievable.

- (iv) A policy has been added (Section 3.6 Park Designation of OPA 651) permitting minor adjustments to the location of the parks within the Carrville District Centre at the draft plan of subdivision/site plan stage, subject to the satisfaction of the City.
- (v) A modification to the Valleyland/Woodlots Policy (Section 3.7), has been included to reflect Council's decision of February 13, 2006, respecting a required minimum 10 metre ecological buffer adjacent to valley and stream corridors. The purpose of the buffer is to maximize the long term health of the adjacent natural areas. Buffers along valley and stream corridors slow the rate of surface water runoff, reduce erosion, stabilize valley slopes, and protect water quality by filtering nutrients and pollutants, and trapping sediment.
- (vi) The following sentence has been added to subsection iii) of Section 3.2 d) with respect to the height of the major food store in the MU1 designation in Block 18:

"The foodstore shall have a minimum height of 10 metres, which may contain one storey plus an above grade mezzanine as an alternative to a two-storey building."

#### 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 greatest concentration of development is planned for the northwest quadrant, which is the least constrained by neighbouring land uses and valleylands. 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 northwest quadrant (27,000 sq.m), the southwest quadrant (7,000 sq.m) and the northeast 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 encouraged 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.

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 would not be appropriate 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 required at-grade, and retail and/or 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 uses; 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 at the northeast corner of Rutherford Road and Dufferin Street.
- 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 store entrances and front façade facing the 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 16 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 four areas of the Plan where natural features and/or roads separate 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.

### 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 Vaughan Library Board will be offered the first right of refusal for the leasing of the space for a public library, and will be able to exercise this right for a period of six months following the submission of a development application for the lands. 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 will also include a public transit facility 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 will 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.

### Urban Design Policies

OPA 651 contains urban design policies to ensure that the District Centre achieves high quality, pedestrian-friendly, and street-related development. To this end, OPA 651 contains built form policies to ensure buildings are sited and massed to create an attractive and vital public realm, scaled to the pedestrian. Commercial uses and their main entrances are to be oriented toward public streets to animate the street and provide convenient access to pedestrians and public transit. Buildings and their main public entrances are to be located close to the front property line, on street parking, and public sidewalks. Street related ground floor uses with appropriate signage, lighting, fenestration and landscaping should also face the street.

Build within zones are introduced to set both a minimum and maximum setback providing a relatively consistent building edge. A minimum built frontage of 75% of the block face of each block, is required for all lands adjacent to the Main Street to provide spatial definition and a sense of enclosure for the street. Minimum built frontage requirements are also provided for primary and local roads, and for lands adjacent to Rutherford Road and Dufferin Street. Architectural variation in façade treatment is required. Corner buildings are expected to reflect their prominent locations through high quality architecture and greater articulation.

To encourage a high quality pedestrian realm, sidewalks are to be provided on both sides of streets within the District Centre. Well designed streetscapes, and parking areas with appropriate landscaping, including trees and pedestrian lighting, are to be provided throughout the District Centre. Parking and service accesses are to be sited to minimize impact on the streetscape and public open spaces, and parking is encouraged to be provided below grade. OPA 651 also recommends that lighting and signage guidelines be provided as part of a further Urban Design/Landscape Masterplan Study for the Carrville District Centre.

### Parkland

Parkland in the Carrville District Centre includes five parks of varying sizes. The northwest quadrant has the greatest concentration of development. 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 Street.

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

Southeast of Rutherford Road and Dufferin Street, a 0.5 ha park is provided at the easterly edge of the "Mixed-Use 2" designation, forming a green connection to the valleylands located to the north. This additional parkland will serve the increased residential population expected at this corner of the District Centre.



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.

The Carrville District Centre will generate proportionately more amenity area than typical residential subdivisions because of the greater concentration of apartment type dwellings. By-law 1-88 requires that, for each one-bedroom apartment unit, 20 sq.m of amenity area be provided, and for a two-bedroom unit, 55 sq.m of amenity area. Typically, in high density residential areas, the amenity area requirement of the City By-law is difficult for the proponent to achieve within the building. As such, a policy respecting the "amenity space" requirement for apartment residential has been introduced in the Carrville District Centre OPA to augment the parkland provision. The policy is as follows:

"A percentage (to be identified in the zoning by-law) of the required Amenity Space will be provided outdoors and on the ground level, to complement the public parks and open space system."

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, incorporating the pedestrian and bicycle system which extends 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 landscaping and 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 southwest 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 for two storm ponds in the northwest and northeast quadrants of the District Centre. A third pond formerly in the northwest part of the District Centre has been relocated further 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 transportation 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 southerly east-west road providing access to the central focus of the commercial area on Main Street, are planned at 23.0 m and 20.0 m respectively, 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, are 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 travel lane in each direction, and on-street parking on both sides; and, the remaining 11.5 m devoted to sidewalks and streetscaping. 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, pedestrian scale decorative lighting, street furniture and sidewalks. Streetscaping on adjacent private property setbacks will extend and complement the public realm treatment. 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 York Region Transit, 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 OPA #651 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. There is the expectation that 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 are also 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 northwest quadrant (Euro Estates Inc.), southeast quadrant (Contwo Inv. Ltd.), and a small portion of the northeast quadrant (Norstar Developments Inc.), 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 to 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 (the G. Morelli site) 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 had 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 #652 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 public realm consisting of a network of high quality open space, parks, pedestrian parkways, streetscapes and supporting built form;
- 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 facility 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 fully addresses the requirements of OPA #600 and conforms to the Regional Official Plan. Should Committee concur, OPA 651 for the Carrville District Centre should be adopted.

### **Attachments**

1. Location Map
2. OPA #600, Schedule C - Carrville Urban Village 2
3. OPA #651, Schedule A - Carrville District Centre Land Use
4. OPA #651, Schedule B - Carrville District Centre Plan-Permitted Heights
5. OPA #651, Schedule D - Carrville District Centre Plan-Roads Classifications
6. Carrville District Centre Plan-OPA 651 - Members of Council ONLY

### **Report prepared by:**

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Paul Robinson, Senior Planner, Policy Planning/Urban Design, ext. 8410

Wayne McEachern, Manager of Policy Planning/Urban Design, ext. 8026

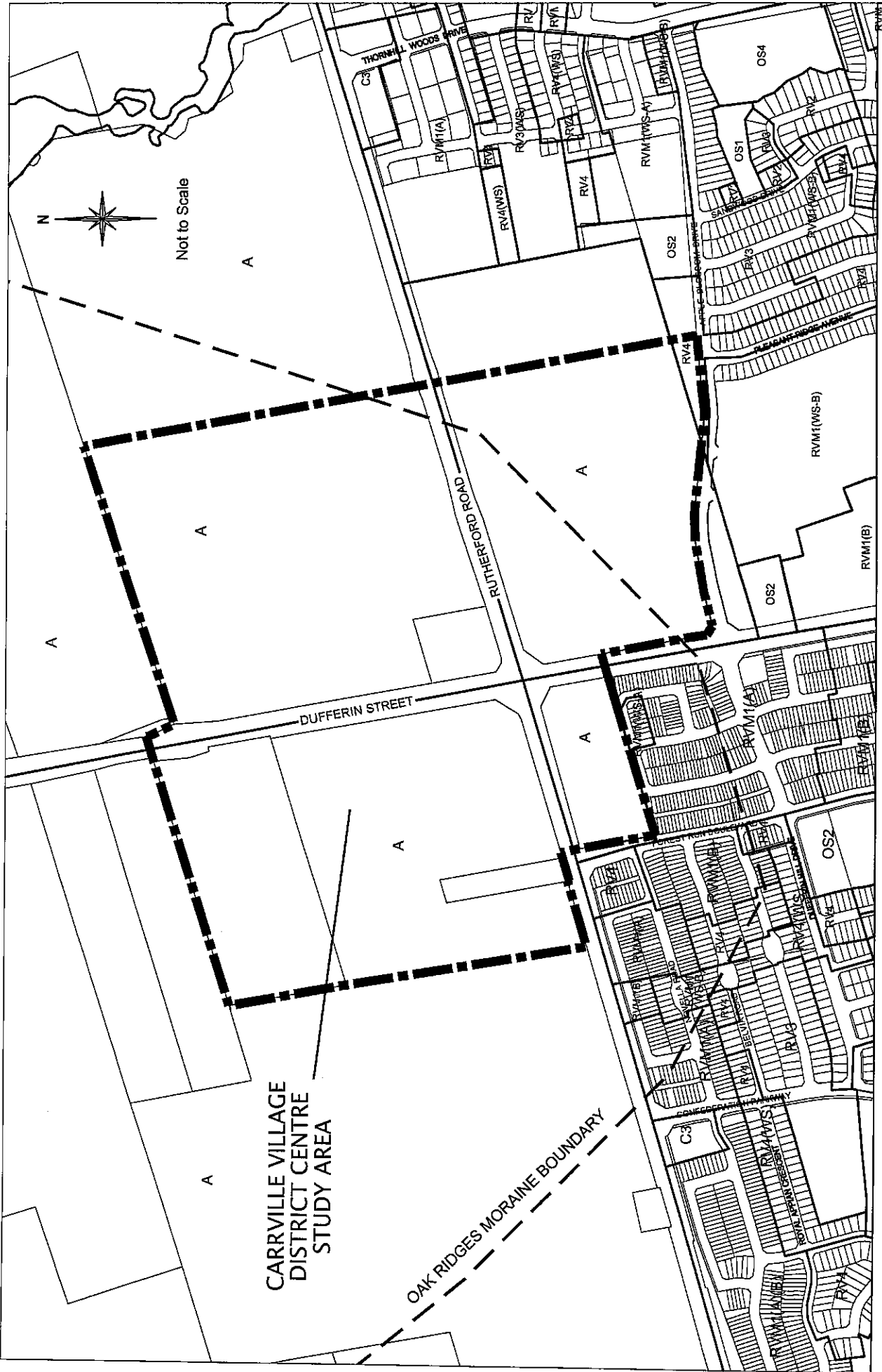
Respectfully submitted,

JOHN ZIPAY  
Commissioner of Planning

DIANA BIRCHALL  
Director, Policy Planning/Urban Design

/RF

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**CARRVILLE VILLAGE  
DISTRICT CENTRE  
STUDY AREA**

**Location Map**

Part of Lot 15 & 16,  
Concession 2 & 3

APPLICANT:  
CITY OF VAUGHAN

N:\DETAIL ATTACHMENTS\15\15.80.4\Feb2004



Policy Planning/Urban Design Department

**Attachment**

FILE No.: 15.80.4  
Working Session  
of Council

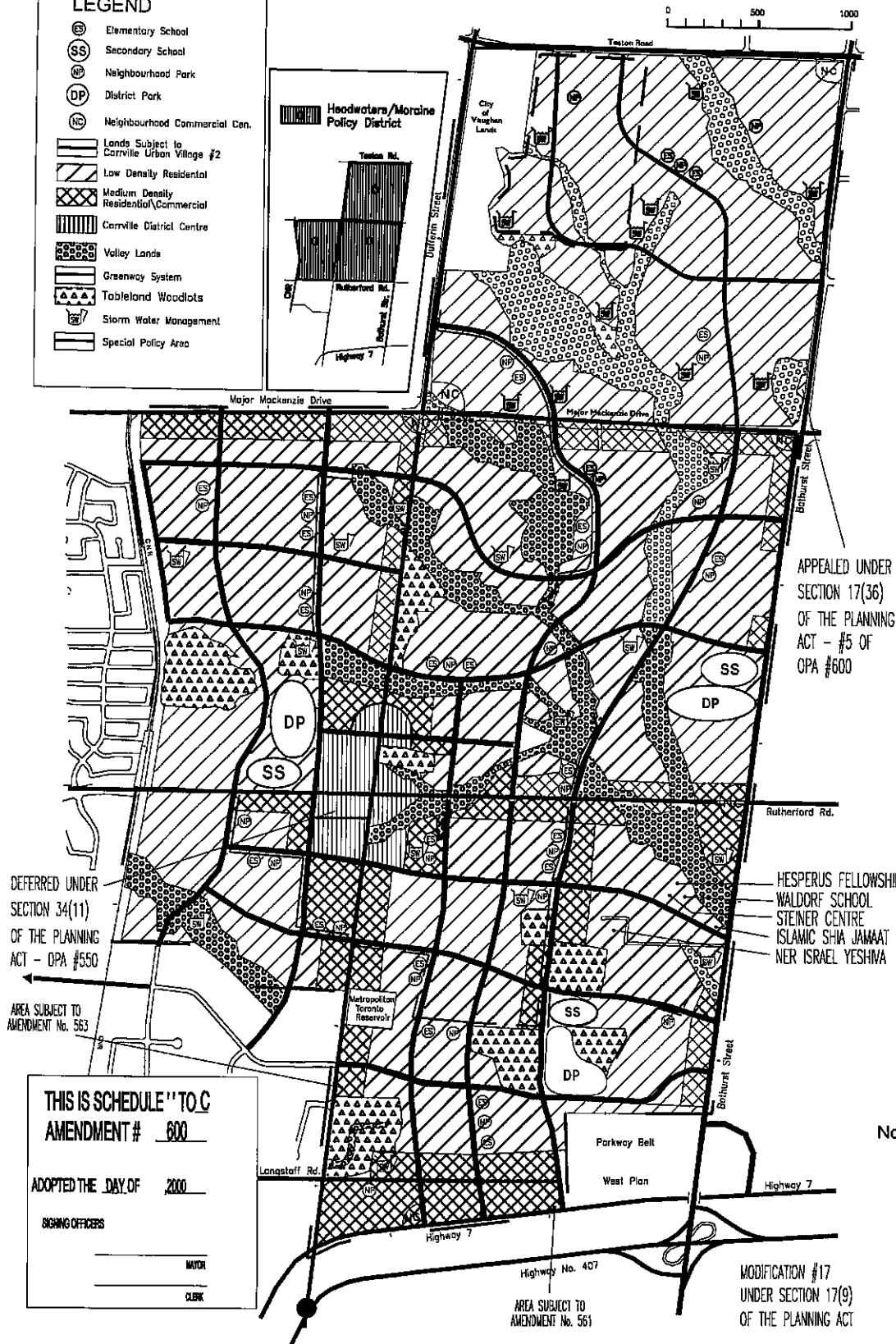
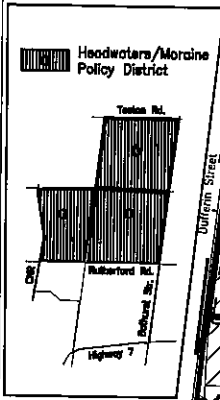
May 09, 2006



# 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  
WALDRORF SCHOOL  
STEINER CENTRE  
ISLAMIC SHIA JAMAAAT  
NER ISRAEL YESHIVA

AREA SUBJECT TO AMENDMENT No. 563

THIS IS SCHEDULE "I" TO C  
AMENDMENT # 600  
ADOPTED THE DAY OF 2000  
SIGNING OFFICERS  
\_\_\_\_\_  
MAYOR  
\_\_\_\_\_  
CLERK

AREA SUBJECT TO AMENDMENT No. 561

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



## Carrville - Urban Village 2

Part of Lot 15 & 16, Concession 2 & 3

APPLICANT:  
CITY OF VAUGHAN



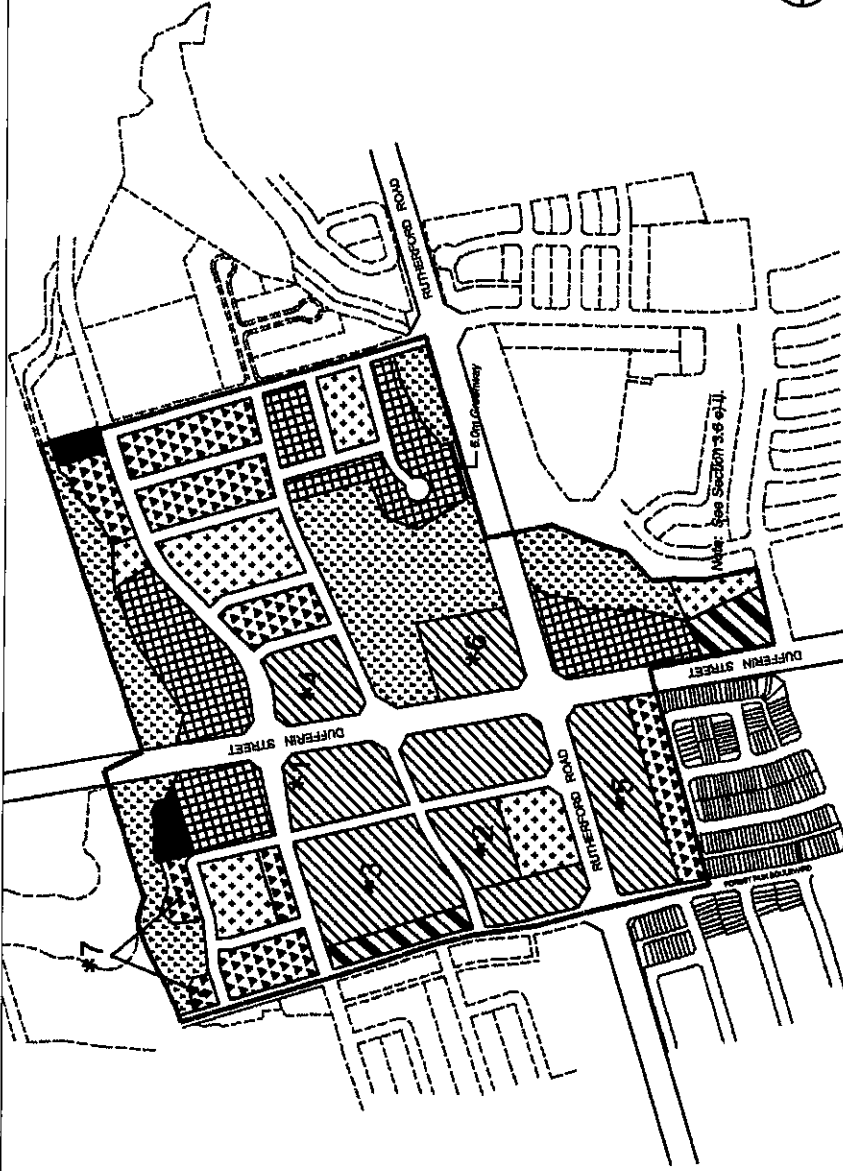
Policy Planning/Urban Design Department

## Attachment

FILE No.: 15.80.4  
Working Session of Council

May 09, 2006

# 2



N.T.S.

**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

\* For exceptions to MU-1 and MD-R see relevant land use designations in OPA

Note: Transit Facility to be located in Block 18.  
Future location to be identified as described in Section 6.3.

**SCHEDULE "A"  
LAND USE**

CARRVILLE DISTRICT CENTRE  
Vaughan, Ontario

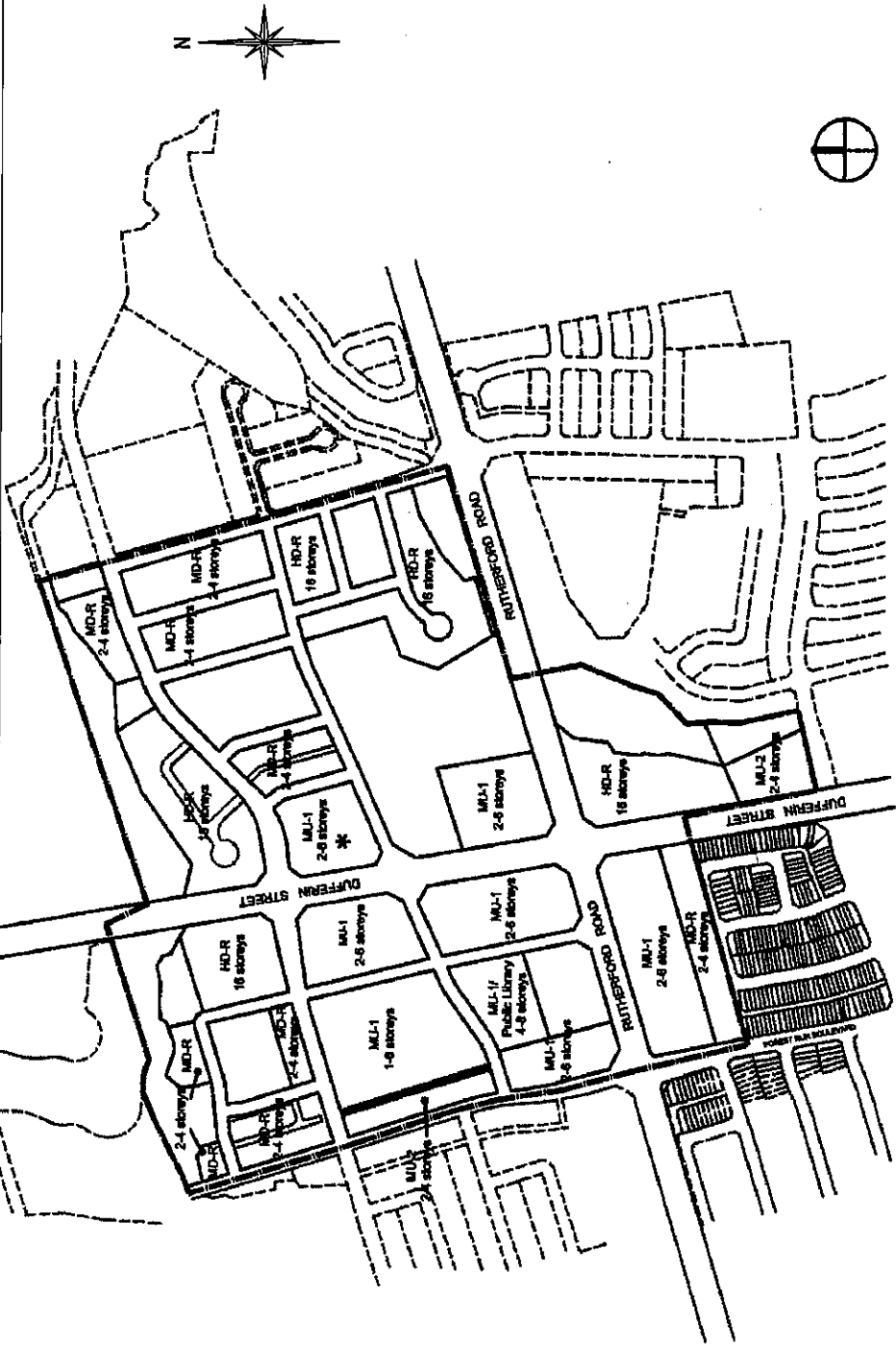
**Secondary Plan for  
Carrville District Centre**

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



Community Planning Department





N.T.S.



**SCHEDULE "B"  
HEIGHTS**

CARRVILLE DISTRICT CENTRE  
Vaughan, Ontario

**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
- MA-1 Medium Density Residential
- ML-1 Mixed Use 1
- ML-1/1 Public Library
- ML-2 Mixed Use 2
- MD-H Medium Density Residential
- HD-H High Density Residential
- MA-H Medium Density Residential
- ML-H Mixed Use 1
- ML-H/1 Public Library
- ML-H/2 Mixed Use 2
- MD-H/1 Medium Density Residential
- MD-H/2 Medium Density Residential
- HD-H/1 High Density Residential
- HD-H/2 High Density Residential
- MA-H/1 Medium Density Residential
- MA-H/2 Medium Density Residential
- ML-H/1 Mixed Use 1
- ML-H/2 Mixed Use 2
- ML-H/1/1 Public Library
- ML-H/2/1 Public Library
- ML-H/1/2 Public Library
- ML-H/2/2 Public Library
- ML-H/1/2 Mixed Use 1
- ML-H/2/2 Mixed Use 2
- ML-H/1/2 Medium Density Residential
- ML-H/2/2 Medium Density Residential
- ML-H/1/2 High Density Residential
- ML-H/2/2 High Density Residential

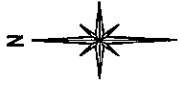
\* Minimum 2 storeys or 6.7 metres in height.

**Secondary Plan for  
Carrville District Centre**

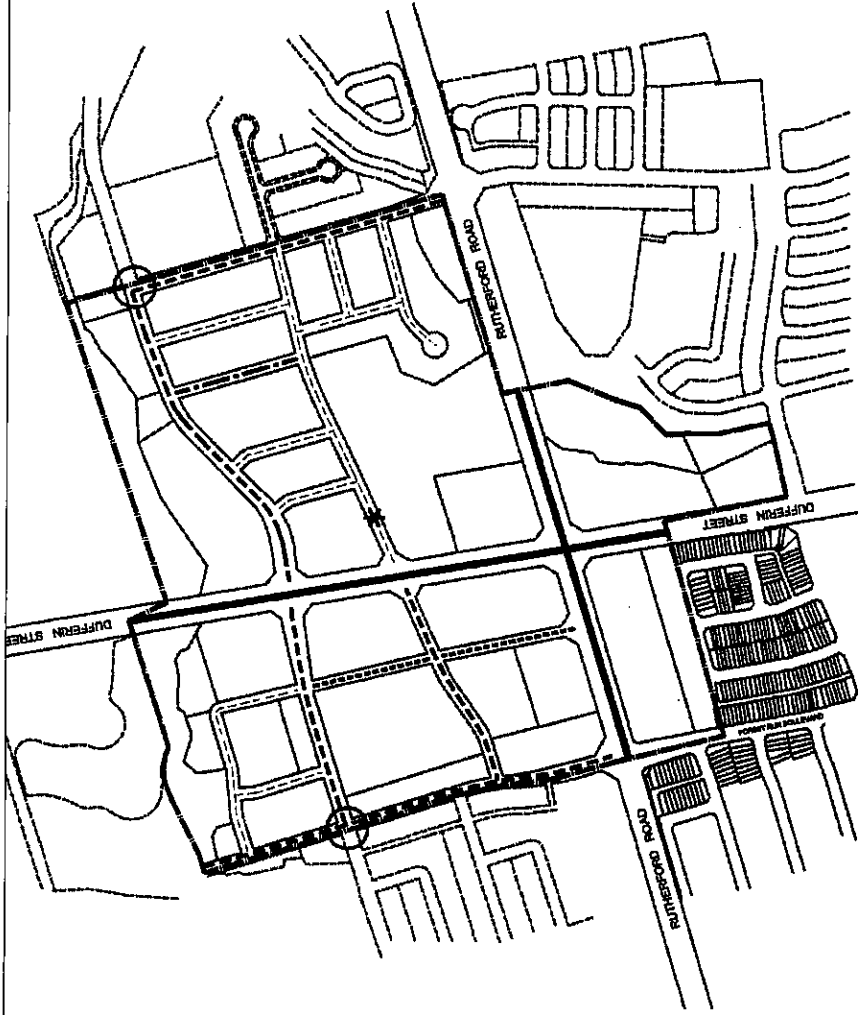
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Community Planning Department



N.T.S.



**SCHEDULE "D"  
ROAD NETWORK**

CARRVILLE DISTRICT CENTRE  
Vaughan, Ontario

**SECONDARY PLAN FOR  
CARRVILLE DISTRICT CENTRE**

- |  |                          |  |              |   |
|--|--------------------------|--|--------------|---|
|  | Arterial Roads           |  | Main Street  | * Inclusion of this road to be determined at the draft plan of subdivision stage. |
|  | Primary Roads            |  | Round-a-bout |   |
|  | Local Roads              |  | Study Area   |   |
|  | Special Character Street | Note: Transit Facility to be located in Block 16.<br>Future location to be identified as described in Section 6.3. |              |   |

**Secondary Plan for  
Carrville District Centre**

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



Community Planning Department