

COMMITTEE OF THE WHOLE JUNE 16, 2008

**OFFICIAL PLAN AMENDMENT FILE OP.06.022
ZONING BY-LAW AMENDMENT FILE Z.06.049
2088756 ONTARIO LIMITED
REPORT #P.2006.65**

Recommendation

The Commissioner of Planning recommends:

1. THAT Official Plan Amendment File OP.06.022 (2088756 Ontario Limited) BE APPROVED, to amend OPA #240 (Woodbridge Community Plan) as amended by OPA #597 (Islington Avenue Corridor Secondary Plan), specifically to redesignate the subject lands shown on Attachment #1 from "Low Density Residential" to "Medium Density Residential" with a site-specific exception to increase the maximum permitted density from 35 units/ha to 50 units/ha to facilitate the development of 10 townhouse dwelling units on a private common element road, as shown on Attachments #2, #3 and #4.
2. THAT Zoning By-law Amendment File Z.06.049 (2088756 Ontario Limited) BE APPROVED, to amend By-law 1-88, specifically to rezone the subject lands shown on Attachment #1 from R2 Residential Zone to RM2 (H) Multiple Residential Zone with the addition of the Holding Symbol "(H)", with the following exceptions to facilitate the development of 10 townhouse dwelling units accessed by a private common element road as shown on Attachments #2, #3 and #4:
 - i) permit a building or structure without frontage on a public street, whereas frontage on a public street is required;
 - ii) a minimum landscape strip width of 1.4 m directly north of Building "A" and 2.53 m adjacent to a portion of the north property line, whereas 3.0m is required;
 - iii) a minimum amenity area of 87 m²/unit, whereas 90 m²/unit is required;
 - iv) a minimum lot area of 200 m², whereas 230 m² is required;
 - v) a minimum front yard of 1.5 m to the covered porch, whereas 4.5 m is required (Block A only);
 - vi) a minimum front yard of 1.0 m to the stairs, whereas 2.7 m is required (Block A only);
 - vii) a minimum interior side yard of 0.6 m to the covered porch, whereas 1.5m is required (Block A only);
 - viii) a minimum interior side yard of 0.9 m to the stairs, whereas 1.2m is required (Block A only); and,
 - ix) a maximum building height of 12.65 m, whereas 11.0 m is permitted (Block A only).
3. THAT the Holding Symbol "(H)" shall be removed from the subject lands zoned RM2(H) Multiple Residential Zone upon servicing capacity being allocated by Council.

Economic Impact

There are no requirements for new funding associated with this report.

Communications Plan

On August 25, 2006, a Notice of Public Hearing was circulated to all property owners within 120m of the subject lands, and to the Islington Woods Community Association, to consider the original development proposal (submitted to the City on July 17, 2006) shown on Attachment #5.

A Public Hearing was held on September 18, 2006. Written comments were received from the owners of 8477 and 8487 Islington Avenue, Counsel for 200 Pine Grove Road, and 40 Birch Hill Road (southeast of Pine Grove Road and Riverside Drive). Concerns were expressed that the proposal was not consistent with the character of the area, and that it does not maintain the low-density requirements of the Official Plan, particularly as there has been a recent secondary plan for the Islington Corridor that maintained the "Low Density" designation on the subject lands. Concern was also expressed that the application could set a precedent for future applications, lead to increased traffic, and decrease the value of the surrounding properties. The recommendation of the Committee of the Whole to receive the Public Hearing report of September 18, 2006 was ratified by Council on September 25, 2006.

The applicant has since submitted a revised conceptual site plan that has been reviewed by the City and external public agencies, and achieves a better site layout, and is the subject of this staff report (Attachments #2, #3 and #4).

Purpose

The Owner has submitted the following applications to facilitate the development of the subject lands shown on Attachment #1:

1. An Official Plan Amendment Application (File OP.06.022) to amend OPA #240 (Woodbridge Community Plan) as amended by OPA #597 (Islington Avenue Corridor Secondary Plan), specifically to redesignate the subject lands shown on Attachment #1 from "Low Density Residential" to "Medium Density Residential" with a site-specific exception to increase the maximum permitted density from 35 units/ha to 50 units/ha, to facilitate the development of 10 townhouse dwelling units on a private common element road, as shown on Attachments #2, #3 and #4.
2. A Zoning By-law Amendment Application (File Z.06.049) to amend By-law 1-88, specifically to rezone the subject lands from R2 Residential Zone to RM2 Multiple Residential Zone with the necessary zoning exceptions to implement the proposed 10 unit townhouse development, as shown on Attachments #2, #3 and #4.

Background - Analysis and Options

The subject lands shown on Attachment #1 are located on the east side of Islington Avenue, north of Pine Grove Road, being Lot 13 on Registered Plan M-1113 (8441 Islington Avenue), City of Vaughan. The 0.21 ha (0.51 acre) parcel is currently developed with one detached residential dwelling that is proposed to be demolished. The surrounding land uses are shown on Attachment #1.

Land-Use Status/Planning Considerations

i) Provincial Policy Statement

The subject applications were initiated after March 1, 2005 and are therefore subject to the 2005 Provincial Policy Statement (PPS). Section 3 of the Planning Act requires that decisions affecting planning matters "shall be consistent with" the policies under the Act.

The PPS sets out overall directions on matters of Provincial interest related to land use planning and development, and includes policies that encourage the focus of new growth to urban areas. The PPS promotes efficient, cost effective development, and land use patterns that are based on densities which:

- efficiently use land, resources, infrastructure, and public service facilities; and,
- avoid the need for unnecessary and/or uneconomical expansion of infrastructure.

The PPS promotes a full range of housing types and densities to meet projected demographic and market requirements of current and future residents by ensuring all forms of residential intensification in parts of built-up areas that have sufficient infrastructure to create a potential supply of new housing units. Development and land use patterns which may cause environmental or public health and safety concerns shall be avoided.

The applicant has submitted a planning report in support of the application that identifies how the application is consistent with the PPS. The Development Planning Department is satisfied that the proposal meets the intent of the PPS with respect to the efficient use of land and infrastructure and providing a range of housing types, on lands that are environmentally safe and will not compromise public safety.

ii) Region of York Official Plan

The subject lands are identified as being situate within the "Urban Area" of the Region of York Official Plan, and additionally, Islington Avenue is identified as a "Local Corridor". The Region of York considers the subject applications to be a matter of local significance, and as such, has exempted the Official Plan Amendment Application from Regional approval.

iii) City of Vaughan Official Plan

The subject lands are designated "Low Density Residential" by OPA #240 (Woodbridge Community Plan), as amended by OPA #597 (Islington Avenue Corridor Secondary Plan).

a) OPA #240 (Woodbridge Community Plan)

The "Low Density Residential" designation of OPA #240, as amended, permits single-detached and semi-detached dwelling units at a maximum permitted density of 8.6 units/ha, which would permit a maximum of two dwelling units on the overall 0.21 ha property. The Owner is proposing a 10 unit townhouse project on a private common element condominium road as shown on Attachment #2, and therefore, an amendment to the designation and the permitted uses and density of the Official Plan are required.

b) OPA #597 (Islington Avenue Corridor Plan)

On October 15, 2001, a Special Committee of the Whole meeting was held to deal with three development applications that sought to re-designate three different sites from "Low Density Residential" to "High Density Residential" along the Islington Avenue Corridor. On October 29, 2001, Council adopted a recommendation to direct the Planning Department to conduct a comprehensive land use study for the Islington Avenue Corridor between Langstaff Road and

Woodbridge Avenue and also passed an Interim Control By-law that placed a hold on lands within the study area until the study was completed.

The purpose of the Islington Avenue Corridor Secondary Plan was to provide an overall framework for the future orderly growth of the Islington Avenue corridor in accordance with sound and reasonable land use planning policies and urban design principles. The policies were meant to be responsive to the needs of the area residents, while having regard for the Provincial and Regional policy objectives. The intent of the Secondary Plan was to maintain and strengthen the existing community structure through appropriate and contemporary planning policies and design guidelines. The land use planning principles and policies that were to be included in OPA #597 were designed to achieve compatibility between land uses and their associated activities, minimize potential land use conflicts, and reinforce and enhance the existing community structure.

On June 23, 2003, Council adopted OPA #597 to implement the recommendations of the study and guide development within the Islington Avenue Corridor. OPA #597 was approved by the Region of York on May 31, 2006. OPA #597 contemplated higher densities within the study area by introducing "High Density Residential" and "Medium Density Residential" designations into the Islington Corridor Study area. The subject lands remained designated "Low Density Residential", which would permit single and semi-detached dwelling units at a maximum permitted density of 8.6 units/ha.

The proposed "Medium Density" designation established by OPA #597 permits street and block townhouses at a maximum density of 35 units/ha. As the subject lands comprise 0.21 ha, 7 units would be permitted using a density ratio of 35 units/ha. Therefore, in addition to the Owners request to redesignate the property from "Low Density Residential" to "Medium Density Residential", a site-specific exception would be required to increase the maximum permitted density in the "Medium Density" designation from 35 units/ha to 50 units/ha.

Surrounding Land Uses

The subject lands comprise 0.21 ha (0.51 acres) with approximately 39 m (128 ft) of frontage on Islington Avenue. The land use to the north of the subject lands, and on the east side of Islington Avenue, is comprised primarily of single-family detached residential dwellings that are designated "Low Density Residential" by OPA #240 (Woodbridge Community Plan) as amended by OPA #597 (Islington Avenue Corridor Plan) and zoned R2 Residential Zone by By-law 1-88.

To the south of the subject lands is an existing place of worship (Christian Gathered To The Name of Jesus Christ), and a 3-storey Nursing Home along Islington Avenue. A four-storey condominium retirement home is located at the northeast corner of Pine Grove Road and Islington Avenue. Immediately to the east of the subject lands is an existing seminary.

The subject lands are located opposite of Hayhoe Lane, which intersects with Islington Avenue on the west side. Also, on the west side of Islington Avenue, north of Hayhoe Lane, there is an approved plan of subdivision for 12 residential lots each with minimum 12 m frontages. Six lots will have frontage onto Autumn Ridge Court, with 6 lots having frontage onto Islington Avenue. To the north of these lands, 2 residential lots were consolidated for a parking lot for use with the St. Margaret Mary Church. On the south side of Hayhoe Lane, and on the west side of Islington Avenue extending south to Gamble Street, the lands are developed with existing detached dwellings, although development applications have been recently approved to facilitate six semi-detached dwellings on the two residential properties located at the northwest corner of Islington Avenue and Gamble Street.

Attachment #1 shows the subject lands in the context of the surrounding area. The proposed 10 unit townhouse development is located within a land use context comprised of a larger built form at the northeast quadrant of the Islington Avenue and Pine Grove Road intersection (i.e.

retirement home and nursing home, together with the two institutional uses). The combination of the existing larger buildings in the northeast quadrant of Pine Grove Road and Islington Avenue, creates a node comprised of a more intense building form. The development of the subject lands with townhouses, completes the node by creating a logical north limit that is clearly defined and separate from the low density residential uses to the immediate north. In addition, the proposed townhouse development is at a scale and design that is compatible with the low density residential uses to the north of the subject lands and on the west side of Islington Avenue. Block "A" of the proposed development is comprised of 4 townhouse units, with an architectural treatment that gives the appearance of a large residential dwelling with frontage on Islington Avenue as shown on the conceptual site plan and elevation drawings on Attachments #2, #3 and #4.

OPA #597 requires that the development of the lands be subject to Site Plan Control. Matters such as architectural design, building placement, landscaping, etc., will be reviewed in detail to ensure that the proposed development is successfully integrated into the existing community in a manner that is compatible with the surrounding adjacent land uses.

On this basis, the Development Planning Department can support the approval of the Official Plan and Zoning By-law Amendment Applications, subject to the comments in this report.

Zoning

The subject lands are zoned R2 Residential Zone by By-law 1-88, and are proposed to be rezoned to RM2 Multiple Residential Zone. The table below identifies the RM2 Zone standards that would apply to the subject lands and the zoning exceptions that would be required to implement the proposed 10 unit townhouse project on a private common element condominium road as shown on Attachment #2:

By-law 1-88 Requirement	Proposed
Buildings/structures to have frontage on a public road	Frontage on a private road
Minimum 3.0m wide landscape strip surrounding the periphery of a parking area	1.4 m wide landscape strip directly north of Building "A" and 2.53 m adjacent to portion of north property line
Minimum amenity area per unit - 90m ²	87 m ²
Minimum lot area per unit - 230 m ²	200 m ²
Minimum front yard (west) setback to a covered porch- 4.5 m	1.5 m (Block A only)
A minimum front yard setback to stairs of 2.7 m	1.0 m (Block A only)
A minimum interior side yard of 1.5 m to a covered porch	0.6 m (Block A only)
A minimum interior side yard of 1.2 m to stairs	0.9 m (Block A only)
A maximum building height of 11 m	12.65 (Block A only)

The RM2 Multiple Residential Zone permits townhouse dwellings, and together with the noted zoning exceptions would accommodate the proposed development concept. The zoning exceptions requested are considered to be appropriate for the development of the subject lands and will result in townhouse dwellings that are compatible with the surrounding land use context.

The City Engineering Department has advised that the allocation of servicing for the proposed additional lots is not available at this time. Accordingly, the Development Planning Department recommends that the lands be zoned RM2(H) Multiple Residential Zone with the Holding Symbol

“(H)”, which will restrict any development from occurring on the subject lands until servicing is available, at which time the Holding Symbol “(H)” can be removed.

Engineering

The City Engineering Department has reviewed the proposal and has provided the following comments:

a) Servicing Capacity

The subject application is not identified as a project for which servicing capacity is being allocated, reserved or assigned. Accordingly, servicing allocation capacity for the proposal needs to be assigned by Council resolution. The City's Engineering Department has advised that servicing allocation capacity for the proposed development is currently not available.

b) Environmental Site Assessment (ESA)

The City is in receipt of documented proof of the registration of the Record of Site Condition (RSC) with the Environmental Site Registry of the Ministry of the Environment (MOE).

c) Other

The proposal for the 10 unit townhouse proposal on a private common element road involves access/egress from Islington Avenue, which is under the jurisdiction of the Region of York. The City Engineering Department advises that additional supporting material may be required at the Site Plan stage and may include the submission of stormwater and servicing reports, noise reports, functional servicing reports, and lot grading information.

Toronto and Region Conservation Authority (TRCA)

The TRCA has no objections to the applications and advises that a TRCA Permit pursuant to Ontario Regulation 166/06 is required, prior to the start of any proposed works on the site.

Relationship to Vaughan Vision 2020

This report is consistent with the priorities set forth in Vaughan Vision 2020, particularly “Plan & Manage Growth & Economic Vitality”.

Regional Implications

The Region of York considers the subject applications to be a matter of local significance, and has exempted the Official Plan Amendment Application from approval by the Regional Planning Committee and Council.

Islington Avenue is under the jurisdiction of the Region of York, and as such, the Region's Transportation Services Department has reviewed the conceptual site plan submitted in support of the applications. The conceptual site access location is acceptable to the Region, and the Owner will be required to convey a 1.5 m wide strip of land to the Region, as a condition of site plan approval. Additional Regional comments will be provided at the site plan approval stage.

Conclusion

The Development Planning Department has reviewed the applications to amend the Official Plan to redesignate the subject lands from “Low Density Residential” to “Medium Density Residential” with a site-specific exception to permit an increase in the maximum permitted density from 35

units/ha to 50 units/ha, and to amend the Zoning By-law to rezone the subject lands from R2 Residential Zone to RM2 (H) Multiple Residential Zone with Holding provision and site-specific zoning exceptions. The applications have been reviewed in the context of the Provincial Policy Statement, the Region of York Official Plan, OPA #240 as amended by OPA #597, By-law 1-88, and the surrounding area context. The proposal involves the intensification of an existing single lot with a 10 unit townhouse development (to be comprised of a 4-unit block and 6 unit block) to be serviced by a private common element road with access/egress from Islington Avenue, as shown on Attachment #2.

The Development Planning Department is satisfied that the proposal utilizes a building form that is compatible with the higher densities and larger built form located to the immediate south of the subject lands, and the predominantly low density development to the immediate north and on the west side of Islington Avenue.

Accordingly, the Development Planning Department can support the approval of the Official Plan and the Zoning By-law Amendment Applications, subject to the recommendations in this report.

Attachments

1. Location Map
2. Concept Site Plan
3. Elevation Plan – Block A
4. Elevation Plan – Block B
5. Concept Plan (Presented at the Public Hearing)

Report prepared by:

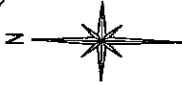
Clement Messere, Planner, ext. 8409
Mauro Peverini, Senior Planner, ext. 8407

Respectfully submitted,

JOHN ZIPAY
Commissioner of Planning

GRANT UYEYAMA
Manager of Development Planning

/LG



Not to Scale

- LEGEND**
- A - AGRICULTURAL ZONE
 - EM1 - PRESTIGE EMPLOYMENT AREA ZONE
 - OS1 - OPEN SPACE CONSERVATION ZONE
 - R1 - RESIDENTIAL ZONE
 - R2 - RESIDENTIAL ZONE
 - R3 - RESIDENTIAL ZONE
 - R4 - RESIDENTIAL ZONE
 - RA3 - APARTMENT RESIDENTIAL ZONE
- SUBJECT LANDS**
- [Hatched Box]

Location Map

Part of Lot 10,
Concession 7
APPLICANT:
 2088756 ONTARIO LIMITED

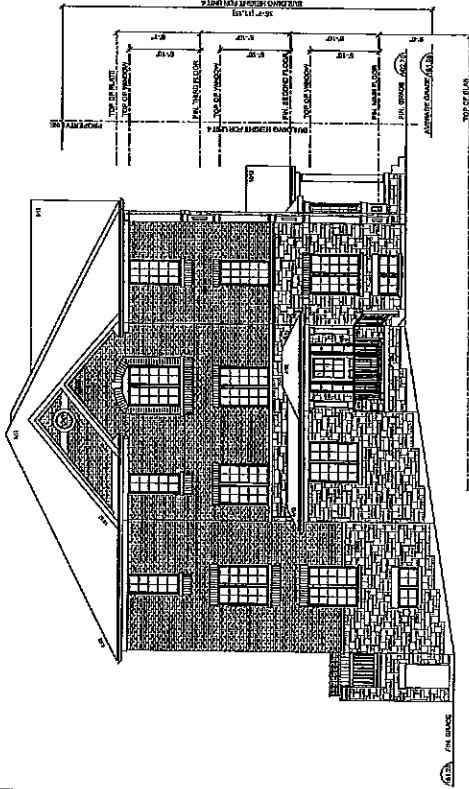


Development Planning Department

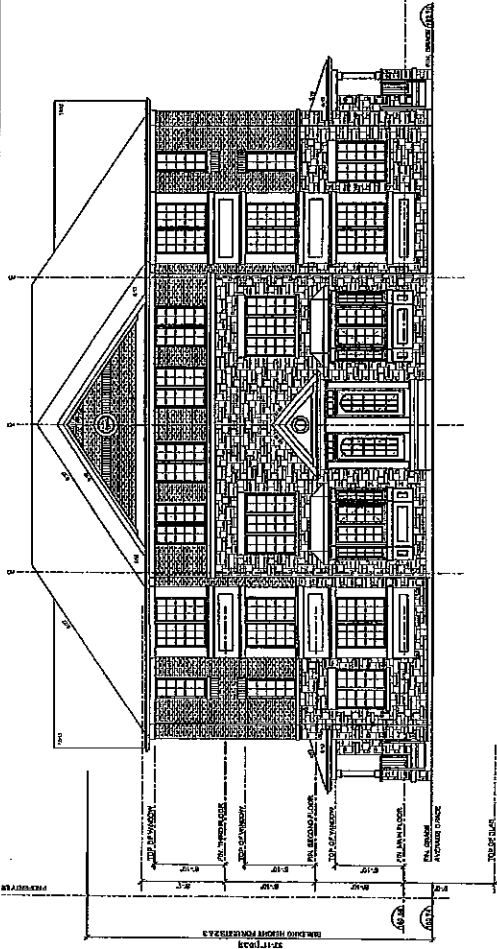
Attachment 1

FILE No's.:
 OP.06.022 &
 Z.06.049
 May 2, 2008

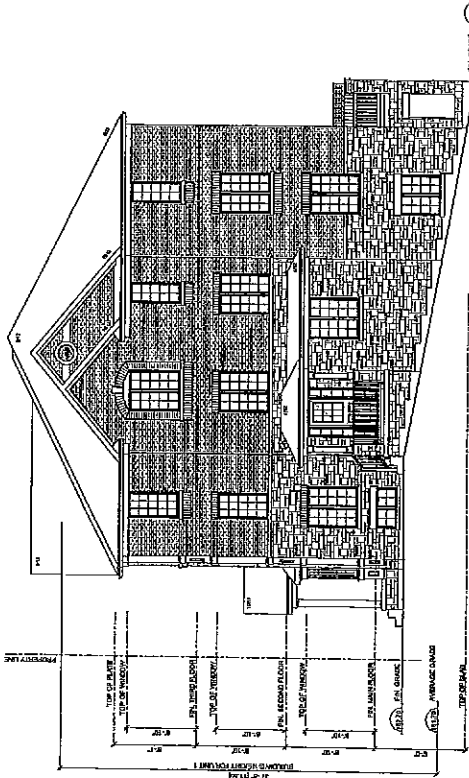
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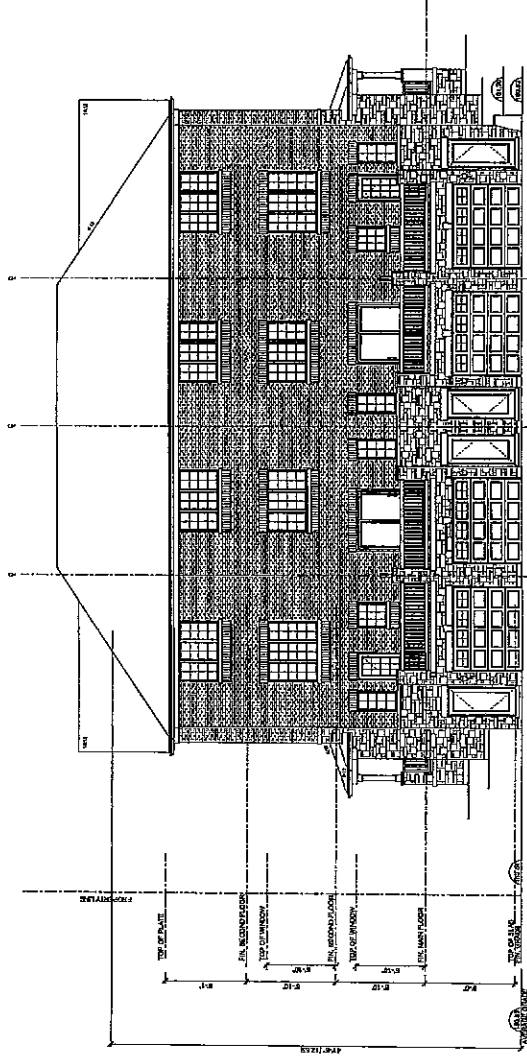
NORTH ELEVATION



WEST ELEVATION (FRONTING ONTO ISLINGTON AVENUE)



SOUTH ELEVATION



EAST ELEVATION

Not to Scale

Elevations - Block A



Attachment 3

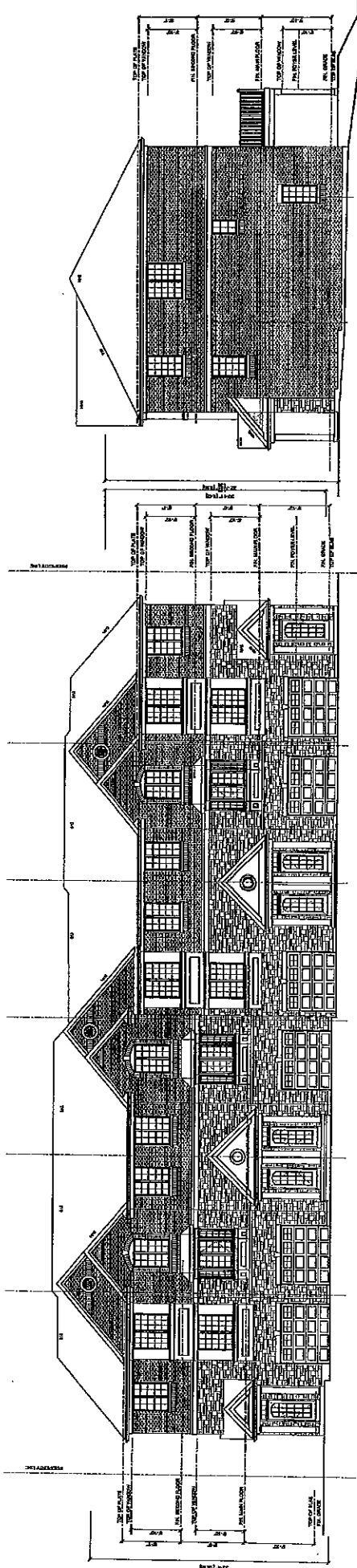
FILE No's.:
OP.06.022 &
Z.06.049

May 2, 2008

Part of Lot 10,
Concession 7

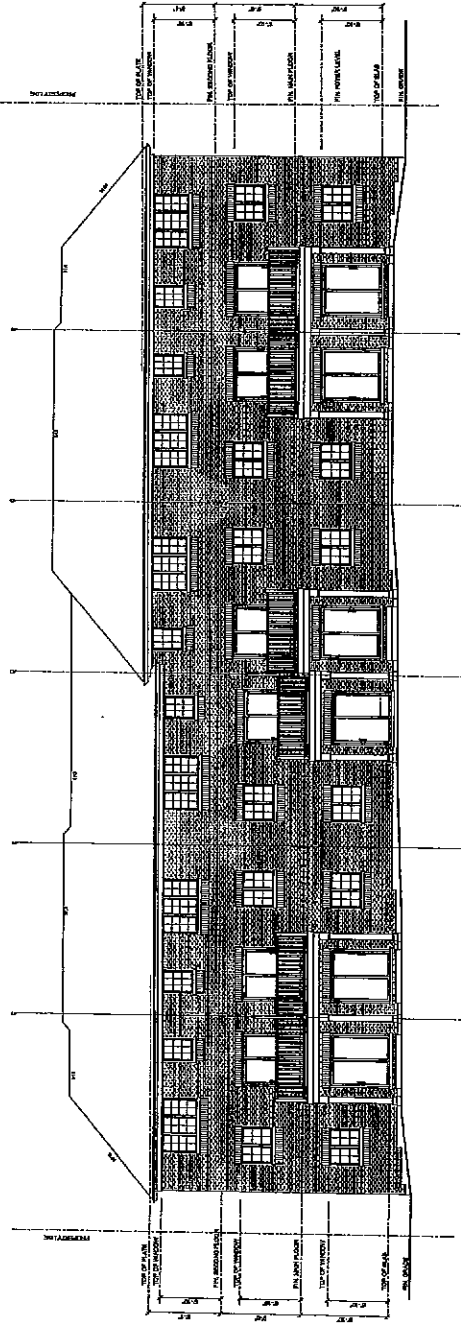
Development Planning Department

APPLICANT:
2088756 ONTARIO LIMITED



SOUTH ELEVATION

WEST ELEVATION



EAST ELEVATION

Not to Scale

Elevations - Block B



Attachment 4

FILE No's.:
OP.06.022 &
Z.06.049

May 2, 2008

Part of Lot 10,
Concession 7

Development Planning Department

APPLICANT:
2088756 ONTARIO LIMITED

