

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES SEPTEMBER 25, 2012

Item 1, Report No. 35, of the Committee of the Whole (Public Hearing), which was adopted, as amended, by the Council of the City of Vaughan on September 25, 2012, as follows:

By receiving Communication C5 from Mr. Mark N. Emery, Weston Consulting, Millway Avenue, Vaughan, dated August 28, 2012.

**1 MODIFICATION TO THE VAUGHAN OFFICIAL PLAN – 2010 (VOLUME 1)
MODIFICATION TO THE YONGE STEELES-CORRIDOR SECONDARY PLAN (VOLUME 2)
 DORIAN PLACE LAND USE STUDY
 DRAFT LAND USE POLICIES
 FILE 26.9
 WARDS 5**

The Committee of the Whole (Public Hearing) recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Planning, dated September 4, 2012, be approved;
- 2) That the following deputations be received:
 1. Mr. Frank Marando, King Vaughan Road, Vaughan;
 2. Mr. Harold Klesmer, Fee Avenue, Vaughan;
 3. Mr. Ron Wilson, Dorian Place, Thornhill;
 4. Mr. Paul Kim, Dorian Place, Thornhill;
 5. Ms. Ava Weingarten, Fee Avenue, Thornhill;
 6. Ms. Teresa Marando, Dorian Place, Thornhill;
 7. Mr. Cameron North, Dorian Place, Thornhill;
 8. Mr. Mehran Alipour, Dorian Place, Thornhill;
 9. Mr. Doug Butters, Dorian Place, Thornhill;
 10. Ms. Catherine Addison, Dorian Place, Thornhill;
 11. Ms. Marianne Marando, King Vaughan Road, Maple;
 12. Mr. James Lee, Dorian Place, Thornhill;
 13. Ms. Binna Choi, Dorian Place, Thornhill;
 14. Mr. Joe De Ciantis, Shasta Drive, Thornhill;
 15. Ms. Sandra Klesmer, Fee Avenue, Vaughan; and
 16. Mr. Frank Sitwell, Bunker Road, Thornhill; and
- 3) That the following communications be received:
 - C1. Ms. Nancy Lott, dated August 30, 2012;
 - C2. Mr. Jeffrey E. Streisfield, dated August 24 and August 31, 2012; and
 - C3. David and Katty Lundell, Dorian Place, Thornhill, dated August 31, 2012.

Recommendation

The Commissioner of Planning recommends that:

1. That the Dorian Place draft Land Use Plan and policies be received and that any issues identified by the public and Council be addressed in a comprehensive report to Committee of the Whole.

Contribution to Sustainability

This report is consistent with the priorities previously set by Council in the Green Directions, Vaughan, Community Sustainability Environmental Master Plan, Goal 2, Objective 2.2:

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- To develop Vaughan as a City with maximum greenspace and an urban form that supports our expected population growth.

Economic Impact

The Dorian Place Land Use Study was funded through the capital budget for the Vaughan Official Plan – PL-9003-07. There is no economic impact to the City arising from this report.

Communications Plan

The September 4, 2012 Public Hearing, was advertised on the City Page Online on August 16, 2012 and August 23, 2012. In addition, on August 10, 2012, notices were mailed directly to all landowners within the study area, to surrounding neighbours within 200 metres of the study area boundary, and to individuals who had requested notification. The draft land use plan schedules and text were posted on the vaughtantomorrow.ca website on August 15, 2012 to permit public review of the document in advance of the Public Hearing date.

Purpose

To consider draft modifications to the VOP 2010 – Volume 1 and the Yonge Steeles Corridor Secondary Plan (Volume 2) resulting from the Dorian Place Land Use Study.

Background - Analysis and Options

Location and Context

The subject lands are located at the northwest corner of Bunker Road and Yonge Street and are shown on Attachment 1 to this report. The lands along Yonge Street from Bunker Road up to Longbridge Road, are predominantly designated “Low-Density Residential” under the Thornhill Vaughan Community Plan (OPA #210) which permits single detached residences. The Dorian Place cul-de-sac consists of 14 single detached houses, 6 of which back onto Yonge Street. The proposed extension of the Yonge Street subway provides for a future station and commuter parking lot north of Longbridge Road. On the opposite side of Yonge Street is the Town of Markham. Currently there is an existing cemetery across from Dorian Place and to the north of the cemetery is the approved Markham Langstaff Gateway Secondary Plan Area (OP 183) which sets the stage for a large mixed-use development for approximately 15,000 residential units, and approximately 370,000 square metres of non-residential related development across 47.02 ha of land.

Origin of the Dorian Place Land Use Study

The Yonge Steeles Corridor study examined the redevelopment opportunities for properties with frontage onto Steeles Avenue west and Yonge Street. The properties on the Dorian Place cul-de-sac were among the properties within the scope of the study area. However, consistent with the City’s approach to previous land use studies, where residents typically want their properties to remain low rise residential, Dorian Place was excluded from redesignation. An exception was the lot at the northwest corner of Bunker Road and Yonge Street, on Dorian Place, which received a “Mid-Rise Mixed Use” designation with a maximum height of 5 storeys and a density of 1.5 FSI.

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During the review process for the draft VOP 2010 (Volume 2), the City received two letters dated May 28, 2010 and July 25, 2010 from residents of Dorian Place, most originating with properties backing onto Yonge Street. The letters requested that a modification be made to the Yonge Steeles Corridor Secondary Plan to redesignate their lands for commercial re-development. In the August 31, 2010 staff report for the “Yonge Steeles Corridor Secondary Plan – Response to Public, Government and Agency Submission” staff provided comments and recommendation in response to the correspondence. The following were the comments and responses specific to the item related to Dorian Place:

These low-rise residential properties back onto Yonge Street and front onto the cul-de-sac named Dorian Place. The lots were not contemplated for intensification in the Study due to multiple lots and their stable residential nature. However, a number of the residents appear to be interested in pursuing a redesignation. In order to determine if there is merit in this request further study should be undertaken to determine if a mixed-use, higher density designation within a residential area is warranted.

Staff Recommended:

That further review be undertaken to determine if a higher density mixed-use designation is appropriate.

On September 7, 2010 the Yonge Steeles Corridor Secondary Plan was adopted by Council without any further changes to Dorian Place. However, Council directed as follows:

That staff be instructed to conduct a study of Dorian Place in relationship to the issues raised by certain residents of that street regarding its designation under the Official Plan; and

That any changes to the current designation determined by that study be dealt with through modifications at the York Region stage of review of this plan.

The Planning Context: Vaughan Official Plan 2010, Volumes 1 and 2

On September 7, 2012 Council adopted the City of Vaughan Official Plan – 2010 Volumes 1 and 2, to address the City's long term planning requirements to the year 2031. Volume 2 provides area specific policies which include the Yonge Steeles Corridor Secondary Plan that outlines the “vision” for intensified development along Yonge Street and Steeles Avenue. The Secondary Plan is consistent with key policy directives of the new Official Plan and conforms to recent Provincial and Regional land use policies by requiring more sustainable development, “complete communities” and the meeting of prescribed intensification targets, (Provincial Policy Statement – 2005, the Growth Plan for the Greater Golden Horseshoe and the York Regional Official Plan 2009).

The Study Process

The consulting firm IBI Group was the lead consultant for the Yonge Steeles Corridor Secondary Plan study and was further retained by the City to support staff in the review, analysis and the development of demonstration and land use plans associated with the Dorian Place study. The scope of work and deliverables for the project included:

- detailed review of site characteristics such as existing vegetation and topography
- preliminary sketches and demonstration plans that address key matters such as building location, angular plane, built form, density, open space, streetscaping, parking, and compatibility with surrounding development
- driveway locations and site access/egress

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- urban design criteria for mixed-use development
- shadow studies
- block massing plans
- recommend appropriate FSI and density targets for the proposed concept

Public Consultation

After the Council meeting of September 7, 2010, the City initiated a public engagement and consultation process. The process included 2 residents of Dorian Place meetings, 2 consultation meetings aimed at the broader neighbourhood and public and this statutory Public Hearing. For the 2 Residents Meetings invitations were mailed and hand delivered to all land owners on Dorian Place to attend, to discuss issues and options and to determine the overall interest in pursuing the land use study. Once it was determined there was interest in proceeding with the study at the first meeting, concepts were prepared and presented for comment and feedback.

Following the Dorian Place residents meetings, demonstration plans depicting a few different development scenarios were prepared and brought to subsequent public consultation meetings. These meetings involved residents of Dorian Place, stakeholders, agents and the surrounding community. Invitations were mailed to local residents within approximately 200 metre radius of the subjects lands with the final meeting also advertised in the Thornhill Liberal and Vaughan Citizen on November 27, 2011. The proposed demonstration plans from the Community Public Meeting were posted on the vaughtantomorrow.ca website shortly after each meeting.

The meetings were held on the following dates:

- December 15, 2010, Residents Meeting at Garnet A. Williams Community Centre
- August 16, 2011, Residents Meeting at Rosemount Community Centre
- October 17, 2011, Community Public Meeting at Uplands Golf and Ski Club
- December 15, 2011, Community Public Meeting at Uplands Golf and Ski Club
- September 4, 2012, Public Hearing at City of Vaughan Civic Centre

Results of the Public Consultation Process

The Residents Meetings

During the Residents Meeting on December 15, 2010 and August 16, 2011 the following issues and concerns were raised:

- Although most of the residents were generally in favour of pursuing the land use study there was some hesitation by some residents to fully commit to the process until they understood the full extent of the development being proposed. The residents agreed that seeing some concepts would be helpful.
- Partial development of lands on Dorian Place would affect the property value and the quality of life for owners of properties if all properties are not developed comprehensively and at same time.
- Redesignation may have adverse affects not only on Dorian Place but also to the surrounding neighbourhood and they should also be consulted.
- Sufficient buffers and mitigation measures such as stepped down development or open space should be in place to protect or mitigate impacts on any abutting residential buildings.

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- Dorian Place was perceived as being devalued as a result of the redesignation of the single house on the northwest corner lot on Yonge Street and Bunker Road. In particular, the issues related to the servicing of the commercial component permitted under the mixed use designation such as servicing for garbage, noise associated with loading and unloading, traffic and site access. There were suggestions that the issues of servicing can perhaps be resolved if commercial uses are removed from the proposed mixed use designation with only residential uses permitted.
- Residents were open to the idea of possibly redesignating the entire Dorian Place cul de sac as a development block.
- All the development around Dorian Place such as the nearby Langstaff Gateway Master Plan in Markham and the proposed subway extension will significantly increase density and potentially devalue properties if they remain designated Low Rise Residential.
- Residents, particularly those with properties backing on to Yonge Street expressed concerns about devaluation of their properties relative to others in the neighbourhood.
- Concerns were raised about the subway extension and potential for devalued homes due to subway vibrations.

Community Public Meetings

Staff met with residents of Dorian Place and received feedback at 2 public consultation meetings on October 17, 2011 and December 15, 2011, both at the Uplands Golf and Ski Club. A summary of the key issues and concerns from these meeting are outlined below:

- The traffic generated onto Bunker Road from the added development was a concern since there was no plan to put a new traffic light at Yonge Street and Bunker Road. It was proposed that Bunker Road be dead-ended or Longbridge Road or Bunker Road be signalized.
- Concern about the safety of left turns in and out of Bunker Road.
- Concern about the proposed on-street parking and how it would take up a lane and interfere with the already busy traffic on Yonge Street.
- Concern from residents on Bunker facing Dorian Place about shadowing and view of development.
- Request that the townhouses abutting Fee or Bunker be removed.
- Concern regarding the proposed type/size of dwelling units.

Subsequently, submissions were received from the owners of 5 Dorian Place requesting that the "Mid-Rise Mixed-Use" designation be maintained and that the property be allowed to be developed independently of the other properties on Dorian Place and not be part of the land assembly.

Overview of the Resulting Plan

As noted, there were several recurring issues that were raised during the consultation process. These included the amount of development proposed, height transition, traffic and ensuring a comprehensive development. As a result, the plan evolved to address these concerns to the extent possible. The resulting plan is illustrated in Attachment 7. It was the concept from which the proposed land use and development policies were generated and outlined in this report. The plan is discussed below.

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Land Use

The total site area for the Dorian Place subdivision is approximately 13,540m² (1.35ha). The draft land use plan designates approximately 50% of the site for Mid-Rise Mixed Use and approximately 42% for a Park. The remaining area will be required for a laneway that will divide these 2 areas. The building height in the developable area will transition downwards towards the north and south area to integrate into the adjacent areas. In earlier versions of the plan further redevelopment in the area currently proposed for a park was also considered. Some of the proposals included a building along Bunker Road which stepped down from the corner of Bunker Road and Yonge Street to 2 storeys towards the residences on Bunker. There were also proposals for 3 storey townhomes abutting the rear lots of the homes on Longbridge Road. However, in discussion with the local residents and staff from the Parks Development Department, the land use plan was revised to remove any development in the west portion of Dorian Place to allow for better visibility and public access to the park and to provide more buffering from abutting low density residents lots to the west, north and south of the development.

Height and Density

Future development on the site will be focused on Yonge Street with a proposed Mid-Rise Mixed Used designation and a maximum building height of 8 storeys and density of 1.5 FSI. Building(s) height will step down to the north and south of the developable area in order to be more compatible with adjacent residences. The proposed development is consistent with the land use designations in the Council Adopted Yonge Steeles Secondary Plan (September 7, 2010) that proposes the same land use designation and maximum heights and density to the north and south of the subject area. A shadow study was also completed and it was determined that the shadow effects of the proposed development would not be an issue for abutting lower rise residences.

Planning for Comprehensive Redevelopment

An important component to the Dorian Place land use review was the implementation of policies that would allow development to proceed in a comprehensive form. During the Yonge Steeles Corridor Secondary Plan process the Dorian Place subdivision was largely excluded due to the multiple lots and stable residential nature of the community. Once it was determined that the residents of Dorian Place were interested in pursuing redesignation, a recurring issue brought up by residents and staff was that ad hoc single lot redevelopment beyond what is currently permitted in terms of densities and uses on Dorian Place would have some negative effects. For example, some lots would be more desirable for development such as those with frontage on Yonge Street; new more intense development would be incompatible with existing residential; and; without a coordinated and shared approach to parking and access, redevelopment would not be feasible and it would be difficult, if not impossible to create the proposed public park.

Therefore, the proposed policies include a condition that require the redevelopment of the properties on Dorian Place to be done in a comprehensive and coordinated manner through a land owners agreement involving all owners on Dorian Place. Until such time as arrangements amongst the landowners are made to provide for comprehensive development, the lands would retain their Low Rise Residential designation. Included in these arrangements would be the need to come to an agreement with the City regarding the closing and sale of all or part of the Dorian Place Road allowance. The details of the road closures would be confirmed through the redevelopment process.

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Traffic and Parking

A proposed public laneway that could potentially extend from Bunker Road to Longbridge Road was added to help address traffic concerns over the impact of the proposed development on Bunker Road. The proposed laneway will include some parallel visitor parking and if extended to Longbridge Road, will help disperse traffic between both Longbridge Road and Bunker Road. The community had requested signalized lights for this area. During discussions it was noted by City staff that the distances between existing signalized lights do not meet minimum requirements. However, the City's Engineering Department does conduct reviews on a case by case basis upon request from the community and a future signalized light may be deemed feasible as part of the comprehensive development.

Parking for the proposed development will be underground to allow for the efficient development of the site. In the recently completed York Region South Yonge Street Corridor Streetscape Master Plan proposed on-street parking in the form of lay-by areas is proposed along Yonge Street for this area. On-street parking will help serve the ground floor related commercial development on street Yonge Street and be subject to approval by the Region of York.

City Owned Land on Dorian Place

Two key components to the proposed plan are a public laneway to provide for a future connection to the property to the north and access to the planned public park and development site. The existing cul-de-sac right of way on Dorian Place is approximately 1,850m² and is currently owned by the City of Vaughan. Any future redevelopment will require the applicant to enter into negotiations and agreements with respect to the public and private disposition of property as part of the comprehensive redevelopment.

Integration with Development to the North

The study mandate did not include an examination of the properties to the north, abutting the south side of Longbridge Road. However, the form of development in this proposal for Dorian Place does not preclude the integration of the properties to the north into the development. Notwithstanding they can still develop independently. However, the proposed laneway extension to Longbridge Road as shown on Attachment 6 would be considered for public acquisition through the development approval process for the lands.

Draft Amendments to the Yonge Steeles Corridor Secondary Plan

The following are the proposed policy and schedule changes to the Yonge Steeles Corridor Secondary Plan and VOP 2010 (Volume 1) required to effect the comprehensive development of Dorian Place. The referenced Schedules and Appendix form Attachment 3 through 7 to this report:

"A. Dorian Place Policies: Yonge Steeles Corridor Secondary Plan

The Yonge Steeles Corridor Secondary Plan be modified by:

1. Deleting "Schedule 1 (North) Secondary Plan Area" and replacing it with the "Schedule 1 (North) Secondary Plan Area" attached hereto; thereby bringing all of the Dorian Place subdivision land under the Yonge Steeles Corridor Secondary Plan; (Attachment 3)
2. Deleting "Schedule 2 (North) Land Use, Height & Density" and substituting the Schedule 2 (North) Land Use, Heights & Density" attached hereto; thereby designating all of the Dorian Place subdivision lands "Low-Rise Residential" and permitting only detached houses; (Attachment 4)

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3. Adding the “Schedule 2A (North) Land Use, Heights & Density” attached hereto; thereby designating the Dorian Place subdivision lands “Mid-Rise Mixed-Use (D:1.5, H:8)” and “Parks”, subject to fulfilling the requirements of section “8.6 Special Provisions for Dorian Place”; (Attachment 5)
4. Adding “Schedule 5 (North) Proposed Local Streets” attached hereto thereby making provision for a new laneway connection between Bunker Road and Longbridge Road; (Attachment 6)
5. Adding the “Appendix A-1 Development Concept – Dorian Place” attached hereto; (Attachment 7)
6. Adding the following policies in respect of the future development of the Dorian Place subdivision:

“8.6 Special Provisions for Dorian Place

- a) Notwithstanding Policy 9.2.2.1 c. respecting uses permitted in the “Low Rise Residential” designation on the lands that comprise the Dorian Place subdivision as shown on Schedule 2 “Land Use, Height & Density” (North) only Detached Houses shall be permitted;
- b) Notwithstanding Policy 8.6.a) the Dorian Place lands may be developed in accordance with Schedule 2A “Land Use, Height & Density” (North) subject to satisfying the following criteria:
 - i. The assembly of all lands comprising the Dorian Place subdivision as shown on Schedule 2 (North) “Land Use, Height & Density” to create a single development block for the purposes of submitting complete development applications under the Planning Act necessary to effect the comprehensive development of the site (e.g. Zoning Amendment, Site Plan and Condominium approval);
 - ii. For the purposes of b)i) above “assembly” means the acquisition of the single development block by a single owner; or where there are multiple owners, entering into an arrangement amongst the owners, to the satisfaction of the City, sufficient to enable the submission of development applications applying to the entire site as a single entity;
 - iii. Prior to the submission of any of the implementing applications identified in b)i) above, the applicant shall enter into discussions with the City to determine the appropriate disposition of public lands (park and laneway) and private lands and the possible acquisition of all or part of the Dorian Place road allowance for the purpose of its integration into the comprehensive plan.
 - iv. The plan shall make provision for a public laneway, as shown on Schedule 5 (North) “Proposed Local Streets” to allow for the future connection to Longbridge Road to the north and provide access to the planned public park located on the west side of the development block.
- c) All implementation measures identified by this Plan and the Vaughan Official Plan continue to apply including those respecting submission requirements and bonusing under Section 37 of the Planning Act.”

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7. Making corresponding modifications to the Vaughan Official Plan – Volume 1, Schedules 13 and 13-T “Land Use” and Schedule 14-A “Areas Subject to Secondary Plans” to show the Dorian Place lands as part of the Yonge-Steeles Secondary Plan Area, also known as the “Yonge Street Corridor Secondary Plan Area”.

Relationship to Vaughan Vision 2020/Strategic Plan

The preparation of the Dorian Place Plan is consistent with the City’s objectives for planning and managing economic growth and vitality by responding to the following:

- Plan and Manage Growth and Economic Vitality;
- Complete and implement the Growth Management Strategy;

Regional Implications:

The Dorian Place Land Use Study examined the form and scale of future development in the community along the Yonge Street Corridor in north study area of the Yonge Steeles Corridor Secondary Plan. The Region of York has identified Yonge Street as Regional Corridor that includes a proposed subway extension up to the Richmond Hill Centre.

The Dorian Place Study/Land Use Policies document supports key objectives of the Region of York Official Plan, adopted by Regional Council on December 16, 2009 and approved by the Ministry of Municipal Affairs and Housing on September 7, 2010. The success of the higher order transit in the Yonge Steeles Corridor is dependent in part on the presence of transit supportive development to support these planned transit initiatives. This study specifically implements the following Regional objectives of Building Cities and Complete Communities:

- To create vibrant and sustainable urban areas
- To achieve attractive and vibrant urban Regional corridors that link Regional Centres

Conclusion

The draft Dorian Place Land Use Plan/Policies are the result of a comprehensive review of current land use policies (City, Region and Province); the surrounding land use context; and, an interactive public consultation process. Comments on the draft Plan received from the public and Council at this Public Hearing or in writing, will be addressed in a comprehensive report to a future Committee of the Whole meeting.

Attachments

1. Location and Context Map
2. Draft Section 8.6 Special Provisions for Dorian Place
3. Draft Schedule 1 (North): Secondary Plan Area
4. Draft Schedule 2 (North): Land Use, Height & Density
5. Draft Schedule 2A (North): Land Use, Height & Density
6. Draft Schedule 5: Proposed Local Streets
7. Draft Appendix A-1: Development Concept – Dorian Place

Report prepared by:

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Roy McQuillin, Manager of Policy Planning, ext 8211

(A copy of the attachments referred to in the foregoing have been forwarded to each Member of Council and a copy thereof is also on file in the office of the City Clerk.)