

Committee of the Whole (1) Report

DATE: Tuesday, October 3, 2023

WARD: 2

TITLE: ISLINGTON M.D. DEVELOPMENTS INC. AND 7040 ISLINGTON M.D. DEVELOPMENTS INC.: OFFICIAL PLAN AMENDMENT FILE OP.21.014, ZONING BY-LAW AMENDMENT FILE Z.21.024 – 7034 & 7040 ISLINGTON AVENUE, VICINITY OF ISLINGTON AVENUE AND STEELES AVENUE WEST

FROM:

Haiqing Xu, Deputy City Manager, Planning and Growth Management

ACTION: DECISION

Purpose

To seek approval from the Committee of the Whole for Official Plan Amendment File OP.21.014 and Zoning By-law Amendment File Z.21.024 for the subject lands shown on Attachment 1, to permit the development of a 28-storey mixed-use building, with a total of 220 dwelling units and a Floor Space Index of 8.3 times the developable area of the lot, as shown on Attachments 2 to 6.

Report Highlights

- The Owner proposes a 28-storey mixed-use building with a total of 220 dwelling units and a Floor Space Index of 8.3 times the developable area of the lot.
- The Development Planning Department supports the approval of the development as it is consistent with the Provincial Policy Statement, 2020, conforms to the Growth Plan for the Greater Golden Horseshoe, 2019, as amended, and the development is similar to approved developments in the surrounding area.

Recommendations

1. THAT York Region be advised that Vaughan Council recommends Official Plan Amendment File OP.21.014 (Islington M.D. Developments Inc. and 7040 Islington M.D. Developments Inc.) BE APPROVED to amend the Vaughan Official Plan 2010 to redesignate the subject lands from “Mid-Rise Mixed-Use” with a maximum building height of 8 storeys and a maximum Floor Space Index

of 2.5 and “Natural Areas” to “High-Rise Mixed-Use” with a maximum building height of 28 storeys and a maximum Floor Space Index of 8.3 and “Natural Areas”, as shown on Attachment 9, along with the site-specific amendments identified in Table 1 of this report.

2. THAT Official Plan Amendment File OP.21.014 (Islington M.D. Developments Inc. and 7040 Islington M.D. Developments Inc.) BE FORWARDED to York Region FOR APPROVAL and inclusion into Vaughan Official Plan, 2010, Volume 1 and Volume 2, Policy 13.12 – Steeles/Islington Avenues Services Review Area.
3. THAT Zoning By-law Amendment Z.21.024 (Islington M.D. Developments Inc. and 7040 Islington M.D. Developments Inc.) BE APPROVED to amend Zoning By-law 1-88, to rezone the subject lands from “EM1 - Prestige Employment Area Zone” subject to site-specific Exception 9(1183) and “A - Agricultural Zone” as shown on Attachment 1, to “RA3 - Apartment Residential Zone” with a Holding Symbol “(H)” and “OS1 - Open Space Conservation Zone”, in the manner shown on Attachment 2, together with site-specific zoning exceptions identified in Table 2 (Attachment 7) of this report.
4. THAT the Holding Symbol “(H)” shall not be removed from the subject lands until the following conditions are met to the satisfaction of the respective department/agency:
 - a. Vaughan Council adopts a resolution allocating sewage and water supply capacity in accordance with the City’s approved Servicing Capacity Distribution Policy assigning capacity to the subject lands
 - b. The Owner has received confirmation from York Region that the proposed storm connection to the regional storm sewer and the associated flows are acceptable
 - c. Submit a revised Transportation Impact Study to address outstanding comments to the satisfaction of the Development Engineering Department of the City of Vaughan, City of Toronto, and York Region.
 - d. The Owner shall submit a revised conceptual site plan that includes a shared vehicular access, or an internal access easement registered on title as appropriate, with 7046 Islington Avenue, to ensure coordinated development once it redevelops with a compatible land use, to the satisfaction of York Region.
 - e. The Owner shall submit a revised ground floor plan that demonstrates compliance with the City of Vaughan Development Engineering criteria, including ramp grading transitions and loading space maneuvering, or provide appropriate justification for not meeting the City standards, to the satisfaction of the Transportation division of the Development Engineering Department.

Background

Location: 7034 and 7040 Islington Avenue (the 'Subject Lands'). The Subject Lands and surrounding land uses are shown on Attachment 1. The Subject Lands are currently occupied by an eating establishment, a single detached dwelling and outside storage of automobiles.

Date of Pre-Application Consultation Meeting: January 19, 2021

Date applications were deemed complete: July 7, 2021

Official Plan and Zoning By-law Amendment Applications have been submitted to permit the proposed development

On June 10, 2021, the Owner submitted applications to amend the Vaughan Official Plan ('VOP 2010') and rezone the Subject Lands identified on Attachment 1, to permit a 34-storey residential apartment building with a total of 295 dwelling units, an FSI of 12.83 times the developable area of the lot, two (2) levels of underground parking and six (6) levels of above-grade parking, contained within a 6-storey podium (the 'Original Proposal'), as shown on Attachment 8.

On December 13, 2022, the Owner submitted the following revised applications (the 'Applications') to permit a 28-storey mixed-use residential apartment building with a total of 220 dwelling units, with 179 m² of commercial space at grade, an FSI of 8.3 times the developable area of the lot, two (2) levels of underground parking and five (5) levels of above-grade parking, contained within a 5-storey podium (the 'Development'), as shown on Attachments 2 to 6:

1. Official Plan Amendment File OP.21.014 to amend VOP 2010 to redesignate the Subject Lands from "Mid-Rise Mixed-Use" and "Natural Areas" with a maximum building height of 8 storeys and an FSI of 2.5 times the area of the lot to "High-Rise Mixed-Use" with a maximum building height of 28 storeys and FSI of 8.3 times the developable area of the lot (with 5.73 FSI for residential uses and 2.57 FSI for non-residential uses) and "Natural Areas", along with the site-specific amendments identified in Table 1 of this report.
2. Zoning By-law Amendment File Z.21.047 to amend Zoning By-law 1-88 to rezone the subject lands from the from "EM1 - Prestige Employment Area Zone", subject to site-specific Exception 9(1183) and "A - Agricultural Zone" as shown on Attachment 1 to "RA3 - Apartment Residential Zone" and "OS1 - Open Space Conservation Zone" in the manner shown on Attachment 2, together with site-specific zoning exceptions identified in Table 2 (Attachment 7) of this report.

Should the Applications be approved by Council a Site Development Application is required to be approved for the Development

Should the Applications be approved by Council a Site Development Application is required to be approved for the Development. In accordance with Bill 109, the approval of Site Development Applications has been delegated to the City of Vaughan Director of

Development Planning and/or the Director of Policy Planning and Special Projects for approval. The Site Development Application will review building elevations and associated architectural materials, landscape, and site plan details to ensure City standards are met.

Should the Applications be approved by Council, a Draft Plan of Condominium Application is required to establish tenure for the Development

The Owner will be required to submit a Draft Plan of Condominium Application to establish tenure for the Development, should the Applications be approved by Council.

Public Notice was provided in accordance with the Planning Act and Council's Notification Protocol

- Date of 1st Public Meeting Notice (Circulated 150 m from Subject Lands as shown on Attachment 1): September 10, 2021
- Date of 1st Public Meeting: October 5, 2021, ratified by Council on October 20, 2021
- Date of 2nd Public Meeting Notice (Circulated to an expanded notification area of 500 metres ('m') from Subject Lands as shown on Attachment 1): December 23, 2022
- Date of 2nd Public Meeting: January 17, 2023, ratified by Council on January 24, 2023
- A second public meeting was held for the Subject Lands due to changes in proposed land use, building height, unit count and FSI
- Location of Notice Sign and Updated Notice Sign: Islington Avenue
- Date of Courtesy Notice sent to those requested to be notified of the Applications: September 26, 2023

Public Comments were received

The following is a summary of the comments on the Development provided and received to date. The comments are organized by theme as follows:

Over-Intensification, Compatibility and Housing Mix

- the Development is an unnecessary over-intensification of area and is not identified within a major transit station area ('MTSA') or located near a subway or light rail transit ('LRT') station
- other high-rise development applications have been approved or are currently under review by the City in the vicinity of the Subject Lands, contributing to a significant population increase
- the proposed intensification is beyond what present infrastructure can accommodate
- the Development is not complementary nor at an appropriate scale within the existing context or in consideration of other development in the area
- The proposed number of 1-bedroom units for the Development is not enough to address the housing needs of families.

Vehicular, Bicycle and Pedestrian Circulation

- the Traffic Impact Study ('TIS') for the Development identifies traffic capacity during the AM and PM peak rush hours and that the spatial restrictions of the roads cannot be overcome.

- the traffic estimates in the TIS are conservative and do not consider the traffic volume that all of the developments on Islington Avenue will generate
- collision data should also be taken into consideration in the TIS
- a redesign of Steeles Avenue West and Islington Avenue intersection should be considered, and improvements are required to the existing transportation network along Islington Avenue, including bicycle lanes
- no mitigative measures are proposed in the TIS (submitted in support of the Original Proposal) to address traffic impacts for drivers, cyclists, and pedestrians along Islington Avenue
- the walk score for the development is 31. A score this low indicates that residents in the building would be car dependent.

Absence of Retail, Schools and Daycare Facilities

- The Development does not accommodate any retail and there is no grocery store within the immediate area
- The Development should include retail shopping to discourage car dependency and address the needs of families
- The Development does not provide land for a future school or daycare facility, meaning all school-aged children would be required to be bussed to schools north of Highway 7. A development of this size requires a school within walking distance or a very short drive.

Impact and Redevelopment

- the Development will impact residents of the Humber Summit neighbourhood in Toronto
- There is a need for redevelopment along this stretch of Islington Avenue, but intensification policies should not compel municipalities to accept every high-rise development application submitted
- The Development must improve the community in which it is built
- The Development will block the south view of the approved 32 and 22-storey Primont (Islington) Inc. development located north of the Subject Lands
- The Development is located in proximity to the former 45-acre Thackery Landfill site where 2.2 million tonnes of non-hazardous waste has been buried. Will the respective owners, leasers, etc. living in the Development be informed of this?

These comments are addressed throughout this report.

Previous Reports/Authority

The following are links to previous reports regarding the Subject Lands:

Canadian Pacific Railway, Public Meeting Report
[August 18, 2003, Committee of the Whole Public Meeting \(Item 3, Report No. 59\)](#)

Mario Tedesco, Committee of the Whole Report
[January 5, 2004, Committee of the Whole Report \(Item 12, Report No. 1\)](#)

Islington M.D. Developments Inc. and 7040 Islington M.D. Developments Inc., Public Meeting Report
[October 5, 2021, Committee of the Whole Public Meeting \(Item 4, Report No. 44\)](#)

Islington M.D. Developments Inc. and 7040 Islington M.D. Developments Inc., Public Meeting Report
[January, 17, 2023, Committee of the Whole Public Meeting \(Item 2, Report No.3\)](#)

Analysis and Options

The Subject Lands are well serviced by existing public transit services

There are six (6) existing bus stops within walking distance to the Subject Lands along Islington Avenue and Steeles Avenue West, including a bus loop located on Steeles Avenue West, south of the Subject Lands, as shown on Attachment 1. The following describes the existing transit infrastructure in the area:

- York Region Transit ('YRT') provides transit service (Route 13) along Islington Avenue that travel northbound to Napa Valley Avenue (operating Monday to Friday)
- YRT also provides Transit Routes 7, 12, 60B and 60D along Steeles Avenue West.

The 2022 York Region Transportation Master Plan ('2022 YRTMP'), approved by Regional Council on September 29, 2022, is a long-term infrastructure plan for future transit and transportation initiatives to the year 2051. This section of Islington Avenue between Highway 7 and Steeles Avenue is not identified as a Rapid Transit Corridor on Map 3 – 2051 Rapid Transit Network of the 2022 YRTMP.

The Development is consistent with the Provincial Policy Statement and conforms to the Growth Plan

Provincial Policy Statement

The Provincial Policy Statement, 2020 (the 'PPS') provides direction on matters of Provincial interest related to land use planning and development.

The Subject Lands are within a Settlement Area and the Delineated Built-Up Area. The Development is consistent with the PPS as it utilizes land efficiently by providing a compact built form that is transit supportive and utilizes existing services in the area. The Development provides additional housing options by providing apartment units of various sizes within a community with existing infrastructure and services such as shopping and existing transit along Islington Avenue and Steeles Avenue West. The Development also does not negatively impact the natural features on and abutting the Subject Lands. In consideration of the above, the Development is consistent with the PPS.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019, as amended (the 'Growth Plan')

The Growth Plan provides a framework for implementing the Province's vision for building strong, compact, and prosperous communities within the Greater Golden Horseshoe to the year 2041.

The Development directs growth to the Built-Up Area, where new development and growth is directed. The Development conforms to the Growth Plan as it contributes to the achievement of a complete community by supporting a range and mix of housing types and unit sizes, and providing a compact built form that utilizes the Subject Lands more efficiently and at a density that would meet the needs of future and current residents where transit services and public services exist. The Development also makes efficient use of available infrastructure and protects the natural features on and abutting the Subject Lands. Accordingly, the Development conforms to the Growth Plan.

Comments on the Development were provided by York Region

York Region Official Plan ('YROP 2022')

The York Region Official Plan 2022 ('YROP 2022') replaces the York Region Official Plan 2010 ('YROP 2010') with respect to applications not deemed complete as of the YROP 2022 date of approval (Transition Policy 7.4.13). As the Applications were deemed complete prior to the approval of YROP 2022, the YROP 2010 continues to be the in-force Regional Official Plan against which conformity of the Applications are measured.

York Region Official Plan ('YROP 2010')

YROP 2010 contains policies that guide economic, environmental and community decisions to manage growth. These policies strengthen the connections between the natural and built environment, job opportunities, human services, transportation, public health and fiscal capacity.

The Subject Lands are designated "Urban Area" with "Parkway Belt West Plan" overlay on Map 1: Regional Structure, of the YROP 2010. The Ministry of Municipal Affairs and Housing ('MMAH') confirmed that the Subject Lands are not located in the "Parkway Belt West Plan". Islington Avenue is identified as a Regional Road by YROP 2010 with a planned right-of way width of up to 36 m, as identified by Map 12: Street Network. The "Urban Area" permits a range of residential, industrial, commercial, and institutional uses and is where growth is intended to be accommodated in York Region (Policy 5.0 and 5.3). The YROP 2010 also prescribes an urban structure based on an intensification matrix, whereby Regional Centres and Corridors are intended to accommodate the highest concentration of intensification, followed by GO Transit train stations, bus terminals and subway stations, and further down the matrix, Local Centres and Corridors.

YROP 2010 Policy 8.3.8 states that amendments to local official plans may be exempt from Regional approval where they are of local significance and no Regional interest is adversely affected. York Region has advised that Official Plan Amendment File OP.21.028 impacts the following areas, and is therefore not eligible for exemption:

- directly and substantially affects Regional servicing infrastructure: i.e., streets, water, wastewater
- major application adversely affecting Regional traffic flows

As such, York Region remains the approval authority of Official Plan Amendment File OP.21.014, as identified in the Regional Impacts section of this report.

Amendments to Vaughan Official Plan 2010 ('VOP 2010') are required

VOP 2010 sets out the municipality's general planning goals and policies that guide future land use. The Subject Lands are identified in VOP 2010 as follows:

- "Community Area" and "Natural Areas and Countryside" (western-most edge of both parcels), and in proximity to "Primary Intensification Corridor within Employment Areas" (Steeles Avenue West) on Schedule 1- "Urban Structure" of VOP 2010
- Contains "Unapproved" natural features and abut "Core Features" along the western property line on Schedule 2 – Natural Heritage Network
- The Subject Lands abut Islington Avenue which is identified as an "Arterial Road" on Schedule 9 – Street Network and are under the jurisdiction of York Region
- Designated as "Mid-Rise Mixed-Use" which permits residential units and retail uses with a maximum building height of 8 storeys and a maximum FSI of 2.5 times the area of the lot, and "Natural Areas" on Schedule 13 – Land Use
- The Subject Lands are located within site-specific Policy 13.12 – Steeles/ Islington Avenue Services Review Area

The following amendments to VOP 2010 are required to permit the Development as shown on Attachments 2 to 6:

Table 1:

	Applicable Official Plan Policy	VOP 2010 Policy Requirement	Proposed Amendments to VOP 2010
a.	Schedule 13 - Land Use Designation	"Mid-Rise Mixed-Use" and "Natural Areas"	"High-Rise Mixed-Use" and "Natural Areas"
b.	Schedule 13 – Maximum Density (FSI)	2.5 FSI	Permit a maximum FSI of 8.3 with 5.73 dedicated to residential uses and the remaining 2.57 dedicated to non-residential uses including above grade parking and commercial uses at grade
c.	Schedule 13 – Maximum Building Height	8 storeys	28 storeys
d.	Policy 3.2.3.4 a) – Minimum Vegetation Protection Zone	10 m from valley corridor	7 m from valley corridor
e.	Schedule 2 – Natural Heritage Network	"Unapproved" natural features are identified on the Subject Lands	Amend Schedule 2 to remove the "Unapproved" natural features and

			add them to the “Core Features” overlay
f.	Map 13.12 and Policy 13.12.1.1.a) - Steeles/Islington Avenues Services Review Area	The Subject Lands require a services review to address matters such as the availability of parkland and other services as may be determined, prior to the development of the first site for residential purposes in this quadrant and be considered in the review of all development applications in this area	Amend Map 13.12 to identify the site-specific amendments for the Subject Lands as identified in this table and create a site-specific amendment to this policy to absolve the Subject Lands need for further study of the availability of parkland or other services.
g.	Policy 9.2.3.6.d.ii)	Minimum tower setback of 15 m from the property line	Decrease the minimum tower setback to 12.5 m to the north and south property lines

“Community Areas” are Stable Areas of the City of Vaughan and characterized by predominantly low-rise residential housing stock. Policy 2.2.3 states that “Community Areas” are considered stable and are not intended to experience significant physical change; however incremental change is expected to occur.

Steeles Avenue West, located south of the Subject Lands, is identified as a “Primary Intensification Corridor” on Figure 6 – Intensification Areas in Policy 2.2.5 of VOP 2010. Policy 2.2.1.1.v states that “Primary Intensification Corridors” within Employment Areas link various centres on transit supportive corridors and will be places to accommodate intensification in the form of mid-rise and limited high-rise and low-rise buildings with a mix of uses. Policy 2.2.5.14 identifies that only properties with frontage directly on the street forming a Primary Intensification Corridor shall be considered appropriate for intensification. Although the Subject Lands have frontage directly on Islington Avenue, which is not identified as a “Primary Intensification Corridor”, they are located in proximity to Steeles Avenue West, which is identified as a “Primary Intensification Corridor”.

Natural Heritage Network

As noted on Schedule 2, Natural Heritage Network of VOP 2010, “Unapproved” natural features are considered “sites under consideration for Core Feature additions, deletions, or classification as an “Enhancement Area”.

Policy 3.2.3.1.a.ii states in part, that “Enhancement Areas” reflect the best opportunities on remaining undeveloped land to provide additional habitat and/or ecological connectivity of the Natural Heritage Network”. Policies 3.2.3.14 and 3.2.3.15 state that “Enhancement Areas are approximate and as part of the development process environmental studies will be conducted to determine the final location and boundary of the Enhancement Area” and “...will be incorporated into the Natural Heritage Network as Core Features or suitable open space designations and such changes do not require amendment to this Plan”; however the Development Planning Department recommends that Schedule 2, Natural Heritage Network of VOP 2010 be amended to remove the “Unapproved” natural features and add it to the “Core Features” area since the Applications are already seeking amendments to VOP 2010 to permit the Development.

Policy 3.2.3.4.a of VOP 2010 requires a 10 m vegetation protection zone (‘VPZ’) abutting valley corridors. An Environmental Impact Statement (‘EIS’) prepared by Palmer and dated September 15, 2022, and a Slope Stability Assessment prepared by EXP, dated October 13, 2021 were submitted in support of the Development. The Owner proposes a minimum setback of 7 m from the stable top-of-bank (‘development limits’) and provides upwards of 7 m from the stable top-of-bank along the west property line.

The Toronto and Region Conservation Authority (‘TRCA’) has reviewed the EIS and associated development limits and is satisfied with the reduced VPZ of 7 m. A portion of the Subject Lands that accommodates the natural feature and its associated vegetation protection zone are proposed to be rezoned to “OS1 Open Space Conservation Zone” and the Owner has agreed to convey the lands to the TRCA to ensure their protection in accordance with Policy 3.2.3.10 of VOP 2010.

Housing Options Statement

In accordance with Policy 7.5.1.3 of VOP 2010, the Owner submitted a Housing Options statement prepared by Weston Consulting Inc. and dated May 1, 2023, in support of the Development. The Development meets the criteria described under Policy 7.5.1.3 of VOP 2010 in the following manner:

- a) Total distribution of housing types – apartment units are proposed which will add additional housing options to the area
- b) Tenure types and distribution – the Development will consist of condominium tenure where ownership will be on a per unit basis with shared common amenities
- c) Range of unit sizes – the Development offers the following range of unit sizes:

Bedroom Type	Average Unit Size	Percentage of Units
1 Bedroom/ 1 bedroom + den	56 m ²	60% of units
2 Bedroom	67 m ²	40% of units

Site Specific Policy 13.12 – Steeles/Islington Avenues Services Review Area

Site Specific Policy 13.12.1.1 applies to the Subject Lands and states that “a service review of the northwest quadrant of the intersection of Steeles Avenue and Islington Avenue must be conducted to address such matters as the availability of parkland and other services as may be determined, prior to the development of the first site for residential purposes in this quadrant and be considered in the review of all development applications in this area”.

The Owner submitted a Community Services and Facilities Study (‘CSFS’) in support of the Development, prepared by Weston Consulting and dated September 2022 as well as an addendum letter dated September 14, 2023. The CSFS identifies the following:

- The closest community centre is Woodbridge Pool and Memorial Arena, located 31 min walking distance (4 min drive);
- The closest school is Pine Grove Public School, located 58 minutes walking distance (9 min drive);
- The closest library is the Woodbridge Library, located 50 minutes walking distance (10 min drive);
- The closest place of worship is the First Hungarian Baptist Church Toronto, located 15 minutes walking distance, (3 min drive);
- The following parks in the City of Vaughan are in proximity to the Subject Lands: Humber Valley Trail, located 7 min walk (3 min drive), Thackeray Park, located 28 min walk, (5 min drive); and,
- The following parks in the City of Toronto are in proximity to the Subject Lands: Plunkett Park located 10 min walk (3 min drive), Primula Parkette, located 10 min walk (4 min drive), Apted Park, located 20 min walk (4 min drive).

The CSFS has been prepared to the satisfaction of the Parks Infrastructure Planning and Development Department (‘PIPD’) and the Development Planning Department, therefore the Owner has met their obligations as it concerns demonstrating conformity to Policy 13.12 of VOP 2010, and as such, VOP 2010 will be amended to absolve the Subject Lands from any further study of availability of parkland or other services.

Conformity with the “High-Rise Mixed-Use” Designation and High-Rise Building Criteria

The “High-Rise Mixed-Use” designation permits residential units, home occupations, community facilities, cultural uses, retail uses, office uses, parking garages, hotels and gas stations. The Development proposes residential uses, retail at grade (in accordance with Policy 9.2.2.6.c) and a pedestrian scaled podium. The Development conforms to the policies of the “High-Rise Mixed-Use” designation of VOP 2010.

The Development conforms to the criteria of High-Rise Buildings in VOP 2010 (Policy 9.2.3.6) as the Development is over 12 storeys in height and includes a 5-storey pedestrian scaled podium. The proposed tower is set back 3 m from the podium along Islington Avenue, 12.5 m from the north and south property lines. The floorplate for the tower will be approximately 720 m².

The Development proposes parking underground, at and above grade. The proposed podium is treated with an animated façade to mitigate the visual impact of the parking from Islington Avenue and abutting properties. An amenity area is proposed on the sixth storey above the podium as well as on the rooftop and includes private balconies. In consideration of the above, the Development generally conforms to the “High-Rise Mixed-Use” and the High-Rise Building criteria (Policies 9.2.2.6 and 9.2.3.6 VOP 2010), with the exception of the tower setbacks from property lines.

Summary of proposed VOP 2010 Amendments

The Development Planning Department supports the proposed amendments to VOP 2010 for the following reasons:

- the Development will provide additional housing opportunities for the area at an increased density where municipal servicing and public transportation services exist;
- the scale and massing of the Development is similar to approved and planned uses in the surrounding area;
- the Development provides a mixed-use development in a high-rise built form in proximity to Steeles Avenue West which is identified as a “Primary Intensification Corridor”;
- the “Core Features” and “Enhancement Areas” located on and abutting the Subject Lands are limits of development with vegetation buffers that have been approved to the satisfaction of the TRCA;
- the Development proposes retail uses abutting Islington Avenue and proposes an above grade parking garage within a pedestrian scaled podium; and,
- the proposed residential tower is sufficiently setback from all property lines which ensures redevelopment potential of abutting lands.

Council enacted Zoning By-law 001-2021 as the new Vaughan Comprehensive Zoning By-law

As the Applications were received by the City on June 10, 2021, and deemed complete on July 7, 2021, the Applications are transitioned under Zoning By-law 001-2021. The Applications were deemed complete by the City on July 7, 2021. According to the transition provisions of Section 1.6.3 of Zoning By-law 001-2021, as complete applications were received prior to the enactment of Zoning By-law 001-2021, the Development is not subject to Zoning By-law 001-2021.

Amendments to Zoning By-law 1-88 are required to permit the Development Zoning:

- “EM1 - Prestige Employment Area Zone”, subject to site-specific Exception 9(1183) and “A - Agricultural Zone” by Zoning By-law 1-88, as shown on Attachment 1.
- These zones do not permit the Development.
- The Owner proposes to rezone the Subject Lands to “RA3 - Apartment Residential Zone” and “OS1 - Open Space Conservation Zone”, in the manner shown on Attachment 2, together with site-specific zoning exceptions identified in Table 2 (Attachment 7).

The Development Planning Department can support the zoning exceptions identified in Table 2 for the following reasons:

- The Development is consistent with the policies of the PPS and conforms to the Growth Plan;
- The building height is similar to other approved developments in the surrounding area;
- The development limits have been established and the Development is adequately setback from the natural feature;
- Minor reductions to the required interior side yard setbacks and encroachments are proposed that will not negatively impact the surrounding community and area nor inhibit future development of abutting lands; and,
- The parking rates are supported by the Transportation division of the Development Engineering Department as they meet the standards of Zoning By-law 001-2021 or are appropriate for the area given the Subject Lands proximity to existing transit services.

Minor modifications may be made to the zoning exceptions identified in Table 2 (Attachment 7) prior to the enactment of an implementing Zoning By-law, as required, should the Applications be approved.

A Holding Symbol “(H)” is recommended for the Subject Lands to satisfy the conditions of the City

A Holding Symbol “(H)” is recommended to be placed on the implementing Zoning By-law for the Subject Lands and shall not be removed until the conditions as listed in the Recommendations of this report, have been satisfied.

The Development Planning Department supports the Development, subject to conditions

The Development Planning Department recommends approval of the Development as shown on Attachments 2 to 6, subject to conditions.

Wind Conditions

The Owner submitted a Pedestrian Level Wind Tunnel Analysis (‘Wind Study’) prepared by Cermak, Peterka and Petersen, dated April 28, 2023, in support of the Development. The study concludes that the Development will increase wind speeds around the Subject Lands. The greatest wind activity will be along Islington Avenue, nearest to the building, creating ‘walking’ to ‘uncomfortable’ wind conditions in the winter and only ‘standing’ and ‘walking’ wind conditions during summer months, which is not ideal for the use of the outdoor patio abutting the proposed commercial unit at grade.

The estimated wind speed at the sixth storey terrace is expected to exceed the wind safety criterion on an annual basis, which is also not ideal for an outdoor amenity space. Wind conditions on the roof are also expected to be windier than desired. Additional wind control solutions have been identified in the report but have not been integrated into the Development. As such, the Development Planning Department recommends that the Owner incorporate the additional wind mitigation measures into the site plan

and landscape plan to mitigate/improve wind conditions for the Development, at the Site Development Application stage of the Development.

Sun/Shadow Conditions

The Owner submitted a Shadow Impact Analysis prepared by KNYMH Architecture Solutions and dated May 21, 2021, in support of the Development. In accordance with the City-Wide Urban Design Guidelines, the building location and orientation will maintain five (5) hours of consecutive sunlight on one side of the street and adjacent sidewalks.

The Shadow Impact Analysis demonstrates that the abutting lands to the north (7046 Islington Avenue), will be in shadow all morning as a result of the Development, which will limit access to sun in open spaces of any future redevelopment of these lands. A revised sun shadow study shall be submitted to the satisfaction of the Development Planning Department at the Site Development Application stage of the Development.

Access, Waste and Loading

Access to the Development is provided by a full-moves driveway on Islington Avenue that leads to an at-grade, underground and above grade parking garage. A loading space is provided on the ground floor within the building. All loading activities and the collection of waste will take place within the building and will be screened from view of the street.

Design Review Panel

On October 27, 2022, the Design Review Panel ('DRP') reviewed the Development and provided comments regarding the massing/transition, podium design and ground floor plan of the Development. The DRP also recommended that a block plan exercise with adjacent landowners be undertaken to share resources (e.g., access) between properties.

The Development has been revised to address some of the DRP comments, as follows:

- the overall building height of the Development has been decreased from 34 storeys to 28 storeys;
- the design of the podium is treated with an animated façade to mitigate the visual impact of the parking from Islington Avenue and abutting properties and to provide an attractive streetscape;
- the ground floor plan has been revised to consolidate vehicular movements within the building;
- the southeast corner of the Development has been improved by incorporating a courtyard abutting the proposed commercial unit

Staff of the Development Planning Department are satisfied that the comments of DRP have been generally addressed, however the Owner is required to work with City staff at the Site Development Application stage of the Development to address outstanding comments.

Financial Impact

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

Operational Impact

The Development Planning Department consulted with the following internal departments and external agencies regarding the Applications:

The Development Engineering ('DE') Department supports the Development, subject to outstanding comments and conditions being satisfied by the Owner

The DE Department has provided the following comments:

Water Servicing

Based on the Functional Servicing Report ('FSR'), prepared by Odan Detech Consulting Engineers dated April 2023, the existing water infrastructure is sufficient to service the Development.

Sanitary Servicing

As outlined in the FSR, the existing sanitary system is expected to have sufficient capacity to convey the sanitary flows from the Development.

Storm Servicing

Storm runoff from the Subject Lands sheet flows towards Islington Avenue into a storm sewer on Islington Avenue, owned and operated by York Region. The Owner shall obtain all necessary approvals/permits from York Region to their sole satisfaction, should the Applications be approved by Council. A Holding condition to this effect has been included in the Recommendations of this report.

Allocation

Servicing allocation is not available for the Development due to capacity constraints within York Region. Until such time that York Region releases capacity for new development, a Holding condition will be applied to the implementing Zoning By-law for the Subject Lands to ensure that servicing allocation is granted by Vaughan Council for the Development at the Site Development Application stage, should the Applications be approved by Council. A Holding condition to this effect has been included in the Recommendations of this report.

Hydrogeological and Geotechnical Investigations

Geotechnical and Hydrogeological Investigations were prepared by EXP Services Inc. ('EXP') and dated September 12, 2022, and September 14, 2022 respectively. The Hydrogeological Investigation report identifies groundwater elevations above the proposed elevation of the underground parking structures and as such, the Development will require short-term and long-term dewatering.

The DE Department recommends that the Owner accommodate dewatering information and recommendations in the FSR Report, to the satisfaction of the DE Department and TRCA at the Site Development application stage of the Development.

Environmental Noise Impact Study ('Noise Study')

A Noise Study prepared by dBA Acoustical Consultants Inc. and dated April 2021 was submitted in support of the Applications. Based on the available information, the Noise Study concludes that the Development is feasible from a noise and vibration perspective, which is acceptable to the DE Department. At the Site Development Application stage, an updated Noise Study will be required to confirm the conclusions of the submitted study, and to include more specific recommendations and warning clauses.

Environmental Site Assessments ('ESA')

The following ESA reports were submitted in support of the Applications:

- EXP report entitled "Phase One Environmental Site Assessment" dated April 19, 2021;
- EXP report entitled "Phase Two Environmental Site Assessment" dated August 26, 2021; and,
- Letter of Reliance for the above noted Environmental Site Assessments, dated August 9, 2022

The DE Department confirms that the ESA reports are sufficient; however, the Owner shall submit the Environmental Site Assessments submitted in support of the Applications along with the Letter of Reliance and a Record of Site Condition filed with the Ministry of the Environment, Conservation and Parks ('MECP') to the satisfaction of the Development Engineering Department at the Site Development Application stage of the Development, should they be approved.

Subsurface Methane Investigation ('SMI') and Land Use Compatibility Assessment ('LUCA')

The Owner submitted an SMI dated October 26, 2022, and a LUCA dated October 25, 2022, both prepared by EXP. The conclusions of the SMI state there is no potential risk of vapour intrusion identified for the Development due to the adjacent former Thackery landfill, located west of the Subject Lands. The findings of the LUCA identify that the Development is compatible with adjacent commercial/industrial uses, provided that the recommendations provided in the report are adhered to, including: best practices of building pressurization and filtration are included in the building mechanical design, central air conditioning are provide and warning clauses are included in the site plan agreement and agreements of sale or lease regarding the potential for perceptible emissions from the surrounding industrial/commercial sources.

Transportation Engineering

The Owner submitted a TIS prepared by Paradigm, dated September 2023. The Subject Lands are located along Islington Avenue which is a regional right-of-way. The proposed full moves access must be located and designed to the satisfaction of York Region.

Regional staff have reviewed the TIS and identified that although most of the Transportation Planning comments have been addressed, the Owner is required to provide an appropriate rationale as to why the proposed access cannot be shared in the future with the property located immediately north (municipally known as 7046 Islington Avenue) of the Development. The Region recommends that an internal connection be protected to connect 7046 Islington Avenue to the proposed access for the Development. The internal connection will be implemented once 7046 Islington Avenue redevelops with a compatible land use.

The DE Department has reviewed the TIS and recommends a Holding condition in the implementing Zoning By-law for the Subject Lands to ensure that outstanding comments are addressed to their satisfaction. The Owner shall confirm with York Region and the City of Toronto if improvements at the site access of Steeles Avenue West and Islington Avenue intersection will be required. The DE Department also has concerns with the operations of the Friuli Court intersection with Islington Avenue, with the addition of the Development on the Subject Lands. A signal warrant analysis should be provided for reference. If a signal is installed in this location, all costs and implementation will be the responsibility of the Owner. Additionally, the DE Department also recommends a Holding condition to ensure that the grading transitions of the underground and above grade parking ramps as well as the maneuvering of the loading space for the Development are designed to meet DE Department standards.

The City of Toronto has also asked for the traffic count data for the Islington Avenue/Steeles Avenue West intersection for the year 2030, utilizing only the optimized signal timing as the mitigating measure. The Owner shall provide a revised TIS to the satisfaction of the City of Vaughan, City of Toronto and York Region as required, which has been included as a Holding condition in the Recommendations of this report.

The Transportation Division of the DE Department accepts the design of the ground floor plan as shown on Attachment 3, in principle, provided that the Owner provide additional details with respect to waste collection and loading and unloading vehicles will be required at the site plan stage, should the Applications be approved, to ensure that there are no safety or operational conflicts with pedestrians and passenger vehicles.

Parking

The Development contains a total of 251 vehicle parking spaces with 40 visitor parking spaces and 6 spaces at grade for the commercial use proposed for the ground floor. The Development Engineering Department ('DE') supports the parking rate reduction of 0.9 spaces per residential unit and 0.2 spaces for visitors of the Development, given the Subject Lands' proximity to existing transit services.

The Owner is currently providing a total of 7 accessible parking spaces for the Development, however a total of 10 accessible parking spaces are required. The number of accessible parking spaces cannot be amended as they are subject to Ontario Regulation 413/23. The Owner shall provide revised plans demonstrating the required minimum of accessible parking spaces, to the satisfaction of the Transportation

Engineering Division of the Development Engineering Department at the Site Development Application stage, should the Applications be approved.

The Owner proposes a long-term bicycle parking rate of 0.49 spaces per unit and a short-term bicycle parking rate of 0.1 spaces per unit, which is lower than the requirements of Zoning By-law 001-2021 which requires 0.8 spaces per unit for long-term and 0.2 spaces per unit for short-term. The Transportation Engineering Division of the DE Department does not support the reduction in bicycle parking and recommends that the applicant meet the standards of Zoning By-law 001-2021. The bicycle parking provisions as per Zoning By-law 001-2021 have been identified in the zoning exceptions of Attachment 7 (Table 2).

The City of Toronto has no objection to the approval of the Development, subject to conditions being satisfied by the Owner

The City of Toronto Engineering and Construction Services Department are satisfied that the Development will not connect to any City of Toronto Infrastructure and the Community Planning Department is satisfied that the Development will not adversely impact City of Toronto residents as it concerns shadowing; however, the City of Toronto Engineering and Construction Services Department, recommends that the Owner provide a revised TIS as identified in the DE section of this report and future site plan conditions of approval regarding the cost for signal improvements.

Development Charges and Cash-in-lieu of Parkland are required

The Financial Planning and Development Finance Department have no objection to the Development, provided that Development Charges are paid in accordance with the Development Charges By-law of the City of Vaughan, York Region, York Region District School Board and York Catholic District School Boards, prior to the issuance of a building permit.

Cash-in-lieu of parkland is also required, should the Applications be approved, in accordance with the Parkland Dedication By-law 168-2022.

A Community Benefits Charge is applicable and will be collected at Building Permit stage should the Applications be approved by Council

The development meets the criteria for collecting a Community Benefits Charge ('CBC') in accordance with the provisions of the *Planning Act* and the City of Vaughan CBC By-law 201-2022.

Emergency Planning Services including Fire and Rescue have reviewed the Applications

Vaughan Fire and Rescue Services have reviewed the Applications and have identified that all fire safety matters will be reviewed during the Site Development Application stage of the Development, should the Applications be approved.

The Emergency Planning Services Division of the Vaughan Fire and Rescue Services has reviewed the Land Use Compatibility Study submitted in support of the Development and is satisfied with the level of detail provided and has no objection to the approval of the Development, provided that the Development incorporates the

necessary mitigation measures to reduce the impact of dust, odour, particulate matter, and fugitive emissions at the Site Development Application stage and warning clauses to this effect are included in the site plan agreement as well as offers of purchase, sale or lease.

The Canadian Pacific Railway and Canadian National Rail have no objection to the approval of the Development, subject to Proximity Guidelines being followed

Canadian Pacific Railway ('CPR') and Canadian National Railway ('CNR') have no objection to the approval of the Development, subject to CPR's 2013 Proximity Guidelines being followed, should the Applications be approved. It is the Owner's responsibility to ensure that the CPR's guidelines are followed. The Subject Lands are located more than 30 m away from the railways.

Metrolinx has provided the following comments regarding the Development

The Subject Lands are in proximity to CPR's MacTier Subdivision and CNR's York Subdivision which currently does not carry any GO train service. In 2010, Metrolinx undertook the Bolton Commuter Rail Feasibility Study, which determined that GO rail service along the corridor was deemed feasible; however, the Study ultimately determined that ridership would be modest and capital costs would be high. If/when service were to be provided along Mactier subdivision, the Subject Lands could fall within the Zone of Influence of the rail corridor.

Bombardier and NavCanada have no objection to the Development

Bombardier and NavCanada have reviewed the Applications given that the Development exceeds 10 storeys and have no objection to the approval of the Applications.

The School Boards have no objection to the Development

The York Region District School Board and York Region Catholic School Board have no comments or concerns with respect to the Development. No comments were received from the Conseil Scolaire de District Catholique Centre Sud.

Broader Regional Impacts/Considerations

On July 17, 2023, York Region confirmed that they remain the approval authority for Official Plan Amendment File OP.21.014, by not exempting it from York Region approval. Therefore, the requested exemption from York Region approval for Official Plan Amendment File OP.21.014, is denied.

According to York Region, the proposed significant increases in height and density, and therefore corresponding population for this area do not align with the current planned urban structure of the Vaughan and York Region Official Plan. They advise that further increasing heights and densities, on a site-specific basis may over-burden the immediate area and will have cumulative impacts to the Region's road network, water and wastewater systems. The introduction of intensification along arterial roads should be addressed comprehensively through the Vaughan Official Plan update.

Should the Applications be approved by City of Vaughan Council, Official Plan Amendment File OP.21.014 will be forwarded to York Region for final approval. A condition to this effect is included in the Recommendations of this report.

The TRCA has no objection to the Development, provided their outstanding comments are addressed at the Site Plan Stage of the Applications

The TRCA has reviewed the Applications and has no objection to their approval, provided that their outstanding comments are addressed at the Site Development Application stage of the Development, to the satisfaction of the TRCA. The rear (west portion) of the Subject Lands is located within TRCA's Regulated Area, due to a valley corridor associated with the Humber River. A site visit was conducted with TRCA and City staff on July 16, 2021, to stake the physical top of bank and dripline of the vegetation contiguous to the valley corridor ('development limits').

The TRCA is supportive of the proposed development limits as expressed in their comment letter dated October 27, 2022. The TRCA recommends that the natural feature and its associated vegetation protection zone be rezoned to an open space zone to ensure their conservation. The Owner proposes to rezone these lands to "OS1 Open Space Conservation Zone" to ensure their protection. These lands will also be conveyed to the TRCA at the Site Development Application stage, in accordance with Policy 3.2.3.10 of VOP 2010, should the Applications be approved.

Given the slope of the valley corridor at the rear, the TRCA has requested that the open space area to the rear not be used as an amenity area for residents to ensure public safety and a fence be erected along the development limits to safeguard residents. In consideration of the above, the TRCA has no objection to the Development, provided that their outstanding comments are addressed at the Site Development Application stage, should the Development be approved by Council.

Conclusion

The Development Planning Department is satisfied that the Applications are consistent with the PPS and conforms to the Growth Plan. The proposed amendments to VOP 2010 and Zoning By-law 1-88 are appropriate for the development of the Subject Lands, given the existing and planned uses. The Development features a dense, compact built form which provides additional housing options in proximity to existing public transit services. On this basis, the Development Planning Department can support the approval of the Applications, subject to the Recommendations in this report.

For more information, please contact Mark Antoine, Senior Manager of Development Planning at extension 8212.

Attachments

1. Context and Location Map
2. Site Plan and Proposed Zoning
3. Landscape Concept and Ground Floor Plan
4. Conceptual East and South Building Elevations

5. Conceptual West and North Building Elevations
6. Podium Renderings
7. Table 2 - Proposed zoning exceptions to Zoning By-law 1-88
8. Original Development Proposal
9. Proposed Amendments to Schedule 13 of VOP 2010

Prepared by

Mark Antoine, Senior Manager of Development Planning, ext. 8212.
Nancy Tuckett, Director of Development Planning, ext. 8529.

Approved by



Haiqing Xu, Deputy City Manager,
Planning and Growth Management

Reviewed by



Nick Spensieri, City Manager