

Committee of the Whole (2) Report

DATE: Tuesday, December 10, 2024

WARD: 2

**TITLE: WOODBRIDGE PARK LIMITED
OFFICIAL PLAN AMENDMENT FILE OP.21.012
ZONING BY-LAW AMENDMENT FILE Z.21.019
5390 STEELES AVENUE WEST
VICINITY OF STEELES AVENUE WEST AND KIPLING AVENUE**

FROM:

Haiqing Xu, Deputy City Manager, Planning, Growth Management and Housing Delivery

ACTION: DECISION

Purpose

To seek approval from the Committee of the Whole for Official Plan and Zoning By-law Amendment Files OP.21.012 and Z.21.019 to permit 19 street townhouse units, 11 back-to-back stacked townhouse units and two (2) semi-detached units, as shown on Attachments 2 to 6.

Report Highlights

- The Owner proposes 19 street townhouse units, 11 back-to-back stacked townhouse units and two (2) semi-detached units.
- Official Plan Amendment and Zoning By-law Amendment applications are required to permit the proposed development.
- The Development and Parks Planning Department supports the proposed development, as outlined in this report.

Recommendations

1. THAT Official Plan Amendment File OP.21.012 (Woodbridge Park Limited) BE APPROVED, to amend Vaughan Official Plan 2010, Volume 2, Area Specific Policy 13.16 - Northwest Corner of Steeles Avenue and Kipling Avenue, for the subject lands shown on Attachment 1 to permit the following:
 - a) back-to-back stacked townhouse uses
 - b) back-to-back stacked townhouses up to four (4) storeys in height for one (1) block (Block 36)
 - c) semi-detached uses
 - d) an increase to the number of attached residential units in a townhouse row to seven (7) units for one (1) block (Block 33)
 - e) townhouses and back-to-back stacked townhouses, to front on a private road and not be required to provide a front yard and/or front door facing the public street
2. THAT Zoning By-law Amendment File Z.21.019 (Woodbridge Park Limited) BE APPROVED, to amend Zoning By-law 001-2021, to permit the site-specific zoning exceptions identified in Table 1, on Attachment 7 of this report.
3. THAT the Owner be permitted to apply for a Minor Variance Application(s) to the City of Vaughan Committee of Adjustment, if required, before the second anniversary of the day on which the implementing Zoning By-law for the subject lands came into effect, to permit minor adjustments to the implementing Zoning By-law.

Background

Location: 5390 Steeles Avenue West (the 'Subject Lands'). The Subject Lands and the surrounding land uses are shown on Attachment 1.

Official Plan, Zoning By-law Amendment and Draft Plan of Subdivision Applications were previously approved for the Subject Lands.

The Subject Lands were originally part of a larger land holding which included the existing townhouse development to the east (the 'Original Subject Lands'). On December 15, 2015, Council approved Official Plan and Zoning By-law Amendment Files OP.14.003 and Z.14.024 (Woodbridge Park Limited) to amend the 'Community Commercial Mixed-Use' designation in Vaughan Official Plan 2010 ('VOP 2010'), and to rezone the Original Subject Lands from "PB1 Parkway Belt Open Space Zone" to "RM2(H) Multiple Residential Zone" with the Holding Symbol "(H)" (the 'Original Applications'). On June 19, 2018, Council removed the Holding Symbol as requested via Zoning By-law Amendment Application Z.17.023.

The Original Applications permitted the development of 249, three (3) storey townhouse units and two (2), three (3) storey mixed-use buildings with 26 rental apartment units and at-grade commercial uses.

On December 13, 2016, Council approved Draft Plan of Subdivision and Site Development Files 19T-16V005 and DA.16.044 to subdivide the Original Subject Lands and facilitate the development permitted by the Original Applications. The subdivision consisted of one residential block (Block 1) containing the Subject Lands and the adjacent townhouse development to the east and one block (Block 2) for a public park (Steeles West Common Park). Draft Plan of Subdivision File 19T-16V005 was registered as Plan 65M-4640 on May 24, 2019.

The 249, three (3) storey townhouse units were constructed on the lands to the east, and no longer form part of the Subject Lands. The Subject Lands remain vacant, and contain the private access roads Gihon Spring Drive, Saintfield Drive, and Dalhousie Street, that the townhouse units to the east use to access Steeles Avenue West.

The three (3) storey mixed-use buildings with 26 rental apartment units and at-grade commercial uses permitted by the Original Applications are no longer being pursued by Woodbridge Park Limited (the 'Owner').

The original Official Plan Amendment and Zoning By-law Amendment applications proposed a different form of development.

On May 4, 2021, the Owner originally submitted Official Plan Amendment and Zoning By-law Amendment applications for the Subject Lands to permit a 25-storey apartment building with 226 units ('Building A') and a stand-alone parking garage with 427.5 m² of at-grade commercial uses ('Building B') having a maximum Floor Space Index of 3.2 times the area of the Subject Lands.

On September 14, 2021, a Committee of the Whole (Public Meeting) was held for the original development proposal outline above.

Revised Applications were submitted to permit the proposed development.

On September 5, 2022, the Owner revised the Official Plan Amendment and Zoning By-law Amendment applications (the 'Applications') for the Subject Lands to permit 19 street townhouse units, 11 back-to-back stacked townhouse units and two (2) semi-detached units, (the 'Development') as shown on Attachments 2 to 6, as follows:

1. Official Plan Amendment File OP.21.012 to amend the policies of Vaughan Official Plan 2010, Volume 2, Area Specific Policy 13.16 - Northwest Corner of Steeles Avenue and Kipling Avenue, to permit the following:
 - a) back-to-back stacked townhouse uses

- b) back-to-back stacked townhouses up to 4-storeys in height for one (1) block (Block 36)
 - c) semi-detached uses
 - d) an increase to the number of attached residential units in a townhouse row to seven (7) units for one (1) block (Block 33)
 - e) townhouses and back-to-back stacked townhouses to front on a private road and not be required to provide a front yard and/or front door facing the public street
2. Zoning By-law Amendment File Z.21.019 to amend Zoning By-law 001-2021, Exception 14.1057 to permit the site-specific zoning exceptions to the RM1 Multiple Unit Residential Zone under By-law 001-2021, identified in Attachment 7 (Table 1).

Should the Applications be approved, the Owner is required to submit a Draft Plan of Condominium (Common Element) Application and Site Plan Application to permit the future development of the Subject Lands.

The Committee of the Whole (Public Meeting) considered the Applications on October 8, 2024.

A second public meeting was required as it had been over two years since the September 14, 2021, Public Meeting and a decision from Council had not occurred, in accordance with Policy 10.1.4.1. of VOP 2010 which states that a new public meeting for planning applications is automatically required when any application that has not been considered by Council within two years after the date it was considered at a previous statutory public meeting.

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

- Circulated 150 m from Subject Lands and to the expanded polling area as shown on Attachment 1: September 13, 2024
- A Notice Sign was installed along the Steeles Avenue West frontage of the Subject Lands
- Date of first Public Meeting: September 14, 2021, ratified by Council September 27, 2021.
- Date of second Public Meeting: October 8, 2024, ratified by Council October 29, 2024
- Date of Committee of the Whole Courtesy Notice sent to those requested to be notified: December 3, 2024

Public Comments were received.

The following is a summary of the comments provided and received in response to the Applications. The comments are organized by theme as follows:

Privacy, Property Access

- the proximity of the Development to the existing townhouses will restrict access in the interior side yard(s) of the existing townhouses abutting the Development and the proximity provides limited buffering opportunities
- the proposed mailbox location near the existing townhouse development reduces privacy

Access, Traffic and Parking

- the Development will increase traffic congestion in the area and impact vehicle and pedestrian safety
- the existing townhouse development to the east has a lack of parking and the Development is anticipated to exacerbate the parking situation

The mailbox location(s) will be reviewed through the Site Plan Application process. All other comments are addressed throughout this report.

Previous Reports/Authority

Previous reports related to the applications for Subject Lands can be found at the following links:

Woodbridge Park Ltd OP.21.012 and Z.21.019, Public Meeting Report
[September 14, 2021, Committee of the Whole Public Meeting \(Item 3, Report 41\)](#)

Woodbridge Park Limited OP.21.012 and Z.21.019, Public Meeting Report
[October 8, 2024, Committee of the Whole Public Meeting \(Item 33, Report 3\)](#)

Analysis and Options

The Development is consistent with the Provincial Planning Statement 2024, conforms to the York Region Official Plan and meets the intent of Vaughan Official Plan.

Provincial Planning Statement, 2024 ('PPS 2024')

The PPS 2024 provides direction on matters of Provincial interest related to land use planning and development Province-wide, helping achieve the Provincial goal of meeting the needs of a fast-growing Province while enhancing the quality of life for all Ontarians.

Section 2.1 of the PPS provides direction on future growth and development and the achievement of complete communities through methods such as providing for a range and mix of housing options and densities to meet the requirements of current and future residents. Section 2.3 of the PPS provides further direction on growth and development by encouraging land use patterns within settlement areas that efficiently use land and resources, optimize existing and planned infrastructure, and are transit supportive.

The Subject Lands are within a Settlement Area and the Delineated Built-Up Area of the Built Boundary of York Region. The proposed Development facilitates a compact urban

form through the intensification of underutilized lands in the City's established Settlement Area where full municipal services exist. The compact urban form, the ability to utilize existing municipal infrastructure, and the opportunity to provide housing with varying unit sizes facilitates a higher density development that capitalizes on the transportation infrastructure investments, consistent with the PPS. Staff are satisfied that the Applications are consistent with the PPS 2024.

York Region Official Plan 2022 ('YROP 2022')

York Region Council adopted the YROP 2022 in June 2022. YROP 2022 was approved, as modified, by the Minister of Municipal Affairs and Housing in November 2022, bringing it into full force and effect. Bill 150 (*Planning Statue Law Amendment Act, 2023*) and Bill 162 (*Get It Done Act, 2024*) later rescinded some of those modifications.

On June 6, 2024, Bill 185 (*Cutting Red Tape to Build More Homes Act, 2024*) ("Bill 185") received Royal Assent which includes amendments to the *Planning Act*. In accordance with the amendments to the *Planning Act* implemented through Bill 185, York Region became a Region without planning responsibilities effective July 1, 2024.

Pursuant to subsection 70.13(2) of the *Planning Act*, YROP 2022 is deemed to constitute an official plan of the City in respect of any area in the City to which it applies and will remain in effect until the City revokes or amends it.

Vaughan Official Plan 2010 ('VOP 2010')

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" on Schedule 1 – Urban Structure by Vaughan Official Plan 2010 ('VOP 2010')
- "Community Commercial Mixed Use" on Schedule 13 – Land Use by VOP 2010, Volume 2, Area Specific Policy 13.16, Northwest Corner of Steeles Avenue and Kipling Avenue
- This designation permits Low-Rise buildings, townhouses, and back-to-back townhouses.
- An amendment to VOP 2010 is required to address the stacked back-to-back townhouse and semi-detached uses, permit up to 7 attached townhouse units

VOP 2010 requires that Townhouse dwellings front and address the public street and be in rows of up to 6 units. Private laneways (common element condominium roads) shall not be used to provide frontage for townhouse dwellings. Where a townhouse unit flanks a public street, said unit is to provide a front yard and front door entrance facing the public street. If required, additional language within the amending by-law will be added to align the proposed back-to-back stacked townhouse design with the townhouse and stacked townhouse development criteria in policies 9.2.3.2 and 9.2.3.3 respectively.

The site-specific policy designation permits back-to-back townhouse dwellings at a building height of three (3) storeys. The following amendments to VOP 2010 are required to permit the Development as shown on Attachments 2 to 6:

- back-to-back stacked townhouses, up to four (4) storeys in height for Block 36
- semi-detached uses
- increase the number of attached residential units in a townhouse row to seven (7) units for Block 33
- permit townhouses and back-to-back stacked townhouses to front upon a private road and not be required to provide a front yard and/or front door facing the public street

The Development shown on Attachments 2 to 6 provides for 19 street townhouse units, 11 back-to-back stacked townhouse units and 2 semi-detached units. The Development represents intensification in the form of Low-Rise residential buildings in an area where low-rise residential buildings in the form of back-to-back townhouses and street townhouses to the east, single detached dwellings to the south, and senior care facility (Villa Santa Maria Community) to the west already exist. The back-to-back stacked townhouse building proposes a fourth storey to provide access to the rooftop terraces for some of the units. The fourth storey has a modest footprint and is within a central location of the building envelope. The additional height requested is specific to the back-to-back stacked townhouse building on Block 36. The row of 7 street townhouses is specific to Block 33, to address the proposed configuration within the private road network. The Development is compatible with the character and form of the surrounding context, representing the continuation of the existing townhouse and detached dwelling development south and east of the Subject Lands.

The additional residential uses contribute to a mix of housing options for the area and is compatible with the built form permitted in the existing site-specific policy designation.

Townhouse units with frontage onto a private common element road are supported by Section 9.1.1.5 of VOP 2010, which requires common element roads to be designed to simulate a public street and conform to the policies outlined in Sections 9.1.1.1, 9.1.1.3, and 9.1.1.4. The Development meets the general intent of these policies by providing sidewalks, pedestrian crossings, street trees and landscaping as shown on Attachment 3.

On this basis, the Development meets the general intent of VOP 2010 and can be supported.

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

As the Applications were received by the City on May 4, 2021, and deemed complete on June 9, 2021, the Applications are transitioned under Zoning By-law 001-2021.

Amendments to Zoning By-law 001-2021 are required to permit the Development.

Zoning:

- RM1 Multiple Unit Residential Zone and Environmental Protection Zone by Zoning By-law 001-2021, subject to site-specific Exception 14.1057.
- The RM1 Zone does not permit all requested uses.
- The Owner proposes site-specific zoning exceptions to permit the Development, as shown on Table 1, shown on Attachment 7

Site-specific Exception 14.1057 facilitates the previous built form approved through the Original Applications. This exception must be revised to reflect the current site-specific exceptions sought through the Applications. The changes include removing the reference to permitted commercial uses and site-specific development and parking standards for Buildings “A” and “B” and replacing them with the current site-specific standards shown on Table 1, Attachment 7 to facilitate the Development.

The Development and Parks Planning Department can support the site-specific uses and development standards identified in Table 1, shown on Attachment 7 on the basis that the proposed exceptions will enable an appropriate level of intensification within a Community Area by providing a more compact built form and pedestrian realm relationship with access to transit. The stacked back-to-back townhouse building proposed within Block 36 as shown on Attachment 2, provides an appropriate built form compatible with the surrounding existing and proposed residential built forms and existing senior care facility. The additional requested height allows for the construction of a 4th storey to allow some units to access their rooftop terraces. The 4th storey is modest in footprint to maximize terrace space and is set back from the edges of the building. A separate definition is not needed to permit a back-to-back stacked townhouse configuration within the site-specific zoning exception, as the zoning by-law defines the proposed unit arrangement as a multiple-unit townhouse dwelling. The Applications would facilitate a development that is consistent with the policies of the PPS and meets the general intent of the VOP 2010.

Minor modifications may be made to the zoning exceptions identified in Table 1, on Attachment 7 prior to the enactment of an implementing Zoning By-law, as required, should the Applications be approved.

Financial Impact

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

Operational Impact

The Policy Planning and Special Programs (‘PPSP’) Department supports the Development.

The PPSP Department has advised that there are no natural heritage features on the Subject Lands and therefore, has no further concerns respecting these Applications.

The Development Engineering ('DE') Department supports the Development, subject to the conditions in this report.

The DE Department has provided the following comments:

The Development proposal includes 56 parking spaces in garages, driveways and dedicated parking areas for residents and visitor spaces, and a total of 20 bicycle parking spaces. Vehicular access for the development proposal will be provided via the existing site entrance on Gihon Spring Drive.

Other external agencies and various utilities have no objection to the Development.

The City of Toronto, Canada Post Corporation, Enbridge Gas Inc., Alectra Utilities, Bylaw Compliance Licensing and Permit Services, Financial Planning and Development Finance, Environmental Services, Rogers Communications, CPKC Rail, York Catholic District School Board, Parks Forestry and Horticulture Operations, Toronto and Region Conservation Authority, Emergency Planning, and Real Estate, have no objection(s) to the Development.

Broader Regional Impacts/Considerations

The Applications have been circulated to York Region for the purpose of receiving comments on matters of Regional interest i.e. roads and servicing infrastructure. York Region has no objection to their approval.

Conclusion

The Development and Parks Planning Department is satisfied the Applications are consistent with the PPS, conform to the YROP, meet the general intent of VOP 2010, and is appropriate for the development of the Subject Lands. The Development is considered appropriate and compatible with existing and planned surrounding land uses. Accordingly, the Development Planning and Parks Department can recommend approval of the Applications, subject to the recommendations in this report.

For more information, please contact David Harding, Senior Planner, at extension 8409.

Attachments

1. Context and Location Map
2. Proposed Site Plan and Existing Zoning
3. Conceptual Landscape Plan
4. Conceptual Street Townhouse Elevations
5. Conceptual Semi-Detached Elevations
6. Conceptual Back-to-Back Stacked Townhouse Elevations
7. Zoning By-law 001-2021 Table 1

Prepared by

David Harding, Senior Planner, ext. 8409

Carmela Marrelli, Senior Manager of Development Planning, ext. 8791

Nancy Tuckett, Director of Development and Parks Planning, ext. 8529