



100 John West Way
Aurora, Ontario
L4G 6J1
(905) 727-3123
aurora.ca

Town of Aurora

Public Planning Report

No. PDS20-057

Subject: Applications for Official Plan Amendment, Zoning By-law Amendment, and Draft Plan of Subdivision
TFP Aurora Developments Ltd.
20 & 25 Mavrinac Boulevard
Blocks 1 and 2, Plan 65M-3852
File Numbers: OPA-2017-01, ZBA-2017-03 and SUB-2017-02

Prepared by: Matthew Peverini, Planner

Department: Planning and Development Services

Date: October 13, 2020

Recommendation

1. That Report No. PDS20-057 be received; and,
2. That comments presented at the Public Meeting be addressed by Planning and Development Services in a report to a future General Committee meeting.

Executive Summary

The purpose of this report is to provide Council with background information on proposed Official Plan Amendment, Zoning By-law Amendment, and Draft Plan of Subdivision applications for the properties municipally known as 20 and 25 Mavrinac Boulevard (the 'subject lands'). The following is a summary of the planning applications:

- The proposed development proposal consists of a six storey seniors' apartment building, 40 single detached dwellings, and 209 townhouse units;
- An Official Plan Amendment is proposed to re-designate the subject lands from Business Park to "Low-Medium Density Residential" and "Medium-High Density Residential";
- A Zoning By-law Amendment is proposed to rezone the subject lands to Residential and Open Space zones;

- A Draft Plan of Subdivision is proposed to facilitate the creation of residential lots and blocks for the proposed development;
- The Regional Municipality of York is the approval authority for the proposed Official Plan Amendment application; and,
- A preliminary review of the proposed applications has been undertaken by Town departments and external agencies. A number of issues have been identified that need to be addressed prior to the preparation of a final recommendation report for Council's consideration

Background

Application History

Applications for Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision were submitted to the Town of Aurora in April 2017 for low and medium density residential uses on the subject lands, and included a request to convert the subject lands from employment to residential in Aurora's Official Plan. The application for employment conversion was forwarded to the Region for consideration as part of their Municipal Comprehensive Review (MCR). At the time, the planning applications and were put on hold, as the employment conversion request was deemed to be premature by the Town given the status of the Region's MCR.

The prospect of converting the subject lands for residential uses was initially presented to Council in March 2016 in report PDS16-009. In December 2019, report PDS19-069 presented the staff recommendations for each employment conversion in Aurora that were evaluated as part of Region's MCR. The staff recommendation was to support the conversion of the subject lands.

A March 2020 report to York Region's Committee of the Whole recommended that the subject lands not be designated as employment lands in the revised York Region Official Plan, and that designation should be at the discretion of the area municipality.

Regional staff recommendations on employment conversion requests are anticipated to be considered by Regional Council in the Fall 2020 following a public meeting that was held on September 16, 2020 to receive public input on the employment conversions proposed across the Region. It is expected that the Region's initial recommendation to support the conversion of the subject lands will not change in the follow up report to Regional Council.

In light of the Region's support in principle for the conversion, the Town recently advised the applicant that the planning applications could be recirculated provided that a new Pre-Consultation Meeting was needed to determine if any additional documents are required for a complete application submission. A Pre-consultation checklist was provided to the applicant on May 7, 2020. The subject applications were updated in accordance with the new Pre-Consultation Checklist and received on May 28, 2020. The updated applications were deemed complete on June 26, 2020.

Location / Land Use

The subject lands are municipally known as 20 and 25 Mavrinac Boulevard (see Figure 1) and are located at Wellington Street East and Mavrinac Boulevard (north of Wellington and east and west of Mavrinac Boulevard). The subject lands are comprised of two undeveloped blocks (east and west of Mavrinac) in a previously approved subdivision (65M-3852) which was registered in September 2005.

The west block (20 Mavrinac Boulevard) has an area of approximately 3.66 hectares (9.04 acres) and approximately 190 metres (623.4 feet) of frontage on Wellington Street East and Mavrinac Boulevard. The west block also has frontage on Halldorson Avenue to the north and Weslock Crescent to the west). This block is currently vacant.

The east block (25 Mavrinac Boulevard) has an area of approximately 3.25 hectares (8.03 acres) and approximately 190 metres (623.4 feet) of frontage on Wellington Street East and Mavrinac Boulevard. The block also has frontage on Kane Crescent to the north and the eastern boundary of the block abuts an Environmental Protection Area associated with a tributary of Marsh Creek. The buffer between the proposed development and the Creek was determined and conveyed to public ownership when the Subdivision Plan 65M-2852 was registered. This block contains of vacant sales offices and a related parking lot, which will eventually be demolished. The limits of development have already been determined as part of previous planning applications.

Surrounding Land Uses

The surrounding land uses are as follows:

North: Low-density residential, Halldorson Avenue, and Kane Crescent;
South: Wellington Street East, open playing fields, and Magna Headquarters;
East: Natural Heritage System, and low-medium density residential; and,
West: Weslock Crescent, and low and medium density residential.

Policy Context

Provincial Policies

All planning applications shall have regard for the Provincial Policy Statement, which provides policy direction on matters of Provincial interest. These policies support the development of strong communities through the promotion of efficient land use and development patterns.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (the 'Growth Plan'), is a guiding document for growth management within the Greater Golden Horseshoe Area. The Growth Plan provides a framework which guides land-use planning.

The Lake Simcoe Protection Plan (LSPP) provides policies which address aquatic life, water quality and quantity, shorelines and natural heritage, other threats and activities (invasive species, climate change and recreational activities) and implementation.

York Region Official Plan (YROP)

The YROP designates the subject lands as "Urban Area". The planning vision for the Urban Area is to strategically focus growth while conserving resources; and to create sustainable, lively communities. A primary goal of the YROP is to enhance the Region's urban structure through city building, intensification and compact, complete vibrant communities.

A wetland and watercourse (Key Hydrologic Features) are located within 120 metres east of the subject lands as identified on Map 4 of the YROP. Wellington Street is identified as a Regional Road with planned road width of up to 36 metres. The subject lands are partially within a Wellhead Protection Area D (WHPA-D), and a Recharge Management Area (WHPA-Q).

Policy 4.3.8 of the YROP prohibits the conversion of employment lands to non-employment land uses, and conversions may only be considered at the time of a Municipal Comprehensive Review (MCR) in accordance with applicable policies. Residential, major retail, and other retail and commercial non ancillary uses are not permitted on employment lands.

Bayview Northeast Area 2B Secondary Plan (OPA 30)

The subject lands are designated as “Business Park” by OPA 30 (Figure 2). This designation intends to provide opportunities for a mix of high-quality employment uses and a variety of supporting commercial and community facilities geared generally to satisfying the needs of residents, businesses and employees in the Town and Region.

The Business Park designation does not permit residential uses, and therefore an Official Plan Amendment is required to re-designate the subject lands to “Low-Medium Density Residential” and “Medium-High Density Residential”. As previously mentioned, an employment conversion request through the Region’s MCR process has been recommended for approval by Regional Staff and is anticipated to be considered by Regional Council this Fall.

Zoning By-law 6000-17, as amended

The subject lands are zoned “Holding Provision Business Park Exception 313 (H)E-BP(313) Zone” and “Business Park Exception 313 (E-BP(313) Zone” by the Town of Aurora Zoning By-law 6000-17, as amended (Figure 3). The proposed uses are not permitted, and therefore a Zoning By-law Amendment application is required.

Reports and Studies

As part of a complete application submission for the subject applications, the applicant has submitted studies and materials as outlined in Appendix ‘A’.

Proposed Applications**The development proposal consists of a six storey seniors’ apartment building, 40 single detached dwellings, and 209 townhouse units**

The seniors’ apartment building is proposed within a .78 hectare (1.93 acre) block at the northeast corner of Mavrinac Boulevard and Wellington Street East. The building is proposed to consist of 206 units targeted to seniors. Vehicular access is proposed from Mavrinac Boulevard, with a secondary access from Halldorson Avenue to the north. A total of 145 parking spaces (58 surface parking and 87 below-grade on one level) are proposed to service the parking demand for the apartment building.

Of the proposed 40 single detached lots, 39 front onto existing local roads (Weslock Crescent, Halldorson Avenue, and Kane Crescent), and have minimum lot frontages of 11.6 metres (38 feet). One single detached lot will front onto a private road.

A total of 209 townhouse units proposed consisting of three different built-forms: rear-lane townhouse units, two-storey traditional (street) townhouse units and three-story back to back townhouse units. A total of 36 three-storey Rear-Lane Townhouse Units are proposed fronting onto Mavrinac Boulevard and Wellington Street East; a total of 85 two-storey street (Street) Townhouse Units are proposed primarily backing onto the single detached lots and the valley; and a total of 88 three-storey Back-to-Back Townhouse Units are located central to the development blocks. A conceptual site plan is attached as Figure 4.

The majority of the proposed development is contemplated as a common elements condominium, where one single detached dwelling and all the proposed townhouse units (totaling 210 dwelling units) will be freehold and tied to common elements on either side of Mavrinac Boulevard. Access is proposed along Mavrinac Boulevard, with each block (east and west of Mavrinac) having a secondary access point onto the existing local roads (Halldorson Avenue and Kane Crescent). Two parkettes are proposed on the subject lands, with one for each block.

A future Draft Plan of Condominium application will be required to establish the proposed common elements such as the internal private roads, parking area, parkettes, etc.

The proposed development will be connected to municipal services. The proposed single detached dwellings will connect to existing sanitary sewers on adjacent roads. The west block townhouses will connect to the existing sewer on Mavrinac Boulevard, while the townhouses on the east block will connect to the existing trunk sewer on the north side of Wellington Street East. For water supply, the development is proposed to be serviced with three connections to the existing watermain along Mavrinac Boulevard.

Stormwater drainage for the majority of the development will be directed to the southeast corner of each parcel and conveyed via an easement to a proposed controlled outlet to the wetland within Marsh Creek east of the subject lands. The existing headwall at this location will be replaced with additional erosion protection. Other measures proposed for managing the quantity and quality of storm water runoff include the use of existing catchbasins and several new Low Impact Development (LIDs) measures.

An Official Plan Amendment is proposed to re-designate the subject lands to from Business Park to “Low-Medium Density Residential” and “Medium-High Density Residential”

The applicant is seeking an Official Plan Amendment to re-designate the subject lands from “Business Park” to “Low-Medium Density Residential” and “Medium-High Density Residential”. This will require an amendment to schedule ‘AA’ of OPA 30 (see Figure 6), and Schedule ‘H’ of the Town of Aurora Official Plan to create a new site-specific policy area. A site-specific policy to permit an increased height from four storeys to six storeys in the Medium-High Density Residential designation is required for the seniors’ apartment building.

Low-Medium Density Residential Designation

The applicant is proposing to re-designate the north and west limits of the subject lands to Low-Medium Density Residential. This designation permits the proposed single detached built-form. The maximum density for any individual residential lot and/or block on lands with this designation shall be 44 units per net residential hectare (18 units per net residential acre). Building heights shall not exceed three storeys.

This portion of the subject lands has an area of 1.40 hectares (3.46 acres) and will consist of the single detached dwellings. This yields a density of approximately 28.6 units per hectare (11.33 units per acre), which aligns with the density provisions of OPA 30 for this designation.

Medium-High Density Residential Designation

The remainder of the subject lands (5.51 hectares or 13.62 acres) are proposed to be re-designated as Medium-High Density Residential. The Medium-High Density Residential designation permits the proposed townhouse built-forms, and all forms of supportive housing including nursing homes, retirement home accommodation, senior citizens’ homes, etc. within residential designations. The maximum net residential density for a lot or block designated Medium-High Density Residential is not to exceed 99 units per hectare (40 units per acre), and heights are generally not to exceed four storeys with exceptions up to seven storeys at certain locations along Wellington Street East as set out in the Urban Design Guidelines.

With a total of 209 townhouse units and 206 units in the proposed seniors’ apartment building, the proposed development yields a density of 75.31 units per hectare (30.48 units per acre), the proposed density is compliant with the density provisions for the Medium-High Density Residential designation as prescribed in OPA 30.

The proposed townhouse built-forms are a maximum of three storeys and comply with the height requirements of the proposed designation. The seniors' apartment building is proposed to be six storeys in height, and therefore a site-specific policy is required as additional height above four storeys is only contemplated along Wellington Street East at Bayview Avenue, Leslie Street and Highway 404 by the Urban Design Guidelines.

The applicant is proposing to rezone the subject lands to Residential and Open Space zones

As shown in Figure 7, the applicant is proposing to rezone the subject lands from "Holding Provision Business Park Exception 313 (H)E-BP(313) Zone" and "Business Park Exception 313 (E-BP(313) Zone" to:

- "Detached Fourth Density Residential Exception Zone – R4(XX)";
- "Detached Fourth Density Residential Exception Zone – R4(YY)";
- "Townhouse Dwelling Residential Exception Zone – R8(AA)";
- "Townhouse Dwelling Residential Exception Zone – R8(BB)";
- "Townhouse Dwelling Residential Exception Zone – R8(CC)";
- "Townhouse Dwelling Residential Exception Zone – R8(DD)";
- "Second Density Apartment Residential Exception Zone – RA2(XX)";
- "Private Open Space Exception Zone – O2(XX)"; and,
- "Private Open Space Exception Zone – O2(YY)".

Charts comparing the proposed zone categories to the parent zone categories are included in this report as Appendix 'B'. Exceptions to the site-specific zones will introduce provisions for permitted uses, lot and siting specifications, yard exemptions and setback encroachments, building specifications, parking requirements, and the removal of the existing Holding (H) Symbol. New Holding provisions for each residential zone is proposed to be added, until servicing allocation has been granted.

A Draft Plan of Subdivision application to facilitate the creation of residential lots and blocks for the proposed development

As shown in Figure 8, the applicant has submitted a Draft Plan of Subdivision application to create 39 residential lots along the north and west boundaries of the subject lands, and three residential blocks. One block will be created for the seniors' apartment building, while the other two will be reserved for the common element condominium development on either side of Mavrinac Boulevard which includes the

townhouses, parkettes, private roads, and visitor parking. The following is a breakdown of the proposed Draft Plan of Subdivision:

Proposed Land Use	Lot and Block #	# of Units	Area (ha)
Single Detached Residential	Lots 1-39	<ul style="list-style-type: none"> • 39 single detached 	1.40
Future Residential Common Element Condominium – (west block)	Block 1	<ul style="list-style-type: none"> • 1 single detached dwelling; • 35 traditional townhouse; • 27 rear lane townhouse; • 66 back-to-back townhouse 	2.70
Future Residential Common Element Condominium – (east block)	Block 2	<ul style="list-style-type: none"> • 50 traditional townhouse; • 9 rear lane townhouse; • 22 back-to-back townhouse 	2.09
Seniors' Apartment Building	Block 3	<ul style="list-style-type: none"> • 86 apartment units; • 120 seniors' care units 	0.78
Totals		455	6.91

The Regional Municipality of York is the approval authority for the proposed Official Plan Amendment application

The applicant has not applied to the Regional Municipality of York for exempting the subject Official Plan Amendment application from Regional approval since their MCR is still ongoing. The Region has confirmed they will continue to be the approval authority for the Official Plan Amendment application.

Analysis

Department / Agency Comments

A preliminary review of the proposed applications has been undertaken by Town departments and external agencies. A number of issues have been identified that need to be addressed prior to the preparation of a final recommendation report for Council's consideration

Staff have identified the following matters to be addressed in greater detail:

Planning

Staff will work with the applicant to finalize the draft Official Plan, Zoning By-law and Draft Plan of Subdivision instruments to address comments and concerns and to ensure there are no conflicts. As the applicant is proposing an increase in height above the existing land use permissions for the apartment building, the Section 37 policies for the Implementation of Height & Density Bonusing to secure community benefits may apply.

Development Engineering

All reports and studies submitted in support of the applications have been reviewed and items such as noise mitigation, potential impact to the adjacent corridor, water balance and phosphorus levels will be addressed with draft plan conditions and reviewed in greater at the detailed design stage of the overall development.

Traffic / Parking / Access

Sidewalks within the proposed development should be designed to encourage active transportation. Transportation Demand Management measures should be included in the submitted plans, and several technical matters are to be revised and addressed within the Transportation Impact Study. The proposed parking deficiencies for the seniors' building must be supported by parking demand surveys of comparable sites to the satisfaction of the Engineering Division.

Landscaping and Trails

Staff encourage pedestrian sidewalk connections from the internal streets out to the Wellington Street sidewalks and multi-use pathway, and request that these connections be shown on the draft plan. The Town is interested in acquiring a trail connection through the future servicing block at the southeast corner of the proposed development from the wetland buffer area up to Wellington Street.

Urban Design

To ensure a high quality of development, the Town will work with the applicant to consider, and implement as appropriate, current Urban Design best practices together with the Bayview Northeast Neighbourhoods Urban Design Guidelines. Urban Design matters will be assessed through additional technical submissions and future Site Plan applications.

Lake Simcoe Region Conservation Authority (LSRCA)

The Hydrogeological Assessment and Water Balance, Functional Servicing and Stormwater Management Report, and Geotechnical Investigation will be addressed through draft plan conditions and will continue to be reviewed through the detailed design process.

The Regional Municipality of York

Regional Development Planning staff are awaiting Regional Council's direction/decision on the employment land conversion request as part of the Region's MCR process. Staff recommendations on the conversion requests will be considered by Regional Committee and Council in the Fall. Further to this meeting, additional comments will be provided.

Residential development within the Town requires servicing capacity allocation prior to final approval. It is the Region's understanding that the applicant is interested in participating in the Region's Developer Funded Inflow and Infiltration Reduction Program to gain servicing capacity for the proposed development.

Public Comments

Planning Staff have received general inquiries and comments from the public on the proposed planning applications. Comments referenced the location of sidewalk infrastructure along the existing road network, and the transition from the existing residential to the proposed development.

Advisory Committee Review

No communication is required.

Legal Considerations

Subsections 22(7) and 22(7.0.2) of the *Planning Act* states that if Council refuses the Official Plan Amendment application or fails to make a decision on it within 120 days after the receipt of the application, the applicant (or the Minister) may appeal the application to the Local Planning Appeal Tribunal (LPAT).

Subsection 34(11.0.0.0.1) of the *Planning Act* states that if the passing of a Zoning By-law Amendment also requires an amendment to the Official Plan, and that if both

applications are made on the same day, if Council refuses the Zoning By-law Amendment application or fails to make a decision on it within 120 days after the receipt of the application, the applicant (or Minister) may appeal the application to the LPAT.

Subsection 51(34) of the *Planning Act* states that if Council refuses the Draft Plan of Subdivision application or fails to make a decision on it within 120 days after the receipt of the application, the applicant (or the Minister) may appeal the application to the Local Planning Appeal Tribunal (LPAT).

The applications were received on May 28, 2020, and therefore the applicant may appeal them to the LPAT as of October 20, 2020.

Financial Implications

There are no financial implications.

Communications Considerations

On June 30, 2020, a Notice of Complete Application respecting the Official Plan Amendment, Zoning By-law Amendment, and Draft Plan of Subdivision applications was published in the *Auroran* and *Aurora Banner* newspapers. Additionally, a sign giving notice of a complete application was posted on the subject lands.

On September 24, 2020, notices were issued by mail to all addressed property Owners within a minimum of 120 metres (393 feet) of the subject lands, and all Interested Parties to the applications. Signage on the property was updated with information regarding the Public Meeting. On September 24, 2020, Notice of Public Planning Meeting was published in the *Auroran* and *Aurora Banner* newspapers. Notification has been provided in accordance with the *Planning Act*.

Link to Strategic Plan

The applications will be reviewed in accordance with the Strategic Plan and its goal of enabling a Diverse, Creative and Resilient Economy through promoting economic opportunities that facilitate the growth of Aurora as a desirable place to do business.

Alternative(s) to the Recommendation

1. That Council provide direction.

Conclusions

Staff continue to review the subject applications having consideration for the above noted matters, the comments received from the agency circulation, and the feedback received from the public and Council at the Public Planning Meeting. A final report with recommendations will be presented to Council for consideration at a future General Committee Meeting.

Attachments

Figure 1 – Location Map

Figure 2 – Existing Official Plan Designation (OPA 30)

Figure 3 – Existing Zoning By-Law

Figure 4 – Conceptual Site Plan

Figure 5 – Conceptual Common Elements Plan

Figure 6 – Proposed Official Plan Amendment (OPA 30)

Figure 7 – Proposed Zoning By-law

Figure 8 – Proposed Draft Plan of Subdivision

Appendix A – Reports Submitted in Support of Complete Applications

Appendix B – Zoning By-law Comparison

Previous Reports

There are no previous reports to note for the subject applications.

Pre-submission Review

Agenda Management Team review on October 1, 2020

Approvals

Approved by David Waters, Director, Planning and Development Services

Approved by Doug Nadorozny, Chief Administrative Officer