

**CITY OF VAUGHAN**  
**REPORT NO. 3 OF THE**  
**VAUGHAN METROPOLITAN CENTRE**  
**SUB-COMMITTEE**

*For consideration by the Committee of the Whole  
of the City of Vaughan  
on November 3, 2015*

---

The Vaughan Metropolitan Centre Sub-Committee met at 2:35 p.m. on September 17, 2015.

Members Present: Mayor Maurizio Bevilacqua, Chair  
Regional Councillor Michael Di Biase  
Councillor Rosanna DeFrancesca  
Councillor Sandra Yeung Racco

The following items were dealt with:

**1 VAUGHAN METROPOLITAN CENTRE (VMC) PROJECT MANAGEMENT TEAM UPDATE**

The Vaughan Metropolitan Centre Sub-Committee advises:

- 1) That the recommendation contained in the following report of the Executive Director, Office of the City Manager, dated September 17, 2015, was approved:

**Recommendation**

The Executive Director, Office of the City Manager, in consultation with the City Manager and VMC Strategic Advisory Team, recommends;

1. THAT this report be received.

**Contribution to Sustainability**

Green Directions Vaughan embraces a *Sustainability First* principle and states that sustainability means the City shall make decisions and take actions that ensure a healthy environment, vibrant communities and economic vitality for current and future generations.

The Vaughan Metropolitan Centre (VMC) Implementation Plan demonstrates the City's commitment to achieving the goals and objectives outlined in Green Directions Vaughan, the City's Community Sustainability and Environmental Master Plan. Specifically, by monitoring and reporting on progress, the Implementation Plan demonstrates conformity with the guiding principles of leadership, transparency and accountability.

**Economic Impact**

There are no economic impacts associated with receiving this report.

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

**Communications Plan**

In addition to this report, individuals looking for information about the VMC can conveniently find other City-initiated studies, planning documents, links to demographic information and other external agencies that are related to work being undertaken in building Vaughan's new downtown on the City's website. Earlier this year, the VMC Project Management Team worked with Corporate Communications and ITM to create a consolidated VMC landing page on the city's website. The url for the landing page is <http://www.vaughan.ca/vmc>.

**Purpose**

The purpose of this report is to provide a mid-year update to Council on VMC project management. Prior to 2015, the VMC project Gantt Chart, which identified more than 48 active projects and studies since its inception in 2011, was presented annually to the VMC Sub-Committee. This report is intended to provide Council more detailed information about the projects and daily work of the VMC Project Management Team that are contributing to the successful development of the City's new downtown.

**Background - Analysis and Options**

The following sections provide a recap of the VMC governance model and a 360° overview of the various VMC-related initiatives that are currently underway. As many of these projects are interrelated, the intent of this report is to demonstrate the momentum being generated as these initiatives progress.

**A RECAP OF THE REFRESHED GOVERNANCE MODEL**

**A dedicated Project Management Team was created in order to ensure close coordination to direct and manage the complexity of multidisciplinary VMC projects**

In April of this year Council adopted a new VMC governance model which included a refreshed VMC project team structure intended to streamline delivery of VMC projects and development applications. As a part of this governance model, a core Project Management Team (PMT) was created in order to ensure close coordination to direct and manage the complexity of multidisciplinary VMC projects in a cross-functional and highly coordinated manner towards a common goal of advancing development of the downtown. Since adoption, the PMT has met on a weekly basis and has worked closely with both the VMC Strategic Advisory Team and VMC Development Activation Group to advance several multidisciplinary projects forward.

**Strategic leadership to align priorities, direct resourcing and make collective recommendations on VMC related matters.**

The Strategic Advisory Team (SAT) consists of Legal Counsel, Director of Parks Development, Director of Economic Development, Director of Development Engineering and Infrastructure Planning, Director of Development Finance and Investments, Manager of Urban Design & Cultural Heritage, Senior Manager of Real Estate, and Senior Manager of Development Planning. The SAT continue to meet every three weeks to work on topics of strategic importance determined by the development process, providing recommendations to Senior Management of proposed actions and directions needed to solve development related issues. The project updates included in this report have been managed under the direction of the SAT.

**Staff have been working closely with stakeholders, landowners and consultants to move projects in the VMC through the approval process in a streamlined and consistent approach.**

The Development Activation Group (DAG) was formed through the new VMC governance model and is comprised of City Staff from across the corporation that oversee a majority of the VMC

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

development applications and capital projects. The DAG's main purpose is to work closely with stakeholders, landowners and consultants to advance projects through the approval process in a streamlined and consistent approach.

Since its inception earlier this year, the DAG has met regularly to assure that development applications are reviewed in a coordinated manner, and that capital projects such as Millway Avenue, TTC Subway Station, York Region Rapid Transit Bus Station, Edgeley Pond and Black Creek Renewal.

To date, the DAG has reviewed development applications on four sites at their various planning submission stages, and participated in four pre-development application consultation meetings. With development activity increasing in the VMC, the DAG has recently begun to meet more frequently.

**Paramount to the successful implementation of the VMC is an elective and cooperative stakeholder engagement process.**

In order to align priorities and streamline the many concurrent consultant engagement processes, Live Work Learn Play (LWLP) and the Executive Director, Office of the City Manager have established a Stakeholder Working Group to connect all parties in a coordinated and organized fashion. There are several parallel initiatives that need to move forward, relating to various aspects of the VMC, each of which requires critical input from the VMC landowners. These include the forthcoming VMC Urban Design Guidelines, Culture and Public Art Framework and Community Improvement Plan, to name a few.

The goal of the VMC Working Group is to streamline the process for engaging the stakeholders and gather input and feedback from multiple City consultants making it as efficient as possible for Staff to better understand critical components that impact daily work. To that end, LiveWorkLearnPlay (LWLP), the City's VMC Development Facilitator, has been coordinating key touch points for these VMC-related initiatives to take place during regularly scheduled meetings. The Working Group meetings are approximately a half-day in length and are scheduled on the alternate months of the VMC Sub-Committee. Each meeting has a detailed agenda with multiple items discussed. As 2015 is the VMC Working Group's inaugural year, meetings have been held in March, May, and July.

During the first three meetings, Stakeholders discussed:

- **Vaughan Metropolitan Centre Marketing Plan**  
Lead by: City of Vaughan Economic Development Department.  
The Economic Development Department is developing a Marketing and Communications Strategy to raise the public profile and awareness of the VMC. The goal is to engage our stakeholders to foster the growth of the VMC as a centre for innovation and design industries to develop the creative, economic and social potential for Vaughan's future downtown.
- **VMC Cultural & Public Art Framework**  
Lead by: The Planning Partnership, Donna Hinde  
Review the work-in-progress on the cultural and public art framework for the VMC, including strategic directions, objectives and actions, and discuss key measureables and results.
- **Urban Design Guidelines**  
Lead by: regional Architects, Paul Kulig  
Introductory presentation to recap feedback previously received, report back on Design Review Panel comments and provide an update on the Character Areas in the VMC Plan. Following the presentation, a guided table discussion was organized to address more detailed considerations related to massing, Privately Owned Publicly Accessible Space and mews, access and servicing, thresholds and parking.
- **VMC Community Improvement Plan (CIP) Study**  
Lead by: Hemson Consulting & Urban Strategies, Jason Bevan

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

Presentation on the history and scope of the CIP and lead a preliminary discussion with stakeholders on the outcomes from the study.

- **VMC Mixed-Use Assessment and Business Plan**  
Lead by: Live Work Learn Play Inc. (LWLP)
- The presentation highlighted preliminary findings from LWLP's assessment of Vaughan's residential retail and office marketplaces as they impact the viability of developing the VMC.
- **VMC 3D Model**  
Lead by: Cansel, Philip Morais  
A short video presentation of the 3D model and outline the next steps for the VMC Stakeholders in the review of the new submission protocol requirements. The next session is tentatively scheduled by the end of 2015.

Each of the sessions generated excellent discussion and provided valuable insight for Staff and the consultants. The next VMC Working Group meeting is scheduled for October.

### **VMC PROJECT UPDATES**

#### **ECONOMIC DEVELOPMENT AND ENGAGEMENT**

##### **Delivering a clear value proposition that resonates with businesses and residents to champion the VMC as their downtown**

The Economic Development Department will be implementing a city-wide community engagement program to be launched in the Fall to educate, and build awareness about the City's new downtown. Through the development of key messages and compelling and credible stories, Staff, Council, stakeholders and community champions can deliver a clear and consistent message, recognizing the nuances of the different audience groups.

Delivery of these messages will entail a variety of tactics and media, from story placements, earned/free media, social media, e-newsletters, a new VMC microsite, community leaders and 'influencers' events to community gatherings. Residents will begin to understand how the VMC can be their – gathering place, a place to work, live and shop downtown.

##### **Cognitive maps will be used in community outreach presentations and marketing materials to provide a snapshot of the downtown to help residents, visitors and the business community understand the VMC as the City's new downtown**

The VMC team is also working with Recreation and Culture to develop a series of context maps that will be used as visual tools to help raise the profile and awareness of the VMC with residents by providing a set of illustrative maps that show the proximity of the VMC in relation to existing communities and landmarks within Vaughan. These cognitive maps will be used in community outreach presentations and marketing materials to provide a snapshot of the downtown to help residents, visitors and the business community understand the VMC as the City's new downtown in the context of the existing urban landscape.

##### **Utilizing the Concerts in the Park as a channel for community engagement**

The VMC Project Management Team staffed a VMC branded tent and display at each of the City's free Concerts in the Park throughout the summer. At each concert series, Staff actively engaged residents in discussions about the downtown. This was a great opportunity to directly answer questions from the public and to bring more awareness to all of the activity that is occurring in the area. Many people had some knowledge of the subway station that is under construction, but lacked certain details about the new downtown. The prevalent information sought by residents was concerning transportation and traffic issues. The lessons and learnings from these sessions will

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

inform future community engagement activities.

In addition to engaging with members of the public during the concert series, staff also launched a social media contest to encourage residents to create their own vision of the future of the VMC. Participants were able to obtain streetscape images from staff at the VMC tent and, after assembling these materials into a unique skyline, post their creations to various social media websites. The goal of this contest was to increase grassroots public interest in the VMC by capitalizing on social media platforms that are widely-used by individuals that will likely comprise key segments of future user groups of the VMC.

### **Engaging Students in the Visioning of the VMC**

The Vaughan Metropolitan Centre was the focus of creativity and innovation for Grade 9 geography students at Tommy Douglas Secondary School in Woodbridge. Working in groups and assigned multi-disciplinary team roles, the students were tasked with developing creative design concepts for the transformation of a large portion of the downtown as part of a new unit of study devoted to "Livable Communities." The projects were evaluated by their peers and shortlisted into a group of four finalists. The VMC Project Management Team was invited to evaluate the first semester class concepts in January and then again for the second semester class in June and appoint a winning proposal on the basis of planning rationale and presentation skills.

### **Providing financial and planning tools to attract major office projects within the VMC is a critical component for the downtown's success**

The City initiated a CIP study to explore the feasibility of providing financial and planning tools to attract major office projects within the VMC, primary centres and other intensification corridors. The goal of the CIP is to spur office developments that are supportive of transit infrastructure investments and attracting new residents to live and work.

The City retained Hemson Consulting and Urban Strategies to review the opportunities and constraints associated with the various tools and make recommendations for one or more Community Improvement Project Areas (Section 28 of the *Planning Act*). Over the summer, Hemson has met with the landowners to receive input on the tools, eligibility criteria and suggestions for implementation. Hemson defined the Community Improvement Project Areas to include the VMC and the Weston & Regional Road 7 Primary Centre, on the basis that these two areas are development ready, served by the highest public transit investments and provides the best opportunities to achieve the major office development targets set by the Province and Region.

The draft Study and CIP by-law have been released to the public as of September 10. A report and presentation will be delivered at Committee of the Whole Public Hearing on October 7, 2015. Staff will compile and consolidate public comments and a comprehensive report will be brought to Committee of the Whole on November 3, 2015 with anticipated by-law enactment by Council on November 17, 2015.

## **PLANNING and DESIGN**

### **There is a need to provide more comprehensive design guidance to ensure that a unified development context is created across both the public and private realm.**

This is an exciting time in the growth and transformation of the VMC, with the first intensification and transit infrastructure projects under construction. The skyline and landscape of Vaughan's new downtown are changing, and the construction of the KPMG office building, Expo City tower 2, Regional Road 7 VivaNext BRT rapidway corridor and TTC subway station signal that development is progressing well and gaining momentum. In addition to this, several new high profile projects, including the future YRRT Bus Terminal, are being brought forward to the City's Design Review Panel in support of the urban vision of the downtown.

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

With development in the VMC advancing quickly, there is a need to provide more comprehensive design guidance to ensure that a unified development context is created across both the public and private realm. To that end, a considerable amount of planning has gone into developing a finer grain design framework to augment the policies of the Vaughan Official Plan 2010 and VMC Secondary Plan. These studies are interrelated and aligned, and address issues associated with urban forms of development that are new to the City of Vaughan. As a complete development guide, these documents set a design framework for mid-rise and high-rise building typologies, shared and flexible streets, mews, urban parks, privately owned publicly accessible open spaces, public art, temporary installations, creative economy space, and low impact development measures, among others.

**The City can use these plans to coordinate financially responsible public realm capital projects and provide design guidance for the build out of mutually supportive public and private realms.**

The VMC Streetscape and Open Space Plan will outline a strong visual identity for the new downtown's public realm, and define a connected green infrastructure framework consisting of parks, naturalized and urban open spaces, greenways, urban squares and streets to create an inter-connected pedestrian environment and support sustainable urbanism and redevelopment over the short, medium and long terms.

The VMC Streetscape and Open Space Plan is closely coordinated with the City-wide Streetscape Implementation Manual which is moving the City towards delivering complete streets. This document will help the City to coordinate financially responsible public realm capital projects and provide design guidance for the build out of mutually supportive public and private realms.

With the ongoing implementation of the VMC, the challenge will be to build a network of parks and open space that can properly serve the arriving population which includes new residents of the VMC, employees and downtown visitors. The VMC Secondary Plan has set a balanced system of parks, squares and open spaces at a planning and policy level while the VMC Street and Open Space Plan elaborates on the character and potential use of each park typology. Currently, the VMC implementation team is exploring different options for the design, implementation and management of Urban Parks, Neighbourhood Parks and Public Squares.

In order to assure that the City's vision for the VMC parks and open space can move forward in a timely and coordinated manner, Parks Development is planning to undertake a VMC Parks Development Plan and Implementation Strategy (Proposed Capital Project identified for 2016) to develop a short, medium and long term plan for parkland and facilities development. This Plan and Implementation Strategy will establish a design framework where facilities and programs are developed (at a high level vision) for each park in order to create a planning foundation and a cost order of magnitude for their future detailed design and implementation.

The VMC Parks Development Plan and Implementation Strategy will guide the City's development of park facilities that meet the basic needs of the early VMC population without compromising the ability of future generations to meet their own needs. The Implementation Strategy will initiate the development of decision-making processes and a long-term approach to planning in a transparent and fair manner for all users and stakeholders. This Plan will also explore funding approaches to pay for the costs associated with a suitable level of service to the residents and park users, from a Capital Cost and Operations and Maintenance Cost point of view.

**The VMC Urban Design Guidelines, VMC Streetscape and Open Space Plan and the VMC Culture and Public Art Framework serve as a complete development guide to foster high quality design excellence and placemaking**

The VMC Urban Design Guidelines build on the design framework established for the public realm to ensure that design excellence is achieved in the private realm and development interfaces. This

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

document will outline spatial principles for a range of urban typologies and include best practice design standards and demonstration plans that help structure the shape, form and layout of new development in the VMC's private realm to ensure that impact on the emerging urban environment is mitigated through design.

The Culture and Public Art Framework for the VMC will define early placemaking opportunities and programming options to create a social and cultural presence in the VMC in early phases to generate interest and civic pride. Launched with the successful Culture Talks Summit in January 2015, attended by more than 135 people, this study continues the conversation about the importance of arts and culture in city-building and economic development. Phase One of the project is focused on providing a platform to develop arts and cultural initiatives in the VMC through a phased approach, with quick win and short-term initiatives coordinated with the branding and marketing of the VMC. Phase Two of the project will commence in fall 2015 and will bring forward a city-wide program for public art.

Together, the VMC Urban Design Guidelines, VMC Streetscape and Open Space Plan and the VMC Culture and Public Art Framework will serve as a complete development guide to foster high quality design excellence and placemaking in Vaughan's new downtown. Ultimately, these documents are about creating great spaces for people. As such, they have been developed as an aligned set of guidelines to ensure that the whole is greater than the sum of its parts.

Staff have adopted a collaborative approach to stakeholder engagement throughout each project process. Updates on the VMC Streetscape and Open Space Plan have been presented to the VMC Sub-Committee of Council annually from 2012 to 2014, with the final design framework presented on June 14, 2014. Presentations of the VMC Urban Design Guidelines and Culture and Public Art Framework will be brought forward to the November 2015 VMC Sub-Committee of Council.

**Visualizing the build out of the VMC through 3D Modelling will enhance Staff's ability to present a more fulsome context to Council and the public.**

The Vaughan Planning Department has created a digital 3D model of the VMC to visualize the build-out of the new downtown over time. This leading edge solution is the first of its kind to be implemented in Canada, and will provide a live demonstration of the VMC to support its evolution into a high-density mixed use urban centre.

Phase one of the project is complete and includes modelling of the existing streets and buildings, and any approved developments. From a technical perspective, the current context is computerized to be within 15 centimetres of actual built form. With this tool the Planning Department will be able to review a development proposal from any angle to see how a building fits into the surrounding area and assess its impact on the public realm. With massing of the planned context, the 3D environment study will provide a complete digital database to review development proposals and growth within the downtown from a technical perspective.

**Learning from other GTA municipalities about best practices in placemaking**

The VMC Project Development Team was asked to make a presentation on the vision of the VMC to the City of Mississauga's team Downtown Stewardship and Collaborative Committee(s) on April 20, 2015. The presentation generated a great deal of discussion, interest and enthusiasm around Vaughan's aspirations and plans for the downtown. With a view to continuing the dialogue about placemaking and downtown development, the City of Mississauga will be reciprocating with a presentation to the VMC Project Team on their Downtown21 Master Plan in early October.

**PUBLIC WORKS**

**The mobility hub will be the new face and identity for Vaughan and the entire GTA as a new downtown**

Transit investment is a huge part of the VMC success story in the making. The opening of the subway will signal a landmark transformation in the history of the downtown, signaling an important shift from planning to reality. The arrival of the subway and VivaNext BRT transit extensions into the VMC beginning in 2017 will mark a turning point in Vaughan's transformation into an urban centre.

While the VMC will act as a Metrolinx mobility hub on a regional scale, the hub will be the new face and identity for Vaughan as the social centre of the new downtown and the City. A critical mass of development is planned around Transit Square and TTC plaza, all coordinated and converging with anticipated project completions targeted close to subway opening. The VMC team is working closely with stakeholders to coordinate the planning, design and construction of the active projects within the mobility hub.

In addition, the Millway Avenue design has evolved over the past four years. As the first premium level of service streetscape in the VMC (streetscapes are identified in the Council sendorese S.O.S. Plan), Millway Avenue will serve as the cultural spine and primary transit corridor for the new downtown. The design and reconstruction of Millway Avenue from Regional Road 7 to Portage Parkway is being completed in concert with the Toronto-York Spadina Subway Extension (TYSSE) and York Region Transit (YRT) Bus Terminal projects. On-going coordination between the City, TYSSE and York Region Rapid Transit Corporation (YRRTC) projects and active developments in the area are required to ensure the design and construction of Millway Avenue and Apple Mill Road is seamless and Millway Avenue is fully reconstructed before the subway is operational in 2017.

### **Creating a Centre of Community**

Over the past three months Staff has begun to engage in a unique market driven real estate opportunity that could support the advancement of the development of a VMC Public Library and a Community Centre in the core of the VMC in the station precinct. The YMCA has recently identified a desire to work with the City to locate a new facility in Vaughan as a part of their *Strong Start, Great Future* campaign. The YMCA brings a strong track record of providing a high level of service to the community and has proven to be a trusted partner for government through responsible stewardship of government funding and by providing long-term commitment to communities across Canada. They are a well-respected brand that could help to attract other future investment to the VMC area. Staff will be reporting back to Council before the end of 2015 with a more detailed project and finance plan.

### **A YMCA can provide a social anchor to the downtown making it a destination and place to gather rather than a place to 'pass' through**

These facilities have the potential to be seamlessly connected to high order transit and act as a catalyst in the early activation of the mobility hub. This central location in the VMC will be highly visible and highly programmed thereby helping to attract and engage a diverse population creating positive experiences for visitors to the VMC and making it a destination and a place to gather rather than a place to simply pass through. The inclusion of civic infrastructure in the earliest phases of the VMC helps to demonstrate the City's leadership and commitment to the vision of the downtown and it creates a strong foundation for future growth in the area.

### **Exploring and maximizing non-traditional service delivery models can ensure financial sustainability and timely delivery of services**

The City is currently facing many challenges with respect to the timing of service delivery within the VMC. City-wide pressures on the DC reserves, high land costs in the VMC and the earlier than expected requirement for community infrastructure in the area has made it difficult for the City to continue with a traditional approach to service delivery. The primary goals of exploring these alternative options are to ensure that the City is receiving appropriate economic value in the delivery of these services with consideration also being given to the alignment of facility objectives with the City's Active Together Master Plan (ATMP).



**Improving existing Black Creek channel conditions within the VMC is key to advancing development**

In August 2005, the City experienced a significant rain event that resulted in substantial flooding in the vicinity of the intersection of Jane Street and Regional Road 7. To better understand the flood risk, the City completed a Black Creek Optimization Study in early 2012 that identified the need to improve the existing channel conditions in order to achieve appropriate flood control and conveyance capacity within the VMC Secondary Plan area. Improving the existing Black Creek channel conditions within the VMC plan is key to unlocking development potential, in particular the south-east quadrant by reducing the floodplain currently associated with the Black Creek.

Building on the findings and recommendations of the Optimization Study, the City initiated the VMC Black Creek Renewal Class Environmental Assessment (EA) study in July 2012. An initial stakeholder meeting was held in November 2012 to present the preliminary Black Creek Channel concepts. Based on the outcome of the meeting, and issues raised by the majority of stakeholders directly impacted, it became clear that an expanded/enhanced consultation process was necessary to develop a plan for the Black Creek which would be supportable by the majority of the stakeholders.

In June 2013, the City expanded the Class EA study consulting team to include a facilitation team led by Swerhun Inc. in collaboration with Real Estate Search Corporation (RESC), TMIG, Schollen & Company Inc. and Public Works. Over the following year, this facilitation team was engaged with key stakeholders to understand their perspectives and priorities regarding the project and to ultimately propose a path forward for the Black Creek design and alignment that would be supported by the majority of stakeholders. These stakeholders included the City of Vaughan, York Region, Toronto and Regional Conservation Area (TRCA), Province of Ontario and community interest groups such as Sustainable Vaughan and local landowners.

Based on the input from the group working sessions and individual stakeholder meetings led by the VMC Development Facilitator, the consultants prepared an integrated overall concept plan for the Black Creek corridor based on an interim and ultimate channel concept, which was presented to stakeholders in April 2014. The concept plan was generally agreed upon, subject to the costing and related financial strategy. The interim and ultimate concept plans described below:

**Interim Channel Concept**

The 'Interim' scenario illustrates the proposed alignment and configuration of the Black Creek corridor that is proposed as a temporary intervention to achieve the objective of minimizing flood risk while accommodating certain existing privately-owned buildings and businesses until such time as the redevelopment of these parcels is initiated.

The interim plan represents an initial strategy to facilitate the implementation of components of the ultimate scheme and alleviate some of the constraints to development imposed by the existing flooding characteristics of the Black Creek channel. The intent of the plan is to begin to unlock the immediate potential for redevelopment of some parcels of land adjacent to the creek corridor.

**Ultimate Channel Concept**

The 'Ultimate' scenario illustrates the proposed configuration of the creek corridor, open space system, streetscape, public realm and urban form based upon the overall vision for the VMC.

Both the interim and ultimate concept plans attempt to address each stakeholders interests while not losing sight of the overall comprehensive vision for the channel. As well, they integrate and amalgamate the ideas provided by the various landowners within a cohesive framework that responds to urban context and compliments the overall urban design vision established for the VMC.

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

Following the conclusion of the Black Creek EA facilitation, an overall update on the status of the Black Creek EA and facilitation process was presented to the VMC Sub-Committee in June 2014.

**The Edgeley Pond is positioned as a signature feature that will enhance the VMC's identity**

Located at the northeast corner of Regional Road 7 and Jane Street, the proposed improvements to Edgeley Pond, together with the intrinsic design of a future linear park (Black Creek Greenway), will accommodate current and future development in the VMC. Although Edgeley Pond is not part of the Black Creek Renewal Class EA Study, it is an integral part of the overall infrastructure work, urban design vision and the Black Creek channel configuration.

The primary engineering goals for the pond are to improve water quality levels, provide erosion control measures and meet rigorous water storage requirements to support urban growth. The scope of the pond's design is larger than solving water management issues – it is also about exploring landscape approaches that integrate a multi-layered passive recreation network within the pond area, while also creating a strong connection with the emerging urban centre. Establishing a landscape and urban design driven concept, together with a functional engineering solution for the site will help create the framework for an effective urban environment and support the development goals for the VMC.

City staff are in the process of development the Terms of Reference for a Request for Proposal (RFP). The RFP is anticipated to be released in early fall 2015. As a signature project for the new downtown, an extensive public engagement and outreach strategy is planned for the project.

**Developing a Parking Strategy for implementation in the VMC**

As a result of the development pressures in the VMC, a new parking strategy is required. Along with intensification and mixed use development, a defining feature of the VMC is its future access to planned public transit investment such as the subway extension and the VIVA Rapidway BRT service. As the mobility hub will be a reality in the near future, implementing a more nuanced approach to parking that recognizes the availability of alternative modes of transportation will be important.

The Parking Strategy is intended to guide and direct the City in meeting future public parking needs within the VMC, in association with private sector development, in a manner that will facilitate the area's transition to an urban environment. The Strategy will identify an appropriate balance in parking supply that will effectively meet the needs of business owners, patrons and employees, while maintaining the principles of transit-oriented and pedestrian friendly environment particularly in a mobility hub.

City staff are proactively researching best practice approaches and precedent case studies throughout York Region and the GTA to develop and formulate a strategy that will fit the vision of the VMC. This includes parking supply and demand, integrated design, policy standards, new innovative technologies to parking solutions, financial assessment and implementation are some of the key considerations that will be described through the Parking Strategy. Staff from Public Works, Planning, Parks, By-law and Enforcement Services, and Finance are collaborating and contributing to the creation of this Strategy. The City anticipates that an external consultant will be retained early next year to facilitate this project through existing funding capital project

DT-7085-13. Public and stakeholder engagement will be a key component of the Parking Strategy.

**The Portage Parkway Environmental Assessment Study is Underway**

Portage Parkway is an east-west road from its westerly connection at Chrislea Road and currently built to a two lane urban cross section from Edgeley Boulevard east to the terminus at the signalized intersection with Jane Street.

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

Portage Parkway through the VMC frames the northern boundary of the downtown and is classified as a major collector with a planned right-of-way of 28-33 metres.

In spring 2015, the City retained CIMA Canada Inc. to assist in undertaking a "Schedule C" Class Environmental Assessment for the Portage Parkway widening and easterly extension to Creditstone Road, a strategic road improvement in the City's Transportation Master Plan. A Notice of Commencement was issued on June 12, 2015 providing information on the study purpose, process and contact information.

The EA Study will establish a preferred alignment and design for Portage Parkway that will facilitate the orderly staging of the widening from Applewood Crescent to Jane Street and easterly extension across the Black Creek channel to Creditstone Road and is proceeding for interrelated parts as defined below. The EA Study approach is intended to provide flexibility in responding to the need to advance and expedite completion of the Study for Part A in coordination with the ongoing and emerging implementation of the VMC planned street network.

- Part A: Portage Parkway Widening from Applewood Crescent to Jane Street
- Part B: Portage Parkway Extension Jane Street to Creditstone Road

The work plan for the EA Study provides for a comprehensive communication and consultation plan including notices, public information centres, stakeholder engagement and participation of technical agencies. The Project team will be meeting with the Technical Agencies Committee and Stakeholders Group at key Study milestones and ahead of the Public Information Centres.

Following Notice of Commencement, the study is now progressing to the first Public Information Centre anticipated for fall 2015. The Public Information Centre will be drop-in format providing information and inviting public comment.

**Relationship to Vaughan Vision 2020/Strategic Plan**

This report is consistent with the goals of Vaughan Vision 2020 - Goals: Service Excellence and Organizational Excellence, and Strategic Objective: Plan and Manage Growth & Economic Well – Being.

**Regional Implications**

Not Applicable

**Conclusion**

Building a downtown from an essentially greenfield site will be viewed as perhaps the greatest challenge and opportunity in Vaughan's history. The complex and often interwoven issues of developing the VMC requires a multidisciplinary approach. Through the implementation of the Project Management Team, the City has been able to make significant progress on the projects identified at the beginning of 2015. Going forward, the City has a strong policy foundation, solid urban design guidelines, infrastructure framework and financial models from which to assess development opportunities and deliver an intense, dynamic downtown that will become the heart of the city, economically, culturally and physically for future generations of residents, employees and visitors.

**Attachments**

Not Applicable

**Report prepared by:**

Tim Simmonds, Executive Director, Office of the City Manager  
Gerardo Paez, VMC Project Manager, Parks Development

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

Jennifer Cappola Logullo, VMC Project Manager, Development Engineering and Infrastructure Planning Services  
Amy Roots, VMC Project Manager, Planning  
Brianne Clace, Senior Analyst, Development Finance and Investments  
Michael Toshakovski, Legal Counsel, Legal Services  
Shirley Kam, Senior Manager, Economic Development

**2                    VAUGHAN METROPOLITAN CENTRE MOBILITY HUB STATUS UPDATE  
                         TORONTO-YORK SPADINA SUBWAY EXTENSION  
                         WARD 4**

**The Vaughan Metropolitan Centre Sub-Committee advises:**

- 1)        That the recommendation contained in the following report of the Executive Director, Office of the City Manager, dated September 17, 2015, was approved;**
- 2)        That the presentation by Ms. Joanna Kervin Head (Acting), Property Planning and Development Department, Engineering, Construction and Expansion, Toronto Transit Commission, Yonge Street, Toronto, and C2, presentation material titled “*Project Update to Vaughan Metropolitan Centre Sub-Committee, City of Vaughan*”, dated September 17, 2015, was received; and**
- 3)        That the presentation by Ms. Paula Bustard, Vice President Development, SmartREIT, Applewood Crescent, Vaughan, was received.**

**Recommendation**

The Executive Director, Office of the City Manager, in consultation with the Director of Development Engineering and Infrastructure Planning, recommends:

1.        That the presentations from the Toronto Transit Commission on the status of Toronto-York Subway Extension project and the presentation from SmartREIT on the place making initiatives in the vicinity of the VMC mobility hub be received.

**Contribution to Sustainability**

Higher order transit infrastructure such as the Toronto-York Subway Extension and the VivaNext Highway 7 Bus Rapid Transitway projects will support compact urban form in the Vaughan Metropolitan Centre and will offer alternative modes of transportation to the single occupant vehicle.

Green Directions Vaughan embraces a *Sustainability First* principle and states that sustainability means we make decisions and take actions that ensure a healthy environment, vibrant communities and economic vitality for current and future generations. The Vaughan Metropolitan Centre (VMC) Implementation Plan demonstrates the City’s commitment to achieving the goals and objectives outlined in Green Directions Vaughan, the City’s Community Sustainability and Environmental Master Plan. Specifically, by monitoring and reporting on progress, the Implementation Plan demonstrates conformity with the guiding principles of leadership, transparency and accountability.

**Economic Impact**

There is no economic impact resulting from the recommendations of this report.

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

**Communications Plan**

In addition to the Toronto Transit Commission's (TTC) comprehensive communication program for the Toronto-York Spadina Subway Extension project, regular updates are available on the TTC, the City and VivaNext's websites:

- [www.vaughan.ca/vmc](http://www.vaughan.ca/vmc)
- [www.ttc.ca/Spadina/About the Project/index.jsp](http://www.ttc.ca/Spadina/About_the_Project/index.jsp)
- [www.vivanext.com/](http://www.vivanext.com/)

**Purpose**

The purpose of this report is to provide Members of the VMC Sub-Committee, Members of Council, Staff and Stakeholders with an update on the Toronto-York Spadina Subway Extension (TYSSE) Project and the proposed place making initiatives by SmartREIT in the vicinity of the VMC Mobility Hub.

**Background - Analysis and Options**

The Toronto-York Spadina Subway Extension Project is expected to be completed and open for service by the end of 2017. At this point, the subway tunneling has been completed and work continues on the subway stations. Accordingly, staff has arranged a presentation from TTC staff that will touch on the status of the key elements of the TYSSE projects including:

- Overall status of the TYSSE project
- Construction progress of the three subway stations in Vaughan (Black Creek Pioneer Village, Hwy 407 and VMC)
- Millway Avenue design and construction coordination
- VMC York Region Transit Bus Terminal coordination
- VMC Passenger pick-up/drop-off facility
- Project scheduling and next steps

In anticipation for the opening of the subway, SmartRIET has a number of initiatives in the vicinity of the VMC Subway Station and YRT Bus Terminal to support the development of the KPMG building and to create a sense of place when the subway opens for service. To highlight these initiatives, staff has also arranged a presentation from SmartREIT that will provide an update on the following:

- Status of the KPMG Building
- Proposed urban treatment of New Park Place and Applemill Road
- Transit Square urban design concepts

**Relationship to Vaughan Vision 2020/Strategic Plan**

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved.

**Regional Implications**

York Region is responsible for the funding and operation of public conventional and specialized transit services throughout York Region.

**Conclusion**

The City of Vaughan continues to create a downtown—as an intense, dynamic community that in time will become the heart of the city, economically, culturally and physically. To ensure its success Staff continue to focus on the fundamental principles and vision as set out in the Secondary Plan –

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

- They contain a range of uses and activities, providing diverse opportunities for working, living, learning, shopping, recreation and culture.
- They can be fully experienced on foot.
- They are highly accessible by all other modes of urban transportation, including transit, bicycle and automobile, and are hubs for local transit.
- They have the greatest density of buildings and people in the city.
- Their public realms are rich and generous, are built to a high standard, and comprise a variety of spaces and institutions, including places for civic gatherings and celebrations

The presentations from the TTC and SmartREIT are intended to provide an update on the status of the TYSSE Project and the proposed place making initiatives in the vicinity of the VMC Mobility Hub.

**Attachments**

Not Applicable

**Report prepared by:**

Andrew Pearce, Director of Development Engineering & Infrastructure Planning, Ext 8255.  
Tim Simmonds, Executive Director, Office of the City Manager

3

**VAUGHAN METROPOLITAN CENTRE (VMC)  
MIXED-USE ASSESSMENT & BUSINESS PLAN:  
INITIAL MARKET RESEARCH**

The Vaughan Metropolitan Centre Sub-Committee advises:

- 1) That the recommendation contained in the following report of the Executive Director, Office of the City Manager, dated September 17, 2015, was approved; and
- 2) That the presentation by Richard Martz, Partner & Principal, LiveWorkLearnPlay, St. Paul West, Montreal, Quebec, and C3, presentation material titled “*Vaughan Metropolitan Centre, Development Facilitator for Downtown Vaughan, Mixed-use Assessment & Business Plan: Initial Market Research*”, dated September 17, 2015, was received.

**Recommendation**

The Executive Director, Office of the City Manager, in consultation with the City Manager, recommends;

1. THAT the presentation from LiveWorkLearnPlay (LWLP) titled Vaughan Metropolitan Centre (VMC) Development Facilitator for Downtown Vaughan, Mixed-Use Assessment & Business Plan: Initial Market Research be received.

**Contribution to Sustainability**

Green Directions Vaughan embraces a *Sustainability First* principle and states that sustainability means the City makes decisions and take actions that ensure a healthy environment, vibrant communities and economic vitality for current and future generations.

The Vaughan Metropolitan Centre (VMC) Implementation Plan demonstrates the City’s commitment to achieving the goals and objectives outlined in Green Directions Vaughan, the City’s Community Sustainability and Environmental Master Plan. Specifically, by monitoring and reporting on progress, the Implementation Plan demonstrates conformity with the guiding principles of leadership, transparency and accountability.

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

**Economic Impact**

The costs associated with the VMC Development Facilitator (LWLP) have been previously approved in the 2014 budget through Capital Project RFP14-115.

**Communications Plan**

In addition to this report, individuals looking for information about the VMC can conveniently find other City-initiated studies, planning documents, links to demographic information and other external agencies that are related to work being undertaken in building Vaughan's new downtown on the City's website. Earlier this year, the VMC Project Management Team worked with Corporate Communications and ITM to create a consolidated VMC landing page on the city's website. The url for the landing page is <http://www.vaughan.ca/vmc>.

**Purpose**

As identified in the original scope of work, the VMC Development Facilitator will oversee and report to Council regularly on VMC project management.

The presentation from LWLP will provide preliminary findings from its assessment of Vaughan's residential, retail and office marketplaces as they impact the viability of developing the VMC and inform future strategies and decisions to guide the development of the VMC.

**Background - Analysis and Options**

The City of Vaughan retained Live Work Learn Play (LWLP) as a Development Facilitator in October 2014 to take on an implementation and leadership role in the next development phase of the VMC, focused on growth, investment and placemaking. LWLP is an international real estate development and advisory firm with extensive experience in broad public outreach and consensus-building initiatives that facilitate large-scale development efforts. They were selected through a public Request for Proposal (RFP) and interview process. LWLP's core mandate is focused in four specific categories of work, as articulated in their successful response to RFP 14-115:

- A. Stakeholder Engagement:** Leading an effective stakeholder engagement process that facilitates constructive ongoing dialogue with City of Vaughan representatives, other stakeholders as necessary, and VMC landowners to inform and foster consensus building around City and government decision-making.
- B. Strategic Direction and Background Analysis:** Producing a high-level strategic assessment of the VMC today based on a review of baseline materials, an analysis of existing conditions, and outreach to both key internal City staff and leadership as well as the VMC landowner community.
- C. Business Plan and Financial Modeling:** Evaluate and provide strategic direction on the market potential for retail, residential, and office development in the VMC, as well as potential parkland and civic acquisitions, development and operations of public spaces, and provide relevant financial model(s) to inform decision-making, and determination of priority projects.
- D. Implementation Strategies:** Outline strategies related to municipal investment, VMC phasing, potential development deal structures, and economic development and business attraction, while shaping priority projects and setting a development framework and approach to ensure accountability and continuity.

Stakeholder Engagement, pursuant to Scope A above, has been robust and ongoing since October 2014 and continues to date. In May 2015, LWLP delivered their final Reconnaissance and Strategic Assessment Report (RSA), which completed Scope B of their mandate above. VMC Subcommittee approved the RSA in June 2015, with unanimous support and consensus from key VMC Landowners.

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

This demonstrates the effectiveness of LWLP's stakeholder engagement process to date, having effectively consulted landowners throughout the development of the RSA.

**Scope C: Business Plan and Financial Modeling**

The VMC Mixed-Use Business Plan identified in Scope C above is envisioned to become a key document for the City of Vaughan in setting development and funding priorities and expectations for the VMC over the length of its planning horizon. An essential component of the VMC Mixed-Use Business Plan is the detailed background market analysis and related conclusions surrounding the VMC's three major development typologies: Residential, Retail and Office. It is critical that all stakeholders understand and agree to findings of this significant foundational research in order to create a common consensus baseline of market information and assumptions from which more specific strategic direction on VMC priorities and expectations can be formulated and implemented.

Vaughan's new downtown has experienced significant change over the past three years including construction on the VMC subway station, EXPO City and the KPMG office development. More than 20 City-initiated projects and initiatives are currently underway, including the VMC Secondary Plan, Black Creek Renewal Project, Community Improvement Plan, VMC Urban Design Guidelines, VMC Cultural Framework and Public Art Plan and the VMC Streetscape and Open Space Plan. Continuing this momentum is essential, but understanding the economic environment in which the VMC is being developed, and the market realities that will impact and influence the viability and pace of development, is critical.

The VMC Secondary Plan outlines specific targets and timeframes for residential, retail and office development in the VMC, all of which must be delivered in a manner that reinforces and helps realize the urban vision of the VMC as Vaughan's new downtown, as articulated in the VMC Secondary Plan and further detailed and refined in LWLP's RSA report. LWLP's detailed background market analysis will help the City truly understand the feasibility of these targets, identify potential challenges and opportunities, and help develop strategies to address them.

Drafts and work-in-progress versions of this market analysis have been presented to:

- The City's VMC Project Management Team staff (June 19, 2015)
- VMC landowners at the VMC Working Group (July 16, 2015), as well as via follow-up 1-on-1 meetings with interested landowners to further discuss the findings and elicit feedback (this process is ongoing)
- The City's Strategic Advisory Team (SAT) (August 26, 2015)

Feedback and comments from these engagement initiatives have continued to refine and inform the work.

LWLP will be working to formalize the findings from this market analysis into a report to be delivered this fall. Flowing from this market analysis, as an additional part of its Scope C above, LWLP is tasked with helping to identify priority projects for the VMC, following which (pursuant to Scope D above) LWLP will be developing an updated VMC Implementation Plan that will include extensive continued consultation with stakeholders, and establish development expectations for the VMC in 3-5 year increments to 2031. LWLP will also work to advance options and financial implications for future planned City projects that may require public-private partnerships.

**Relationship to Vaughan Vision 2020/Strategic Plan**

In consideration of the strategic priorities related to Vaughan Vision 20|20, the report will provide:



**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

**STRATEGIC GOALS:**

Service Excellence – Providing service excellence to citizens.  
Management Excellence

**STRATEGIC OBJECTIVES:**

Plan and Manage Growth & Economic Well-Being

**Regional Implications**

Not Applicable

**Conclusion**

The work being undertaken by LWLP will assist the City in making a great Place - an intense, dynamic downtown that will become the heart of the city, economically, culturally and physically for all of the residents and historic communities that comprise Vaughan today and the future generations of residents, employees and visitors.

**Attachments**

Not Applicable

**Report prepared by:**

Tim Simmonds, Executive Director, Office of the City Manager

**4                                    VAUGHAN METROPOLITAN CENTRE (VMC) SECONDARY PLAN  
   PROPOSED FURTHER MODIFICATIONS TO SECONDARY PLAN  
   FILE: 25.5.12.1  
   WARD 4**

**The Vaughan Metropolitan Centre Sub-Committee advises:**

- 1)        That the recommendation contained in the following report of the Commissioner of Planning, the Director of Policy Planning and the Executive Director, Office of the City Manager, dated September 17, 2015, was approved:**

**Recommendation**

The Commissioner of Planning, the Director of Policy Planning and the Executive Director, Office of the City Manager recommend:

1.        That the Vaughan Metropolitan Centre (VMC) Secondary Plan, forming part of Volume 2 of the City of Vaughan Official Plan 2010, (VOP 2010), adopted September 7, 2010 and modified on December 11, 2012, be further modified in accordance with Attachment 2 – “Proposed Modifications to the VMC Secondary Plan - Track Changes – September 2015”, to this report which includes all changes as described in the body of the report;
2.        That this report and Council minutes be forwarded to the Ontario Municipal Board (OMB) and Region of York, as the City of Vaughan’s recommended modifications to the VMC Secondary Plan of Volume 2 of the Vaughan Official Plan – 2010 and that the Region and the Ontario Municipal Board be requested to consider the requested modifications to the VMC Secondary Plan accordingly, as part of the process leading to its approval;
3.        That City staff be authorized to make any additional changes to the text and schedules of this Plan necessary to ensure consistency with the direction provided above and to provide clarity

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

in the interpretation of the Secondary Plan policies; and that staff be authorized to work with the Region, as necessary, to finalize the necessary wording to effect the modifications reflected in this report; and

4. That the Ontario Municipal Board and the Region of York be advised that the Council modifications approved in respect of the VMC Secondary Plan, City of Vaughan Official Plan 2010, Volume 2, meet the requirements of Subsections 26, (1) (a) (i), (ii) and (iii) of the *Planning Act* R.S.O. 1990, c.P.13, as amended.

**Contribution to Sustainability**

Consistent with *Green Directions Vaughan*, the City's Community Sustainability and Environmental Master Plan, the Vaughan Metropolitan Centre (VMC) Secondary Plan will conform to the Region of York's policies for complete communities by providing policies that provide for environmental protection, sustainable community design, and economic vitality and growth. More specifically, the proposed VMC Secondary Plan addresses the following goals outlined by *Green Directions Vaughan*:

- Goal 1: Supports enhanced standards for stormwater management.
- Goal 2: Ensures sustainable development and redevelopment.
- Goal 3: Ensures that the VMC is easy to get around in with low environmental impact.
- Goal 4: Creates a vibrant community for citizens, businesses and visitors.
- Goal 5: Demonstrates leadership through green building and urban design policies.
- Goal 6: Establishes an overall vision and policy structure that supports the implementation of *Green Directions Vaughan*.

**Economic Impact**

The new Vaughan Official Plan (VOP) 2010, which includes the VMC Secondary Plan, establishes the planning framework for development throughout the City to 2031. The Official Plan, when approved, will have a positive impact on the City of Vaughan in terms of encouraging and managing growth and fostering employment opportunities. It will also fulfill the City's obligations to conform to Provincial policies and meet regionally imposed targets for residential and employment intensification specific to Regional Centres.

The preparation of the VMC Secondary Plan was funded through the Capital Budget PL-9003-07 for the Vaughan Official Plan 2010.

**Communications Plan**

Notice of this meeting has been communicated to the public by the following means:

- Posted to the [www.vaughan.ca](http://www.vaughan.ca) website;
- Posted to the City's social media sites: Facebook and Twitter;
- By newspaper advertisement in the Vaughan Citizen and Thornhill Liberal; and,
- By email to all VOP 2010 and VMC Secondary Plan appellants and those who have requested notice.

**Purpose**

The purpose of this report is to report on the latest work to resolve the appeals of the Secondary Plan to the Ontario Municipal Board. The modifications recommended in this report are the result of ongoing staff review and negotiation with the appellants, in consideration of their various modification requests, and incorporating general refinements to the Secondary Plan to clarify the intent of various policies. This report highlights the significant proposed policy revisions. The complete revisions can be found in Attachment 2 – "Proposed Modifications to the VMC Secondary Plan - Track Changes – September 2015".

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

**Background - Analysis and Options**

Executive Summary

This report is structured in the following manner:

- Background on the location, policy context and existing uses of the VMC Secondary Plan
- Review of Council's previous decisions and the OMB appeals pertaining to the VMC Secondary Plan
- Identification of the recommended modifications to the VMC Secondary Plan, specifically as they relate to the following policy areas:
  - Urban Parks Designation, Park Supporting Uses and Public Squares
  - The Black Creek Tributary, Environmental Open Space and Corridor
  - Community Services, Schools and Libraries
  - Office Uses
  - Retail Uses
  - Density
  - Built Form
  - Parking and Servicing Facilities
  - Development Applications
  - Other Schedule Modifications
- The conclusion leading to the report's recommendation

Location

The VMC is located between Highway 400 to the west, Creditstone Road to the east, Portage Parkway to the north, and Highway 407 to the south (see Attachment 1).

The Policy Context

The study area is subject to Provincial, Regional and municipal policy as follows:

(i) The Provincial Policy Statement (PPS)

The PPS supports the efficient use of land, resources and infrastructure. It promotes land use patterns, densities and mixes of uses that minimize vehicular trips and supports the development of plans and viable choices for public transportation. All Official Plans must be consistent with the PPS.

(ii) Growth Plan for the Greater Golden Horseshoe: The *Places to Grow* Plan (2006)

*Places to Grow* identifies the VMC as one of 25 Urban Growth Centres (UGC's). UGC's are strategic focal points for growth and intensification. The VMC is to be planned as the focus for investment in institutional and region-wide public services, as well as commercial, recreational, cultural, and entertainment uses. UGC's like the Vaughan Metropolitan Centre, have been assigned a growth target of a minimum of 200 people and jobs per hectare by 2031. The VMC is expected to achieve, and possibly exceed, the assigned density target by 2031.

(iii) The Regional Transportation Plan (*The Big Move*)

Metrolinx, an agency of the Ontario government, designates the VMC as an Anchor Mobility Hub in the Regional Transportation Plan. This designation reflects the fact that the VMC will be the site of the connection between two rapid transit lines; the Spadina Subway Extension and VIVA's Highway 7 Bus Rapid Transit line, and will also be well connected to the local and regional bus network through the York Region Transit Bus Terminal. The Bus Terminal is

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

proposed to be located at the northwest corner of Applemill Road and Millway Avenue, just north of the subway entrance; with a planned below ground pedestrian connection to the subway service. Anchor Mobility Hubs are envisioned as the foundations of a successful regional transportation network and are recommended to achieve a density of 200-400 people and jobs per hectare. They are to evolve as vibrant places of activity and major regional destinations.

(iv) The Region of York Official Plan (ROP)

The ROP identifies the VMC as one of four Regional Centres, which are to “contain a wide range of uses and activities and be the primary focal points of intensive development, including residential, employment, live-work, mobility, investment, and cultural and government functions”. The Region’s Official Plan calls for the preparation of local secondary plans for Regional Centres that include, but are not limited to:

- Minimum density requirements and targets;
- A fine-grained street grid;
- Urban built form massed, designed and oriented to people;
- A concentration of the most intensive development and greatest mix of uses within a reasonable and direct walking distance of rapid transit stations;
- A minimum requirement of 35% affordable new housing units;
- Policies that sequence development in an orderly way;
- Policies to ensure excellence in urban design and sustainable construction methods;
- Requirements to reduce and/or mitigate urban heat island effects;
- Policies that establish urban greening targets;
- Provisions for an urban public realm;
- Public art policies;
- Policies to ensure connections and enhancements to local and Regional Greenlands systems;
- Policies to require innovative approaches to urban stormwater management;
- A mobility plan;
- Requirements for new school sites to be constructed to an urban standard; and
- Provisions for human services.

The VMC Secondary Plan is expected to conform to the aforementioned Regional policies.

(v) The Vaughan Official Plan (VOP) 2010

The VOP 2010 applies to all lands in the City and has been produced in two volumes. Volume 1 introduces general policies applicable throughout the City. Volume 2 contains a number of Secondary Plans, including the Vaughan Metropolitan Centre (VMC) Secondary Plan, as well as site- and area-specific policies for areas that require more detailed policy treatments. This report deals with the policies and modifications specific to the VMC Secondary Plan.

The VOP 2010 establishes the boundaries of the VMC, identifies distinct development precincts, and establishes growth targets for residential units and new office, retail and service jobs by 2031. The VOP 2010 also highlights the VMC’s role as the strategic location for the concentration of the highest densities and widest mix of uses in the City, including but not limited to commercial, office, residential, cultural, entertainment, hospitality and institutional uses.

Existing Uses

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

The VMC is located within a major regional employment area, which is served by a multi-modal transportation network including the TTC Spadina Subway extension to the Vaughan Metropolitan Centre subway station and the York Region Bus Rapid Transit service along Highway 7, connecting to both the local and regional bus network through the York Region Transit Bus Terminal. The Black Creek tributary is located just east of Jane Street. It flows north-south parallel to Jane Street through the VMC, providing an important natural heritage complement to the site. There is a scattering of existing buildings, including an 8-storey office building, three mid-rise hotels, and a number of low-rise, retail and employment buildings. A 14-storey Class A office building including a 2-storey mixed-use podium and two 37-storey high-rise residential buildings are currently under construction. A substantial portion of the VMC Plan area remains vacant.

#### Zoning

The zoning provisions of By-law 1-88 applicable to the Secondary Plan area will remain in effect until they are updated or replaced by zoning consistent with the new Vaughan Official Plan 2010, and the VMC Secondary Plan. The preparation of the new City zoning by-law is now in its initial stages. A VMC specific amendment to By-law 1-88 has been enacted to specifically address parking standards and related matters to better accommodate on-going development and the planned intensification.

#### Modifications to the Adopted VMC Secondary Plan

Following the adoption of the VMC Secondary Plan on September 7, 2010, the City began an extensive consultation and review process involving Provincial, Regional, and City staff, the City's consultant team, landowners within the VMC and other stakeholders.

In the spring of 2012, a presentation was provided to the VMC Sub-Committee outlining major directions towards the finalization of the VMC Secondary Plan. The proposed modifications were presented to the VMC Sub-Committee on September 13, 2012 for input and discussion. A draft modified VMC Secondary Plan was presented to the Committee of the Whole Public Hearing on October 16, 2012, followed by a revised draft modified Secondary Plan on November 27, 2012. Council adopted the proposed modifications to the Secondary Plan on December 11, 2012.

#### Ontario Municipal Board Appeals

Following its initial adoption, 26 appeals were filed with the OMB pertaining to the VMC Secondary Plan. The appeals primarily pertain to issues related to land use, height and density, parks and open spaces, the street network, the Black Creek Remediation area and development agreements. City staff and the appellants have been working to resolve or scope the appeals.

#### Recommended Modifications to the Council Adopted VMC Secondary Plan, as Modified

The following modifications are being proposed to resolve the issues identified in the appeals. It is recognized that these modifications will not satisfy all of the appellants and some matters may ultimately be the subject of a hearing. The modifications have been prepared as a response to the appellant's concerns, while respecting the need to maintain the vision and intent of the VMC Plan and providing for clarity in the policy language. The following is a description of the significant policy revisions. Additional revisions are identified in Attachment 2.

##### 1. Urban Parks Designation, Park Supporting Uses and Public Squares

The Vaughan Metropolitan Centre Streetscape and Open Space (VMC SOS) Plan identifies Urban Parks as an additional type of park encouraged in the VMC that provides for year-round recreational activities, city-wide entertainment and cultural events for all Vaughan residents and outside visitors. A new policy 6.2.3 has been added to the VMC Secondary Plan to recognize Urban Parks as a permitted use and establish greater consistency with the

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

VMC SOS Plan. Urban Parks have also been identified on Schedule D – Major Parks and Open Spaces to the Secondary Plan.

A new policy 6.2.4 has been added to the VMC Secondary Plan to permit park supporting uses such as cafes, vendors, kiosks and other similar uses within VMC parks. Proposed park supporting uses will be defined through the development review process and will be subject to urban design guidelines and applicable by-laws and regulations, to the satisfaction of the City.

Throughout the VMC Secondary Plan, there are several references to “Urban Squares”. To maintain consistency with the VMC SOS Plan and avoid confusion with Urban Parks, these references have been changed to “Public Squares”. The content of the policies pertaining to Public Squares has not been modified.

A “Transit Square” has also been added to Schedule D adjacent to the VMC subway station, consistent with the VMC SOS. As a result of the addition of the Transit Square, it is proposed that the Public Square previously identified along Buttermilk Avenue be removed.

2. The Black Creek Tributary, Environmental Open Space and Corridor

A new policy 6.3.2 has been added and various revisions to the policies of Section 6.3 Environmental Open Space and the Black Creek Greenway are proposed in order to provide greater clarity with respect to the extent of the environmental open spaces, including those related to the Black Creek tributary, and the processes pertaining to the final alignment and location of these features. Additional modifications to the Black Creek policies are proposed to distinguish between the overall Black Creek corridor, the associated environmental open space and the public park portion of the corridor, being the Black Creek greenway. Policies pertaining to the type of development along the corridor and the interface of that development have also been modified throughout the Secondary Plan to provide greater clarification.

The ultimate alignment of the Black Creek tributary, the associated environmental open space and the Black Creek greenway are subject to the VMC Black Creek Renewal Environmental Assessment and the ultimate configuration of the land use designations within the EA boundary will not be determined until the study is complete. For this reason, an overlay identifying the lands subject to the Black Creek Renewal EA has been added to Schedules D, F and J.

3. Community Services, Schools and Libraries

A number of modifications to the policies of Section 7.0 Community Services, Cultural Facilities and Public Art are proposed, particularly as they relate to the location of a multi-purpose community centre, school sites, and the location of a resource library within the VMC.

Policy 7.1.5 is proposed to be modified to better address the importance of a multi-purpose community centre within the VMC, particularly within close proximity to the VMC subway station and the York Region bus terminal. Provisions for the integration of the community centre with other civic or institutional uses are also included in the modification.

Various revisions to the policies of Section 7.2 “Schools” are proposed to clarify the requirements of the school boards for school sites within the VMC and provide for greater flexibility when determining the final location, size and configuration of school sites, including opportunities for the collaborative development of alternative, urban school formats. Schedule C – “Street Network” has been modified to identify a number of local streets and mews that are subject to Policy 4.3.2, which allows for the removal of those streets or mews, if necessary, in order to accommodate a school site in a different configuration than currently

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

contemplated by the Secondary Plan. Schedule E – “Community Services and Cultural Facilities”, has also been modified to reduce the number of required school sites from five to four, and the locations of the proposed school sites have been refined through consultation with the school boards.

Policy 7.3.1 pertaining to a library within the VMC is proposed to be modified to better describe the locational requirements and certain design criteria for a required resource library within the VMC.

4. Office Uses

Modifications to existing policies and the addition of new policies, such as policy 8.1.3, are proposed to encourage the early construction of major office and other development in the VMC, particularly at locations surrounding the VMC subway station.

Policy 8.1.3 is proposed to be added as a new policy and will permit the first 10,000m<sup>2</sup> of office space per lot to be exempt from the calculation of density where office uses are permitted in the VMC. Permissions for office uses have also been extended to the transitional areas of the Neighbourhood Precincts adjacent to Highway 400 and existing industrial uses through the proposed addition of policy 8.5.3. The addition of this policy will allow for increased mitigation of potential nuisance effects on future residential development.

Policy 8.3.3 pertaining to permitted uses in the Station Precinct has been modified to reduce the required office use from 35 percent of all uses to 15 percent of uses north of Highway 7; and 15 percent of all uses south of Highway 7 in the areas subject to the “required office uses” provision on Schedule G, in order to encourage the early development of a mix of uses in the blocks immediately adjacent to the subway station.

5. Retail Uses

A number of retail-related policies apply throughout the VMC Secondary Plan Area as identified in various sections. The modified version of the Secondary Plan attached hereto consolidates all of the retail policies in a new Section 8.2. The retail policies correspond to a revised Schedule H – “Areas for Retail, Service Commercial & Public Uses”. Permissions for retail uses are proposed to extend across the entire VMC, with specific locations identified as required areas for retail, service commercial or public uses along the ground floor of mixed-use buildings, and other strategic locations where retail, service commercial or public uses are recommended. With respect to the latter, minimum ground floor heights are required in order to accommodate the planned retail uses as the VMC develops and establishes a network of interconnected, activated retail corridors throughout the VMC.

In addition to location requirements for retail, service commercial or public uses, other policies throughout the Plan pertaining to the design of the pedestrian-retail interface have been relocated to Section 8.2. Additional policies and modifications to existing policies are also proposed to better establish a retail vision in the VMC and clarify the permissions surrounding retail uses.

Schedule H – “Areas for Retail, Service Commercial or Public Uses” has been modified to remove the notation for “secondary commercial area – retail uses permitted” as retail uses are now proposed to be permitted throughout the VMC, in accordance with the revised retail policies of Section 8.2. The locations for “required” and “recommended” retail have also been modified in order to provide for an enhanced retail strategy directed at transit facilities and future opportunities for significant retail corridors.

6. Density

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

Modifications to Policies 8.1.8 – 8.1.15, including the addition of Policies 8.1.11 and 8.1.12, provide greater clarity with respect to the calculation of permitted density and gross floor area (GFA). The policies have been revised to include detailed explanations of which components of developments may be used in the calculation of site density and GFA, and which cannot. Special provisions for lands encumbered by sub-surface transit easements are also proposed to be added to the Secondary Plan.

Schedule I – “Height and Density Parameters” is proposed to be modified by adding an additional height and density category to provide for a more gradual transition from the centre of the VMC, surrounding the subway station, to the peripheral areas adjacent to the existing employment lands. The area designated for additional height and density provides for a 5 storey minimum and 30 storey maximum height, and a 2.5 FSI minimum and 5.0 FSI maximum density. Minor adjustments to the boundaries of the height and density areas are also proposed.

7. Built Form

The intent of the built form policies of the VMC Secondary Plan is to define principles that will help manage the physical form and character of new development in the VMC. Minor revisions to the existing policies are proposed to refine the requirements related to setbacks, ground floor design and interface, height, massing and building exteriors. The refinements to these policies will ensure high quality built form throughout the VMC while allowing for greater flexibility through the development review process.

Appendix C – “Built Form Guidelines” is proposed to be deleted in its entirety in order to eliminate any inconsistencies with the forthcoming Urban Design Guidelines for the VMC. The VMC Urban Design Guidelines, in conjunction with the built form policies in Section 8.7, will eliminate the need for this appendix.

8. Parking and Servicing Facilities

Given the transitional nature of the VMC, various modifications and the addition of new policies pertaining to parking and servicing facilities are proposed to provide for greater flexibility pertaining to interim surface parking and both stand-alone and integrated parking structures. Policy 8.8.1 reflects the parking and servicing requirements for different land uses within the VMC, while Policy 8.8.2 identifies design criteria for parking structures.

9. Development Applications

Section 10.6 is proposed to be modified to simplify the policies pertaining to development applications and rely on the approved policies of Volume 1 of the Vaughan Official Plan, particularly Policies 10.1.1.7 – 10.7.7.11 and Policy 10.1.3 of Volume 1. The proposed modifications also add the requirement that development applications generally conform to master plans directly related to the VMC Secondary Plan.

A new policy 10.6.2 is proposed to ensure the most efficient and economical use of existing and planned infrastructure. The policy requires that development applications demonstrate that a number of infrastructure and servicing provisions will be met to the satisfaction of the City, such as capital costs associated with the required infrastructure, transportation requirements, local and regional water and sanitary sewer trunk services and allocation capacity, adequate school capacity, and park and community facilities.

A new policy 10.6.3 is proposed to replace the previous Section 10.7 pertaining to development agreements. The new policy requires the implementation of appropriate and reasonable measures to ensure that the development of the VMC is coordinated and the



**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

required commitments of funds, lands and services are secured by development agreements, or are already in place.

10. Additional Modifications to Schedules

Schedule C – “Street Network” is proposed to be modified by adding a protection area for the Colossus Drive overpass corridor in accordance with Policy 4.3.11 of the Secondary Plan. Minor changes to the street network include: the addition of a mews to the west of Buttermilk Avenue; the removal of the mews along the eastern boundary of the Urban Park in the northwest quadrant; the reclassification of the street south of New Park Place, west of Millway Avenue from a 20-22m wide local street to a 15-17m wide mews or local street; and the deletion of a portion of New Park Place east of Millway Avenue.

Schedule F – “Land Use Precincts” is proposed to be modified by incorporating minor adjustments to the land use precincts to refine the boundaries of the “Neighbourhood” and “Station” precincts along the western boundary of the VMC.

Schedule G – “Areas for Office Uses” is proposed to be modified to remove the “office or other prestige employment uses required” designation. This modification will eliminate redundancies with Schedule F – “Land Use Precincts”, which identifies East and West Employment Precincts. The East and West Employment Precinct policies of the Secondary Plan permit a range of employment uses including office buildings.

**Relationship to Vaughan Vision 2020/Strategic Plan**

The proposed VMC Secondary Plan, as modified, is consistent with the priorities set by Council in the Vaughan Vision 20/20 Plan, and in particular with the City’s commitment to “plan and manage growth and economic vitality”. The following specific initiatives are of particular relevance to the VMC Secondary Plan:

- Support and co-ordinate land use planning for high capacity transit at strategic locations in the City.
- Review the Vaughan Corporate Centre Vision.
- Complete and implement the Growth Management Strategy (Vaughan Tomorrow).
- Conduct the 5 – year review of the Official Plan as part of the Growth Management Strategy 2031.

**Regional Implications**

The VMC Secondary Plan, as modified, has been prepared pursuant to the policy requirements and provisions of the Vaughan Official Plan 2010 and the Region of York Official Plan. Accordingly, it includes the minimum density requirements and targets for Regional Centres and the implementing urban design, phasing, and sustainability policies prescribed by the Regional Official Plan. The VMC Secondary Plan supports key objectives of the Region of York Official Plan (2010); specifically, the implementation of the Plan’s following objectives stated in sections 5.4 – “Regional Centres and Corridors”, and 7.2 – “Moving People and Goods”:

- To achieve complete, diverse, compact, vibrant, integrated and well-designed Regional Centres that serve as focal points for housing, employment, cultural and community facilities, and transit connections.
- To ensure streets support all modes of transportation including walking, cycling, transit, automobile use, and the efficient movement of goods.
- To plan and protect future urban and rural streets to accommodate transportation demands.

**REPORT NO. 3 OF THE VAUGHAN METROPOLITAN CENTRE SUB-COMMITTEE  
FOR CONSIDERATION BY THE COMMITTEE OF THE WHOLE  
NOVEMBER 3, 2015**

---

**Conclusion**

The review of the VMC Secondary Plan, following Council's adoption of the initial modifications on December 11, 2012, has involved substantial on-going consultation with City staff across a number of departments, the Region of York, various provincial ministries and other public agencies, as well as the VMC Sub-Committee of Council, the VMC Project Management Team, the City's Design Review Panel, the City's consultants for the VMC Secondary Plan, and those who have filed appeals against the Plan.

The "track changes" version of the VMC Secondary Plan, forming Attachment 2 to this report, represents the changes recommended by staff as described in this report. Although staff has continued to make best efforts to resolve the appeals of the VMC Secondary Plan, while maintaining the intent and vision of the Plan, there remain some areas of contention.

Council approval of the recommended modifications represents an important step in moving the Plan forward, potentially to the scheduling of an OMB motion for partial approval of the Plan and if necessary, a hearing date. However, it does not preclude further negotiations with the appellants to resolve any of the remaining issues. Upcoming OMB mediation and further discussion with the appellants will provide the opportunity for the resolution or the further scoping of the appeals. Staff support the modifications recommended herein as maintaining the intent of the Plan and being consistent with the pertinent Regional and Provincial policies.

This report contains the recommended modifications to the Vaughan Metropolitan Centre Secondary Plan of Volume 2 of the Vaughan Official Plan 2010. It is recommended that the report and the resulting Council minutes be forwarded to the Ontario Municipal Board and Region of York for their consideration as part of the Official Plan approval process.

**Attachments**

1. Location Map
- 2a. Proposed Modifications to the VMC Secondary Plan - Track Changes – September 2015 (Text & Schedules)
- 2b. Proposed Modifications to the VMC Secondary Plan - Track Changes – September 2015 (Appendix A)
3. December 11, 2012 Adopted VMC Secondary Plan Modified Schedules
4. Staff Report Committee of the Whole Meeting November 27, 2012 and Council Minutes December 11, 2012: "Vaughan Metropolitan Centre Plan Secondary Plans – Proposed Modifications to Adopted Secondary Plan" File 25.5.12.1 (No attachments)

**Report prepared by:**

Steven Dixon, Senior Planner – OMB, ext. 8410

(A copy of the attachment referred to in the foregoing has been forwarded to each Member of Council and a copy thereof is also on file in the City Clerk's Office)

---

The meeting adjourned at 4:33 p.m.

Respectfully submitted,

Hon. Maurizio Bevilacqua, Mayor, Chair