

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF MARCH 18, 2014

Item 5, Report No. 10, of the Committee of the Whole, which was adopted, as amended, by the Council of the City of Vaughan on March 18, 2014, as follows:

By approving that the following Communications be received:

- C1. Anthony Francescucci and Sonia Meucci, Weston Downs Ratepayers' Association, Blackburn Boulevard, Vaughan;***
- C7. Ms. Mary Flynn-Guglietti, McMillan LLP, Bay Street, Toronto, dated March 14, 2014; and***
- C8. Mr. Peter R. Walker, Walker, Nott, Dragicevic Associates Limited, Eglinton Avenue East, Toronto, dated March 14, 2014.***

Regional Councillor Di Biase declared an interest with respect to the foregoing matter insofar as it relates to the lands in the study area west of Hwy 400 on the basis that his Chief Financial Officer in the upcoming municipal election is a landowner in this area, and did not take part in the discussion or vote on the matter.

**5 VAUGHAN MILLS CENTRE SECONDARY PLAN (THE "VMCS PLAN")
CITY OF VAUGHAN RESPONSE TO PUBLIC, GOVERNMENT AND AGENCY SUBMISSIONS
FILE #: 26.1
WARD 3 & 4**

The Committee of the Whole recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Planning, dated February 25, 2014, be approved subject to the following:**
 - 1. That the Vaughan Mills Centre Secondary Plan be further modified by deleting the sixth bullet point "The necessary transportation facilities;" in Policy 10.3 of Part C, Section 1.0 Plan Implementation and substituting the following: "The necessary transportation facilities, including road network improvements and infrastructure, transportation demand management measures and the implementation of timely transit improvements or the approved funding to provide such improvements by the responsible transit authority, to the satisfaction of the City, as identified in Table 2: "Transportation Network Improvements" or as provided for in any update to any Provincial, York Region or City policy or master plan".**
- 2) That the following deputations and Communications be received:**
 - 1. Mr. Gerard Borean, Parente Borean, Hwy 7, Vaughan, and Communication C5, dated February 24, 2014;**
 - 2. Mr. Mark Flowers, Davies Howe Partners, Spadina Avenue, Toronto, and Communication C12, dated February 25, 2014; and**
 - 3. Ms. Rose Savage, Radley Street, Woodbridge; and**
- 3) That the following Communications be received:**
 - C3 Mr. Steven A. Zakem, Aird & Berlis, Barristers and Solicitors, Bay Street, Toronto, dated February 24, 2014;**
 - C6 Ms. Nima Kia, Lakeshore Group, Wellington Street West, Toronto, dated February 24, 2014;**
 - C7. Ms. Rosemarie L. Humphries, Humphries Planning Group Inc., Chrislea Road, Vaughan, dated February 24, 2014;**
 - C8 Mr. Rod Fortune, Murlee Holdings Limited, Gordon MacKay Road, Toronto, dated February 24, 2014;**

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- C9 Mr. Alan Young, Weston Consulting, Millway Avenue, Vaughan, dated February 24, 2014;**
- C10 Mr. Barry A. Horosko, Brattys, Barristers and Solicitors, Keele Street, Vaughan, dated February 24, 2014;**
- C11 Ms. Mary Flynn-Guglietti, McMillan, Bay Street, Toronto, dated February 25, 2014;**
- C13 A. Milliken Heisey, Papazian Heisey Myers, Barristers & Solicitors, 121 King Street West, Toronto, dated February 25, 2014; and**
- C14 Mr. Mariusz B. Jastrzebski, Goldberg Group, Avenue Road, Toronto, dated February 25, 2014.**

Recommendation

The Commissioner of Planning recommends that:

1. The “Track Changes” version of the draft Vaughan Mills Centre Secondary Plan (February 2014), forming Attachment 3 to this report, reflecting the modifications set out in the section of the report entitled “Issues Resulting in Substantive Changes to the Plan and in Attachment 2 “Response Table for Agency and Public Comments”, BE APPROVED and be forwarded to Council for adoption, subject to any further direction resulting from this meeting and final staff review;
2. The “Transportation Assessment - Vaughan Mills Centre Secondary Plan Area” (February 2014), MMM Group Ltd. forming Attachment 8, BE RECEIVED;
3. The adopted Secondary Plan be forwarded to York Region for approval as an insertion into Volume 2 of the Vaughan Official Plan 2010, being the incorporation of a new Section 11.11 “Vaughan Mills Centre” as one of the “Secondary Plan Areas” identified on Schedule 14-A to Volume 1 of VOP 2010;
4. The adopted Vaughan Mills Centre Secondary Plan form the basis for the City’s position at the Ontario Municipal Board in respect of the appeals within the Secondary Plan Area, in regard to, among other things, such matters as land use, development density and phasing, building height, transportation, urban design, parkland amount and distribution, open space areas/stormwater management and servicing;
5. York Region be requested to initiate a review of its Transportation Master Plan in 2014 to assess, among other things, the priority and timing of various transit and road network improvements and new initiatives required to address local development. Such review, in consultation with Local Municipalities, should provide advice to Metrolinx about project prioritization and timing under the “Big Move” Plan. In regard to the Jane Street and Weston Road corridors, the following matters should be investigated as priority matters:
 - a) Advancing the implementation of rapid transit on Jane Street;
 - b) The implementation of Quick Start/Rapid Transit Service on Jane Street;
 - c) The upgrading of transit service on Weston Road;
 - d) The potential role of a transit hub serving the Secondary Plan area in support of existing and proposed development.

Contribution to Sustainability

Green Directions Vaughan was approved by Council in April 2009. It is the City’s Community Sustainability and Environmental Master Plan and is one of the foundations for the Vaughan Mills Centre Secondary Plan. It is designed to guide the community toward a more sustainable future by addressing environmental, cultural, social and economic issues. The goals, objectives and

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action items of Green Directions were considered in the preparation of the Plan, under the following:

Objectives:

- 2.2 – To develop Vaughan as a City with maximum greenspace and an urban form that supports our expected population growth.
- 3.1 – To develop and sustain a network of sidewalks, paths and trails that supports all modes of non-vehicular transportation.
- 4.1 - To foster a city with strong social cohesion, an engaging arts scene, and a clear sense of its culture and heritage.
- 4.2 – Ensure that the City of Vaughan attracts businesses and investment that will result in well-paying jobs for Vaughan Citizens, sustainable tax base and continuing prosperity into the 21st Century.

Economic Impact

The new Vaughan Official Plan 2010 (“VOP 2010”) including the Vaughan Mills Centre Secondary Plan, establishes the planning framework for development throughout the City to 2031. The Plan will have a positive impact on the City of Vaughan in terms of managing growth. It will also foster employment opportunities while fulfilling the City’s obligations to conform to Provincial policies and meet regionally imposed targets for employment growth and residential intensification.

Communications Plan

On February 12, 2014, Notice of this Committee of the Whole meeting was mailed to those who requested notification at the June 11, 2013 Public Hearing and/or by written correspondence. This notice was also posted on the City’s website at www.vaughan.ca, the City Page Online and through social media sites.

Purpose

To report on requested modifications and issues emerging from the June 11, 2013 Public Hearing and the agency and stakeholder review process and to:

- Obtain direction on further modifications to the Vaughan Mills Centre Secondary Plan for the purpose of its finalization and ultimate adoption by Council;
- Confirm the adopted Vaughan Mills Centre Secondary Plan as the City’s land use and development vision for the response to the appeals currently before the Ontario Municipal Board.

Background - Analysis and Options

Background

On May 22, 2013 the Vaughan Mills Centre Secondary Plan was made available for public review and was the subject of a Public Open House on that date. On June 11, 2013 Staff brought forward a Public Hearing Report to Committee of the Whole presenting the draft VMCS Plan. The Public Hearing Report discussed the provisions of the Plan including: Key principles and objectives of the Plan; the general development framework, including policies respecting land use and urban design, the proposed transportation network, parks and open space framework, sustainable development measures, community service requirements and implementation

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policies. In addition, it included a preliminary land use plan. The following recommendations of Committee of the Whole were ratified by Council on June 25, 2013 by approving the following:

- 1) *That the recommendation contained in the following report of the Commissioner of Planning and the Director of Development Planning, dated June 11, 2013 be approved;*

THAT the draft Vaughan Mills Centre Secondary Plan, prepared by Dialog Inc. forming [Attachment 8] to this report, BE RECEIVED; and any issues raised at the public hearing be addressed by the Policy Planning Department in a future Technical Report to Committee of the Whole.

- 2) *That the following resolution submitted by Councillor DeFrancesca, be approved:*

Whereas, residents have raised concerns with the proposed intersection at Astona Boulevard and Weston Road;

Whereas, a connection to Weston Road is proposed at the future intersection of the extended Bass Pro Mills Drive and Weston Road;

Whereas, opportunities exist to connect the future Bass Pro Mills Drive to Langstaff Road and Rutherford Road through the future extensions of Creditview Road and Westcreek Drive;

Therefore be it resolved that:

Staff will be directed to eliminate the eastern roadway connection to the proposed intersection at Weston Road and Astona Boulevard, and that staff continue to work with York Region and landowners on the proposed intersection at Weston Road and the Bass Pro Mills Drive extension, and that staff report back on the timing and implementation of the extension of Bass Pro Mills Drive and the extensions of Creditview Road and Westcreek Drive.

This report has been prepared in response to Council's direction.

Recommended Modifications to the Draft VMCS Plan (May 2013)

Staff has received submissions from a number of sources, which will be addressed in this report. For the purpose of responding to the comments and requested changes, two categories of revisions were identified. These include:

- a. Major Changes that would potentially have a substantive effect on the Secondary Plan; and
- b. Other issues that may be resolved through minor changes to the Plan or further clarification.

Issues that may result in a major change to the VMCS Plan are discussed in the staff report in the section entitled "Issues Resulting in Substantive Changes to the Plan". More minor issues are identified and commented on in the "Response Table for Agency and Public Comments", forming Attachment 2. Where warranted, modifications to the VMCS Plan have been recommended.

The Response Table for Agency and Public Comments

Staff has endeavoured to respond to all comments that have been received. As such, responses have been prepared to each submission, which are reflected either in the body of the report or in Attachment 2.

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Several objectives were used as the basis for analyzing the submissions made by landowners, public agencies and residents regarding the VMCS Plan. This included ensuring that the principles of VOP 2010 were maintained, that the broader policy direction was considered (Regional Official Plan, Places to Grow, VOP 2010 supporting studies) along with the application of sound planning principles.

The submissions were each considered on their own merit and recommendations made on appropriate responses and actions. In addition, Staff has identified areas where changes should be made to the Plan policies. The “Response Table for Agency and Public Comments” (Attachment 2) presents information response/concerns/requests, staff comments and any recommended policy and schedule changes. Summaries in Attachment 2 contain the following in tabular format:

- The Item number;
- The submission date;
- The correspondence content, as summarized by Staff;
- Staff comment on the submission; and
- Staff recommendation on the submission.

The “Response Table for Agency and Public Comments” (Attachment 2) will form part of the public record of comments.

The “Track Changes” Version of the VMCS Plan

The resulting changes to the version of the Secondary Plan that was received at the June 11, 2013 Public Hearing are reflected in the “Track Changes” version of the Plan which forms Attachment 3 to this report. It includes the changes identified in this staff report in the section entitled “Issues Resulting in Substantive Changes to the Plan”, in the “Response Table for Agency and Public Comments” (Attachment 2) and minor changes required to improve clarity and readability of the Plan. It is recommended that this version of the Plan be the basis for finalization and adoption, subject to any further direction resulting from this meeting and final staff review;

Ontario Municipal Board Appeals

There are currently eight Ontario Municipal Board appeals of the VOP 2010 related to the lands in the Secondary Plan area. Four are related to lands located on the east side of Highway 400 along the Jane Street Corridor; three of which are related to on-going site specific appeals. The other four are related to lands located on the west side of Highway 400, along Weston Road. Ultimately, any changes resulting from the resolution of the site specific appeals will be incorporated into Volume 2 of VOP 2010, as required.

It is noted that the City received a number of responses to the draft Secondary Plan from participants in the aforementioned Ontario Municipal Board appeals. This report will not be responding directly to the issues raised in those letters because there continue to be “Without Prejudice” negotiations in hopes of settling or scoping the appeals. As per Recommendation 4, the Council endorsed/adopted Secondary Plan is intended to form the basis for the City’s position at the Ontario Municipal Board in respect of the appeals in regard to, among other things, such matters as land use, development density and phasing, building height, transportation, urban design, parkland amount and distribution, open space areas/stormwater management and servicing.

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Issues Resulting in Substantive Changes to the Plan

a) Character Areas and Design Principles

Urban Design will play an important role in the evolution of the plan area. It will help shape the identity of its distinct elements while serving to ensure that each area contributes to the overall quality of the plan. To this end, Part B, Policy 1.4 “Character Areas” has been added to provide context and vision for the different areas within the Vaughan Mills Centre Secondary Plan to enhance the quality of development, and build on the potential of each of the areas. The modified February 2014 Plan continues to divide the Secondary Plan into four (4) development areas, however, each area is defined by a dominant function and urban character/quality. These areas are shown on Schedule A (Refer to Attachment 4). The new text setting out the governing policies is included in the Track Changes version of the revised VMCS Plan (Attachment 3), commencing on page 33. An overview of the policies is provided below.

Synopsis of the Character Area Policies

The purpose of Character Areas policies is to:

- Define the distinct areas of the Plan and provide an organizational structure for development towards achieving the Vision identified in Section 1.1 of the Plan (e.g. the Guiding Principles and Big Moves);
- Identify the desired future character and function of the areas within the Plan, building on existing assets, structure, and future vision; and
- Create a framework for development that serves to enhance the character of the Vaughan Mills Centre area encouraging the application of ‘place-making’ principles set out in VOP 2010.

The four character areas include:

1. Jane Street Corridor

The Jane Street Corridor includes the Jane Street and Rutherford Road intersection and the lands fronting along the Jane Street Corridor between Locke Street and Rutherford Road. The area plays an important role as a transportation node and as an important employment and mixed-use corridor connecting the Vaughan Metropolitan Centre to the south (Jane Street and Highway 7) to the proposed Mackenzie Vaughan Hospital to the north (Jane Street and Major Mackenzie Drive). The area is in transition and provides opportunity for intensification along the corridor with future higher-order transit in coordination with other planned development along Jane Street.

The Plan envisions the Jane Street Corridor area as a higher density mixed-use neighbourhood supported by high order transit, served by accessible open space, parks, pedestrian connections, community services and an enhanced pedestrian realm. The Corridor is proposed to be a key destination and gateway for the emerging Centre. It will be urban in nature reflecting its function as a regional attraction and as a transit oriented development along Jane Street.

Defining Characteristics include, without limitation:

- Supporting a gateway development character at the corner of Jane Street and Rutherford Road as a symbolic point of reference for the area;
- Orienting the tallest buildings towards the Jane Street and Rutherford Road intersection and transit nodes;

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- A pedestrian-oriented and urban cross-section for Rutherford Road and Jane Street with a mixed-use retail/residential frontage with buildings set close to the street to create an address and relationship to the street;
- High quality streetscaping and pedestrian facilities;
- Providing mid-block connections and linkages to surrounding land uses and open spaces, with trail linkages to the West Don River Valley to the east;
- Creating internal public street networks for improved traffic flow and connectivity to develop the city grid;
- Providing publicly accessible open spaces that function as a central feature for development ensuring that amenity spaces are well connected to the broader public realm network;
- Incorporating iconic elements, architectural features and public art that contributes to the character and identity of the community;
- Creating mixed-use frontages along Jane Street to encourage animation of the street and neighbourhood vibrancy;
- Exploring typological variation in building design to increase visual interest by considering variation in tower shape, orientation, and façade design;
- Orienting and massing buildings to frame views and control privacy between properties;
- Structuring building massing to create a public realm interface that frames open spaces and provides a sense of enclosure and human scale for pedestrians;
- Providing pedestrian connections with existing and future transit facilities, retail, open space, and natural heritage areas; and buffering from surrounding employment uses.

2. Rutherford Road Area

Lands in this area include the commercial blocks on the south side of Rutherford Road between the Jane Street character area and the Highway 400 interchange. The development outlook for this area reflects the commercial mixed-use function and interface with the Vaughan Mills Mall.

It is anticipated that this area will evolve from a predominantly single storey commercial plaza form with large surface parking areas into a vibrant commercial and mixed-use residential area that transitions down from higher density areas along Jane Street. The Plan proposes this area to include a variety of housing typologies from low-rise to high-rise, offering a range of housing to the community. The Plan envisions this area as having street level commercial frontages with residential uses served by community amenities and parks. The proposed character of the area will be defined by a fine grain of blocks, connected streets and pedestrian connections, with lower built form that frames the public realm and open space areas.

Defining Characteristics include, without limitation:

- Encouraging a mixed-use retail frontage along Rutherford Road to enhance pedestrian activity along the street;
- Providing a fine grain of streets and blocks conducive to walking and transit to support an enhanced pedestrian setting;
- Aligning neighbourhood parks with development to make parkland accessible and centrally located to residents;
- Transitioning building heights down from Rutherford Road towards the Vaughan Mills Mall Area;
- Framing open spaces with mixed-use frontages;

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- Providing pedestrian connections to Rutherford Road, the Vaughan Mills Mall, and between blocks; and
- Structuring and enhancing east-west connections to ensure development blocks are woven together cohesively.

3. Bass Pro Mills Area

This area includes the lands between the southerly leg of the internal ring road and Bass Pro Mills Drive between the Jane Street Corridor Area and the Highway 400 interchange. The Plan envisions this area transitioning from higher densities along the Jane Street corridor to lower densities approaching the Highway 400 corridor. This area will provide a transition between the employment uses to the south and the Vaughan Mills Mall to the north with a mixed-use development format. The area is proposed to maintain the prevalent commercial use but encourages some residential development to help distribute residential uses throughout the Centre.

Defining Characteristics include, without limitation:

- Providing additional street connections to further develop the street grid;
- Creating a system of neighbourhood parks and public squares to provide amenity uses for the future community in this area;
- Creating a comparatively wide streetscape along Bass Pro Mills Drive with cycling facilities, a multiuse path, and high quality landscaping to improve the pedestrian experience and connectivity between the existing residential areas west of Weston Road through to Jane Street;
- Encouraging modest residential intensification to benefit from surrounding employment and commercial land uses, future road connections, and public amenities envisioned for the area;
- Creating north-south and east-west connections that aligns streets and pathways with and to the Vaughan Mills Mall;
- Providing mixed-use retail and office frontages along Bass Pro Mills Drive to enhance pedestrian activity along the street;
- Encouraging pedestrian-oriented retail by providing direct pedestrian access from the street; and
- Encouraging pedestrian-scaled design through the use of building setbacks, multiple entrances, midblock connections, and a consistent street wall.

4. Vaughan Mills Centre Business District

The Vaughan Mills Centre Business District is located south of Rutherford Road, north of the proposed Bass Pro Mills Drive extension, between Highway 400 and Weston Road and is envisioned to develop with a mix of prestige employment uses directing most of the office uses to the Highway 400 corridor as encouraged by VOP 2010. The strategic importance of these employment lands was recently confirmed through *the Housing Analysis and Employment Land Needs Report (Hemson Consulting, 2010)* that informed VOP 2010. The District is proposed to be a centre for innovation and design excellence that capitalizes on its location and visibility, and has been generally configured to coordinate with lands to the south of the proposed Bass Pro Mills extension. This area is envisioned to be a nexus of activity and function as a 'knowledge hub' attracting businesses in the 'green' and 'creative', technology, research and development industries.

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Defining Characteristics include, without limitation:

- Creating a fine grain block and street pattern with opportunities for mid-block connections providing pedestrian access to Weston Road, and the Vaughan Mills Mall area;
- Providing an internal collector road network with new connections to surrounding arterial roads and the Highway 400 interchange;
- Transitioning heights from higher buildings adjacent to Highway 400, to low-rise buildings along Weston Road;
- Directing the Black Creek northwards by incorporating it into a naturalized open space feature, providing a multi-use amenity space with cycling and pedestrian paths to serve the employment area and surrounding neighbourhood, while recognizing and addressing flood risks;
- Creating a connected public realm through midblock connections and linkages to open spaces, natural features, and the surrounding area;
- Structuring and concentrating retail at key intersections and areas of activity, as well as along primary arterial streets;
- Orienting buildings towards open spaces to reinforce a strong visual linkage within the landscape; and
- Maintaining, enhancing, and restoring the natural environment in support of sustainable development objectives.

The modified division of development areas by proposed function and character supports the coordination of development while simultaneously addressing issues unique to each area. The inclusion of the subject policies in Section B, Policy 1.4 enhances the Plan by strengthening the policy framework that sets out the City's vision and expectations for implementation through the development approvals process.

b) Transportation Network & Capacity

Results of the Transportation Assessment

In light of the modifications resulting from the Public Hearing held on June 11, 2013, Planning and Engineering Staff together with the consultant team and the Region of York held a series of meetings to finalize the Transportation Assessment undertaken by MMM Group Ltd. A number of transit and network improvements have been recommended as shown in Table 2 – “Recommended Transportation Network Improvements Horizon 2021” (Attachment 5a), and illustrated in Attachment 5b.

The Transportation Assessment concludes that:

- Traffic operations at major intersections in the boundary road network around the Vaughan Mills Centre Secondary Plan Area are generally operating at a moderate to poor level of service under the existing conditions, with Rutherford Road being the key congested link, particularly during the p.m. peak hour;
- One of the key limiting factors in terms of traffic operations in the Vaughan Mills Centre area's road network is the capacity constraints already being experienced on the existing boundary roads, such as along Rutherford Road and Weston Road, for which the opportunities for major additional capacity improvements are very limited. The extension of Bass Pro Mills Drive from Jane to Weston will be an essential element for network improvement, and will provide more routing options for better traffic distribution around the Vaughan Mills area;

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- Under the interim horizon 2021, with the implementation of some initial transportation system and network improvements, and assuming a full completion of Bass Pro Mills Drive extension from Jane Street to Weston Road, it is estimated that up to 80% of the Secondary Plan could be developed for the areas east of Highway 400, and up to 40% for the area west of Highway 400, before the boundary road network is expected to reach capacity conditions. The Secondary Plan proposed only approximately 70% to be developed for the areas east of Highway 400, which is within the assumed threshold level;
- Under the alternative scenario assuming a partial completion of Bass Pro Mills Drive, with connection to Jane Street, but no extension to Weston Road by horizon 2021, some roadway capacity in the network east of Highway 400 is expected to become available resulting from traffic reassignment. It is expected that up to 70% of the Secondary Plan development could be accommodated in the areas east of Highway 400 with similar capacity conditions, while the 40% development level could still be maintained west of Highway 400; and
- It is expected that a more aggressive travel mode shift would be needed, along with further alternative transportation system developments, in order to accommodate the area's transportation demands by 2031.

Horizon 2021: Improvements Needed for Further Development

The plan to accommodate the projected Secondary Plan development for 2021 should include the following:

- The City of Vaughan should work with YRT to monitor transit ridership in Vaughan the Mills area and usage of the Vaughan Mills Transit Terminal on a semi-annual basis, to determine when expansion may be needed. YRT should be proactive in terms of expanding service frequencies to attract more riders, again based on bi-annual monitoring.
- Viva Quick Start rapid bus service on Jane Street, from Rutherford Road to the planned Spadina Subway extension station at Highway 7. The design for the Viva Quick Start service on Jane Street should include transit signal priority at all signalized intersections south of Rutherford Road, and specifically at the access from Jane to the YRT Terminal at Vaughan Mills, to facilitate access to the terminal. Queue jump lanes should be planned at all intersections on Jane Street where general traffic volumes create a significant impediment to regular transit service, and where either sufficient right-of-way exists currently, or can be obtained. The Region with the City's input should initiate development of a plan for this service in the immediate term.
- A similar program of transit signal priority and queue jump lanes should be considered on Weston Road. It is acknowledged that such a program is not foreseen in the Region's transit network at present, but it is apparent based on the projected conditions that transportation alternatives are needed for travel in the Weston Road corridor. The proposed high-order transit on Jane Street is outside of a convenient walking distance, and the congestion created at the Highway 400 interchange discourages the short trip to Jane Street that would be required by transit to access the Jane BRT service. The City and Region should initiate a review of the feasibility of changes to this corridor, in the immediate term, to review opportunities and constraints (e.g. the road right-of-way width).

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- Enhanced bus service on Rutherford Road, connecting to the Rutherford GO Station, particularly during weekday peak periods.
- Reconfiguration of YRT local bus routes to provide more convenient access to the YRT bus terminal at Vaughan Mills, via Bass Pro Mills Drive once it is extended to connect Weston Road to Jane Street.
- YRT and the City should work together to develop and implement programs and incentives to promote greater use of transit as the network evolves, through community engagement.
- The City should work through the existing Transportation Management Association to reinforce the need to create change in modal split behavior, within the business community, and to develop programs to manage demand in terms of the amount and time of travel. Businesses need to understand that there are limits to accessibility under the current regime of highly auto-dependent behaviour, and if accessibility is limited, so are the profits and operational efficiency that businesses depend on.
- The City and YRT should work with the Vaughan Mills Mall owner to create an organized Passenger Pick-up and Drop-off (PPUDO) area adjacent to the transit terminal. This will facilitate travellers exiting from Highway 400 and area roadways who wish to access transit.
- The PPUDO should also include space for car-share and bike rental systems. The City should work with car share operators to introduce car-sharing here (and elsewhere in the City), to facilitate greater use of transit for travellers coming to the broader Vaughan Mills area.
- The City should implement a phased program of reductions to parking standards for residential and office developments as the enhanced transit infrastructure is introduced, within 500 metres walking distance of any rapid transit corridor. These should include consideration of maximum parking standards and shared parking. A requirement for carpooling spaces for office developments should also be introduced (preferred parking for vehicles with 2 or more registered occupants); preferred parking for hybrid and electric vehicles should also be included. The City should also work with developers to plan for an integrated technology system to advise drivers of where parking is available within the district.

Horizon 2021: Recommended Road Network Improvements

In addition to the recommended transit related improvements, the Transportation Assessment also recommends the following road-network improvements required in order to support the proposed development in the VMCS to the 2021 Horizon.

LOCATION	RECOMMENDED IMPROVEMENTS
Rutherford Road at Weston Road	North Bound Dual Left-Turn Lanes (Dependent on effects of the proposed Major Mackenzie Drive at Highway 27; conditions should be monitored prior to introducing this improvement)
Bass Pro Mills Drive	Extension of Bass Pro Mills Drive between Weston Road and Jane Street

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Jane Street at East Access Road A	Full moves signalized access subject to warrant analysis
Bass Pro Mills Drive at Weston Road	Install new Traffic Signals
Bass Pro Mills Drive at Hwy 400 NB Off-Ramp	Additional exclusive south-bound right-turn lane
Vellore Woods Boulevard	Plan for 4-lane cross-section south of Rutherford Road
Creditview Road	Plan for 4-lane cross-section north of Bass Pro Mills Drive
Rutherford Road at Vellore Woods Boulevard	Exclusive North Bound Right-Turn Lane

The results from the transportation study support the level of development proposed in the VM CSP, subject to the phasing of the transportation and servicing infrastructure as proposed in Section 7, Part C of the Plan.

Horizon 2031: Required Improvements

For accommodation of further development to 2031, the following improvements are required in addition to those cited for 2021.

Road Network Improvements: (West of Highway 400)

- Completion of Bass Pro Mills Drive extension to Weston Road;
- Install traffic signals at the intersection of Bass Pro Mills Drive at Weston Road.

Other Transportation Improvements:

- Higher-order transit service on Jane Street, in the form of BRT or LRT, with its dedicated right-of-way connecting the Spadina Subway extension to Vaughan Mills Centre and up to Canada's Wonderland and the future Mackenzie Vaughan Hospital on Major Mackenzie Drive;
- Enhancing priority transit service on Rutherford Road to Viva service;
- Pedestrian and cyclist bridge crossing over Highway 400 midblock between Bass Pro Mills Drive and Rutherford Road to provide an additional non-auto connection within the Secondary Plan;
- Continue to promote sustainable transportation (transit, walking, cycling) and other transportation demand management programs and measures to encourage a greater shift in travel mode patterns to achieve the assumed modal split.

Traffic Infiltration

In the draft Secondary Plan, a road connection to Weston Road was provided directly opposite Astona Boulevard creating a full four-way intersection. The concern was raised that the resulting intersection would increase traffic infiltration into the existing residential neighbourhood particularly to the west of Weston Road. On June 25, 2013 Council directed staff to remove the direct access across from Astona Boulevard. Therefore, Schedule F "Transportation Network", has been modified to reflect this direction. This modification to the road configuration was taken into consideration in the modeling and analysis done for the transportation assessment.

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The City has received numerous resident concerns about the amount of non-local traffic infiltrating through the communities surrounding the Vaughan Mills Centre Secondary Plan (VMCSP), namely the Weston Downs Community, Block 32 west and Block 32 east. In the City's continuing effort to identify the extent vehicular infiltration, staff has undertaken numerous traffic studies and has been monitoring traffic patterns within these communities. The data obtained through these community studies has provided staff with an understanding of the existing traffic patterns. This "baseline" data can be used to determine the contribution to traffic as a result of the development of the VMCSP. In particular, staff will be able to fully understand the extent of increased traffic infiltration and develop the appropriate mitigation measures to reduce this traffic infiltration within these communities, as development of the VMCSP progresses.

c) Growth Forecasts, Heights & Densities

Growth Forecast

Based on input received during the agency and public consultation process and the further direction of Council, the consulting team completed the Transportation Analysis and gave further consideration to the growth projections for the Secondary Plan area. The Transportation Analysis has provided the opportunity to better relate the population growth, measured in the number of residential units, to improvements in the transportation system.

Part B, Policy 3.2 "Growth" of the Plan now proposes a maximum of approximately 4,303 units for total build-out at 2031, an increase of 460 units from the initial May 2013 Draft VMCSP which proposed a total of 3,843 units. This is supported by the supplementary MMM Group Ltd. December 2013 Transportation Assessment Report. The additional 460 units translate to an increased population of approximately 930 residents. The proposed number of jobs in the modified plan remains consistent with the initial May 2013 Draft VMCSP.

The following modifications respecting growth forecasts are summarized below:

Total (Up to 2031)	May 2013 Draft VMCSP	Dec 2013 Modified Draft VMCSP	Differential
Units	3,843	4,303	460
Population	7,839	8,778	939
Jobs	10,912	10,907	5

Height & Density

In order to accommodate the proposed increase in density, in addition to applying the design principles set-out in Part B, Policy 1.4 "Character Areas", modifications were made to Schedule B – "Height & Density" of the Plan (Attachment 6). The heights and densities in the proposed "Jane Street Corridor" were marginally increased to reflect the principles and policies of the Region and VOP 2010 by directing growth to major corridors.

Schedule B assigns the maximum heights and densities to the immediate southeast and south west corners of Jane Street and Rutherford Road to support the "gateway" role envisioned in Part B, Section 1.4.1 of the Plan. The plan permits a maximum height of 25 storeys and a density of 4.0, of which 0.5 FSI is for non-residential uses. The densities in the Jane Street Corridor Area are gradually stepped down from the intersection of Jane Street and Rutherford Road starting at 4.0 (0.5 non-residential); to 3.5 (0.5 non-residential); and to 3.0 (0.5 non-residential) on to Bass

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Pro Mills Drive. A decrease in the maximum building heights also occurs, from 25 storeys in the north to 16 storeys along Bass Pro Mills Drive. This corresponds with the modifications to Policy 3.5.7 of the Plan.

d) Development Thresholds

Part C, Policy 7.3, Part B of the Plan has been updated for the Jane Street Corridor Area, Rutherford Road Area and Bass Pro Mills Area to reflect the revised development statistics discussed in Part C of this report. The Plan now identifies requirements for community facilities and parkland/ public space and other infrastructure to be provided and made available at certain development thresholds to ensure that services are coordinated with development. Residential development in the Rutherford Road and Bass Pro Mills Areas is anticipated to take place with the coordination and provision of improved transit infrastructure including higher order transit to occur between 2021 and 2031. The “threshold” limits are listed as maximum upset limits per character areas and are proposed as follows:

Jane Street Corridor (*within the 2021 time horizon*)

- Up to 3,371 residential units;
- Up to 16,304 m2 retail uses;
- Up to 46,079 m2 office; and
- 4.3 ha of public parks

Vaughan Mills Centre Business District (*within the 2021 time horizon*)

- Up to 101,600 m2 prestige employment uses;
- Up to 39,494 m2 of office uses;
- Up to 30,715 m2 of neighbourhood and medium format retail uses;
- Up to 14,520 m2 of other uses including hotel entertainment, and cultural uses; and,

Rutherford Road and Bass Pro Mills Areas (*within the 2021 and 2031 time horizon*)

- Up to 932 residential units;
- Up to 55,931 m2 retail uses;
- Up to 31,500 m2 office; and
- 2.5 ha of public parks
- 1.3 ha for potential school site or park

Vaughan Mills Centre Business District (*within the 2031 time horizon with full build out of the Bass Pro Mills Drive Extension*)

- Up to 152,400 m2 prestige employment uses;
- Up to 59,241 m2 of office uses;
- Up to 46,072 m2 of neighbourhood and medium format retail uses;
- Up to 21,781 m2 of other uses including hotel entertainment, and cultural uses; and,
- Minimum 1.1 ha of parkland

The Vaughan Mills Mall

This Plan does not anticipate the change in form or function of the Vaughan Mills Mall over the life of this plan. Policy 7.3.4. Part C of the Plan has been modified to permit expansions or changes to the Vaughan Mills Mall, beyond the current permissions set out in Policy 3.6.5,

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Part B, by way of an official plan amendment, in accordance with the requirements of the VMCSPP. However, the preparation of a Tertiary Plan, by way of official plan amendment will be required, should the Vaughan Mills Mall be proposed for redevelopment to allow for residential uses

e) Key Transportation and Servicing Requirements

Part C, Policy 7.4 has been modified to include specific infrastructure and servicing requirements for each development block, as shown on Schedule I – Development Blocks (Attachment 7). The policies in this section have been added to ensure the necessary transportation and servicing infrastructure will be available as development occurs. This includes: adequate storm, sewer and water services, transportation improvements, streetscape enhancements, street connections, appropriate acquisition of dedication spaces such as parks, roads and school sites.

Jane Street Corridor Area (B3 – B8)

The Plan indicates that the key benchmarks for the advancement of development in this area includes among other things: the completion of Bass Pro Mills Drive to Jane Street; the northerly extension of Caldari Road to Rutherford Road; higher-order 'quick-start' VIVA transit service along Jane Street; and, higher order priority transit service and features (HOV lanes, transit priority signals, queue jump lanes) along Rutherford Road between Jane Street and Yonge Street. The following shall be required as a condition of development for the following Blocks as shown on Schedule I.

Block 3

- New local street parallel to Rutherford Road to provide for the existing development blocks; and
- The dedication of parks as identified in the Plan

Block 4

- The northerly extension of Caldari Road from River Rock Gate to Rutherford Road and the implementation of a signalized intersection at Rutherford Road and Caldari Road;
- The provision of a signalized public street on the west side of Jane Street, between Locke Street and Riverrock Gate;
- The dedication of parks as identified in the Plan;
- That the existing woodlot located along the southern boundary of the existing lot be protected in accordance with the City's preliminary findings of and directions arising from the Vaughan Natural Heritage Network Review currently underway. The exact boundaries of the woodlot and protected area will be determined and/or refined through the development approvals process to the satisfaction of the City, in consultation with the Region and TRCA.

Block 5

- The northerly extension of Caldari Road from Riverrock Gate to south boundary extents of Block 4; and
- An east-west public street along the north boundary of the block between Jane Street and Caldari Road.

Block 7

- The provisions of an east-west signalized public street between Jane Street and the internal Ring Road; and
- The dedication of parks as identified in the Plan

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Block 8

- A north-south local street connection between Bass Pro Mills Drive and the ring road west of Romina Drive;
- The extension of Romina Drive north to the internal Ring Road; and
- The dedication of parks as identified in this Plan.

Blocks 7 & 8

- Major collector road connecting the Bass pro Mills interchange with Jane Street opposite Locke Street. Intersection improvements, including turning lanes and traffic signals, will be required at this intersection.

Rutherford Road Area (B1 & B2) and Bass Pro Mills Drive Area (B9 & B10)

The Plan suggests key benchmarks for the advancement of development to occur within The Rutherford Area and the Bass Pro Mills Area. These benchmarks shall include, among other things: the completion of Bass Pro Mills Drive from Jane Street to Weston Road; Higher order rapid transit along Jane Street; and transit priority service along Rutherford Road.

Block 1 and 2

- A new local street parallel to Rutherford Road to provide internal circulation for the existing development blocks; and
- The dedication of parks as identified in the Plan;

Block 10

- A new north-south and east-west internal local street network within the development block between Edgeley Boulevard and Fisherman's Way; and
- The dedication of parks as identified in the Plan;

Vaughan Mills Centre Business District (B11 – B19)

Key benchmarks for the advancement of development within the Vaughan Mills Centre Business District shall include, among other things: the completion of Bass Pro Mills Drive from Jane Street to Weston Road; and a revised ramp entrance to the existing partial interchange at Bass Pro Mills Drive via a new intersection at the proposed east-west and north-south collector parallel to Highway 400.

Block 11 – 17

- Development for Blocks 11 – 17 will require a Block Plan, and will address the matters set out in Policies 10.1.1.15 of VOP 2010 and shall constitute a complete application to the satisfaction of the City of Vaughan. In addition to Block Plan requirements set out in VOP 2010, the following matters are considered to be a priority for development in the Vaughan Mills Centre Business District, and in the preparation of the Block Plan:
 - Extension of Bass Pro Mills Road from the Highway 400 interchange to Weston Road;
 - The design and realignment of the Black Creek within the Black Creek Greenway as identified in this Plan;
 - The dedication of parks and road connections as identified in the VM CSP;
 - New internal north-south collector street between the proposed Bass Pro Mills extension with Rutherford Road opposite the Vellore Woods Boulevard/Rutherford Road intersection;

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- New internal north-south collector streets with a new connection at Rutherford Road parallel to Weston Road; and
- Roadway connections to Westcreek Drive and Creditview Road south of the Study Area.

Relationship to Vaughan Vision 2020/Strategic Plan

This report is consistent with the priorities of Council in the Vaughan Vision 2020 Plan, and in particular to the City's commitment to "plan and manage growth and economic vitality". The following component relates directly to the Vaughan Mills Centre Secondary Plan:

- "Support and coordinate land use planning for high capacity transit at strategic locations in the City".

Regional Implications

The Vaughan Mills Centre Secondary Plan has been prepared in consultation with Region of York staff and to ensure it is in conformity with the new Regional Official Plan. Regional staff participated in the process through the Technical Advisory Committee with follow-up consultation with Regional staff taking place through the finalization of this Plan. As the approval authority for the Vaughan Official Plan, this report will be forwarded to York Region upon its adoption by Council.

Conclusion

The Vaughan Mills Centre Secondary Plan supports the longer term transition of the Secondary Plan area into a higher density mixed-use Primary Centre (east of Highway 400) and an employment area focusing on prestige uses including offices, knowledge based uses oriented toward green and creative businesses and industries in the technology and research and development sectors (west of Highway 400).

Given its 2031 time horizon, this is a transformative plan. Outside of the Jane Street Corridor, it is not expected to result in significant changes in the plan area in the short term. This is a result of the approval processes that would be required for the greenfield areas west of Highway 400 and the fact that much of the land east of Highway 400, except along Jane Street, is already developed. As such, uses like the Vaughan Mills Mall are anticipated to have a long lifespan extending into the next decade and possibly beyond. This is recognized in the Plan. The most immediate changes may be the result of ongoing Ontario Municipal Board processes that are currently underway in the Jane Street corridor. This Secondary Plan will also serve to inform the City's position at the OMB on related appeals.

The Secondary Plan provides policies governing such matters as land use, development density, including the maximum number of residential units, building height, transportation, urban design, parkland amount and distribution open space areas/stormwater management and servicing. Implementation has also been an important consideration. Development will be phased and coordinated with the availability of transportation and other infrastructure improvements including upgrades to the transit system and key road network improvements, a number of which will be required as a condition of development approval for various sites within the Plan area.

The draft Vaughan Mills Centre Secondary Plan was made available for public review and was presented at a public open house on May 22, 2013. This was followed by a statutory public hearing held on June 11, 2013. At the public hearing the Committee received deputations and written submissions and directed that such issues be addressed in a Technical Report to Committee of the Whole. This decision was ratified by Council on June 25, 2013.

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Written submissions received from private citizens/landowners, development interests, governments and government agencies, have been analyzed and recommendations have been developed to respond to the identified issues. These are set out in detail in Attachment 2. The approach taken to some of the key policy areas has also been addressed in the main body of the report as set out in the section entitled “Issues Resulting in Substantive Changes to the Plan”.

Each request for a change was considered on its merit taking into consideration the principles of the new Official Plan, the need to ensure continuing conformity with policy direction provided by senior levels of government (e.g. the Region Official Plan, Planning Act, Places to Grow Plan, and Provincial Policy Statement) and adherence to sound planning principles.

Therefore it is recommended that the draft Vaughan Mills Centre Secondary Plan (May 22, 2013) be modified in accordance with the recommendations contained in this report. It is further recommended that staff proceed with revisions to the plan, incorporating the changes recommended herein, along with any further direction resulting from this meeting and final staff review and that the revised plan proceed to Council for adoption.

Attachments

1. Location Map and Context Plan
2. Response Table for Agency and Public Comments
3. Final Draft Vaughan Mills Centre Secondary Plan, February 2014 (*Annotated*)
4. Schedule A – Plan Area (*modified February 2014*)
- 5a) Table 2 – Transportation Network Improvements
- 5b) Figure E1 – Recommended Transportation Improvements Horizon 2021 Schedule (*MMM Group Limited February 2014 – Vaughan Mills Centre Secondary Plan Transportation Assessment*)
6. Schedule B – Height & Density (revised February 2014)
7. Schedule I – Development Blocks
8. Vaughan Mills Centre Secondary Plan Transportation Assessment, February 2014 (*MMM Group Limited*)

Note: A hard copy of Attachments 3 and 8 are on file in the City Clerk’s Department and are available on the City of Vaughan website.

Report prepared by:

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

Regional Councillor Di Biase declared an interest with respect to the foregoing matter insofar as it relates to the lands in the study area west of Hwy 400 on the basis that his Chief Financial Officer in the upcoming municipal election is a landowner in this area, and did not take part in the discussion or vote on the matter.

Councillor Yeung Racco declared an interest with respect to the foregoing matter, as it relates to the Northeast corner of Jane Street and Riverrock Gate, Tesmar Holdings Inc., as her daughter is working for a related company, and did not take part in the discussion or vote on the matter.