

The background of the cover is a photograph of the Vaughan Metropolitan Centre. It features a modern building with a curved glass facade and a wooden canopy over the entrance. In the background, two tall skyscrapers are under construction, with cranes visible against a clear blue sky. A large, semi-transparent teal graphic, consisting of several overlapping chevron shapes, is positioned on the right side of the image. The text is overlaid on the left side of the image.

Vaughan Metropolitan Centre Secondary Plan Update

BACKGROUND STUDY REPORT

FINAL

February 2021

The City of Vaughan has retained a multidisciplinary team to undertake the Vaughan Metropolitan Centre Secondary Plan Update. The team is led by Gladki Planning Associates, supported by DTAH, Greenberg Consultants, and urbanMetrics.



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Pedestrian realm along New Park Place

1. INTRODUCTION

- 1.1 Study Introduction**
- 1.2 Study Area**
- 1.3 Purpose of this Document**
- 1.4 Key Findings**

1.1 Study Introduction

Gladki Planning Associates (GPA), in association with DTAH, Greenberg Consultants, and urbanMetrics, have been retained by the City of Vaughan for the Vaughan Metropolitan Centre (VMC) Secondary Plan update.

The VMC is poised to be the financial, innovation, and cultural centre of the City of Vaughan. It is the City's emerging downtown, transforming into a vibrant, modern urban centre for residents and businesses that encompasses all amenities of an urban lifestyle.

In 2010, a Secondary Plan was created to guide growth and development in the VMC. Great progress has been made in realizing the vision established by the plan:

- The extension of the TTC Line 1 subway, terminating in the Vaughan Metropolitan Centre Subway Station, Bus Rapid Transit along Highway 7 and the SmartVMC Bus Terminal have created a major regional transit hub and serve as a catalyst for transit-supportive intensity of development.
- Major residential and office development have brought residents and jobs to the area.



Image 1 Aerial view of Vaughan Metropolitan Centre



Image 2 The project team remains nimble and collaborative while following public health directives during the COVID-19 pandemic

Section 1: Introduction

- New parks, open spaces and streets are being planned and created that serve as focal points for community life.
- Private development and public improvements alike are demonstrating an intentional approach to design that is creating a strong sense of identity and distinct quality of place for the VMC.
- consider a boundary expansion to include additional lands in the VMC Secondary Plan area;
- consider the evolving urban structure of the downtown, based on recent Council-approved applications and proposed developments, and review height and density permissions and the land use plan for the VMC Secondary Plan area; and
- develop an implementation strategy to ensure the growing community is well-served by community services and facilities.

The VMC Secondary Plan update is an opportunity to take stock and recalibrate the plan to continue to pursue the City's vision of its downtown: a complete and balanced community with high-density mixed uses that are transit supportive and pedestrian friendly, with a vibrant sense of place, a high quality public realm and environmentally sustainable design practices.

More specifically, the project will update the existing VMC Secondary Plan to:

- be consistent and implement updated Provincial, Regional and local policies, including policies that emerge from the York Region's current Municipal Comprehensive Review and the City of Vaughan's Official Plan Review;

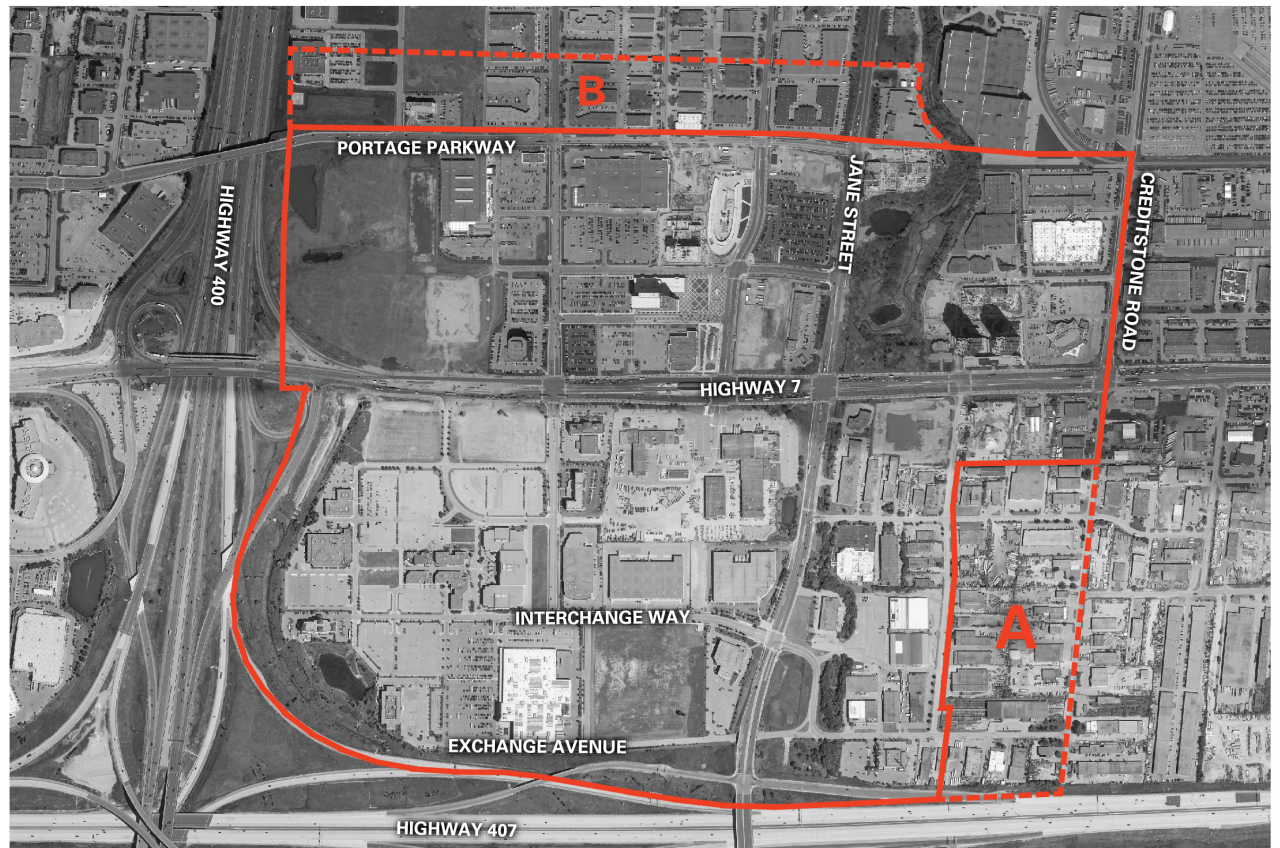
The Secondary Plan update will be coordinated with other concurrent VMC planning work, including a Transportation Master Plan, Class Environmental Assessment Studies for Interchange Way and Millway Avenue, a Parks and Wayfinding Master Plan and a Functional Servicing Strategy.

1.2 Study Area

The VMC has a total area of 190 ha, bounded by Highway 407 to the south, Highway 400 to the west, Portage Parkway to the north, and Creditstone and Maplecrete Roads to the east.

This project will review and analyze potential expansions to the study area. Employment and commercial areas to the north of Portage Parkway and east of Maplecrete Road to Creditstone Road will be considered for incorporation into the Secondary Plan area.

The current Secondary Plan boundaries and possible expansion areas are shown in Figure 1.



LEGEND

- VMC Boundary
- - - Boundary Expansion Study Areas

Figure 1 Vaughan Metropolitan Centre study area and boundary expansion study areas

1.3 Purpose of this Document

This background report establishes a base of knowledge and analysis on which subsequent phases of work will be grounded. The document is structured in the following sections:

Section 1 introduces the project, its study area, and this report, and provides a high-level summary of key findings.

Section 2 describes the VMC's regional and local context.

Section 3 outlines the planning policy context to understand the provincial, regional, and municipal policy directions that must be implemented through the Secondary Plan.

Section 4 provides an overview of the planning framework in the VMC and identifies the studies and background reports that have been prepared in support of the existing Secondary Plan.

Section 5 presents the VMC's existing conditions.

Section 6 takes stock of existing development pressures in the study area through a survey of completed, approved, and proposed developments.

Section 7 analyzes the evolution of the VMC to date through population and employment, land use, built form, public realm and street design, housing, community services and facilities, and parks and open spaces.

Section 8 considers possible expansions to the VMC's north and east boundaries.

Section 9 provides a summary of key issues by identifying major opportunities and potential challenges to their realization.

Section 10 presents case studies that can serve as best practices for the study.

Section 11 describes next steps in the development of the VMC Secondary Plan update.

1.4 Key Findings

As part of Phase 1 of the VMC Secondary Plan update, this report reviews existing policies, initiatives, developments, and studies and develops an understanding of current conditions and the opportunities and challenges facing the VMC. The following are key findings gleaned from this background study analysis:

- The VMC is among four Urban Growth Centres in York Region and the only one in the City of Vaughan. It sits at the top of the hierarchy of intensification areas within the Greater Golden Horseshoe and will serve as a regional focal point for accommodating population and employment growth. The VMC's connection to higher order transit, including York Regional Transit bus routes, the vivaNext Rapidway, and the only subway line outside of the City of Toronto, reinforces its importance as a significant intensification area. The VMC's proximity to Highways 400 and 407 is also a marked competitive advantage.
- Development is proceeding at a greater intensity than anticipated in the 2010 VMC Secondary Plan. The Plan needs to strongly establish the intensity of development appropriate to realizing its vision. The provision of parks and community facilities needs to be calibrated to this intensity to ensure the creation of a balanced and well-served community.
- Development interest is heavily weighted to residential uses, with some initial success in attracting office uses. Employment uses and retail and services are also important parts of a complete community. Careful thought must be given to what needs to be done to achieve a balance of uses in Vaughan's downtown, as envisaged in the 2010 VMC Secondary Plan.
- Recent developments in the VMC feature considerably higher than planned building heights and densities, with a heavy focus on high-rise tower form buildings, some interest in townhouses, and rare interest in mid-rise form buildings. The hierarchy of heights and densities in the VMC will need to be carefully planned to deliver the plan's vision of areas of varying character and built form.
- Developments and approvals to date are heavily weighted towards high-rise condominiums, predominantly consisting of 1- and 2-bedroom units. A variety of housing types, tenures, unit sizes and housing choices for all incomes are critical to achieving a complete downtown community that is vibrant and diverse. The Secondary Plan must focus on stimulating the kinds of housing that may not be provided otherwise, including purpose-built rental, family size units and affordable housing.

Section 1: Introduction

- The Secondary Plan update is contemplating two boundary expansions that must be considered in the context of long-term plans for the relationship of the VMC to its surroundings, especially the low density industrial commercial areas to the north and east. Ultimately, an expanded boundary should ensure future development contributes in a cohesive manner to the VMC and creates appropriate transitions to surrounding areas.
- The COVID-19 pandemic has affected the nature of office-based work, working from home, retail and the use of public spaces. In setting out a plan for the future, the Secondary Plan must distinguish between this immediate disruption and the long-term trends.
- The VMC Secondary Plan Update must align with concurrent planning exercises including the York Official Plan Review and Vaughan Official Plan Review to ensure conformity with the new policy framework. The Secondary Plan is also being carefully coordinated with related studies such as the VMC Transportation Master Plan Update, VMC Municipal Servicing Master Plan Update, VMC Parks and Wayfinding Master Plan, and Weston Road and Highway 7 Secondary Plan.



Portage Parkway overpass over Highway 400 west of the VMC

2. CONTEXT

- 2.1 Regional Context
- 2.2 Local Context

2.1 Regional Context

The VMC is located in the south of Vaughan and within the context of the Greater Toronto Area and Greater Golden Horseshoe. It is in close proximity to the City of Toronto and York University. Several characteristics regarding its place within city- and region-wide systems and development patterns are important to note.

VMC as a focal point for growth: The VMC is significant to the regional urban structure. It is identified as an Urban Growth Centre within the Growth Plan for the Greater Golden Horseshoe (2020), as seen in Figure 2. As an Urban Growth Centre, it sits at the top of the hierarchy of intensification areas within the Greater Golden Horseshoe and will serve as a regional focal point for accommodating population and employment growth.

The VMC is among four Urban Growth Centres in York Region and the only one in the City of Vaughan. Within the City of Vaughan, it is intended to serve as Vaughan's Downtown and Central Business District. It is envisioned to feature higher densities and a mix of uses to support the transit network and serve as a focal area for commercial, recreational, cultural, and entertainment activity, as well as a major employment centre. Highway 7, which runs through the VMC, will serve as an inter-municipal intensification corridor, linking the VMC to other intensification areas. The place of the VMC in provincial, regional and municipal planning policy frameworks is described in more detail in Section 3.

VMC as a transit and transportation hub: The VMC is located at the intersection of a number of higher order transit lines which provide regional connections. The Vaughan Metropolitan Centre Subway Station is the terminus of TTC Line 1, the only subway line to run outside of the City of Toronto. The vivaNext Rapidway runs along Highway 7 and supports the Viva Orange and 501 Zum Queen Bus Rapid Transit (BRT) routes. The SmartVMC Bus Terminal provides connections to York Regional Transit bus routes. The presence of transit reinforces the importance of the VMC as a significant intensification area.

In addition to transit, the VMC benefits from the presence of other major region-serving transportation infrastructure: the intersection of Highways 400 and 407.

VMC relative to broader land use patterns: The VMC sits amidst a large employment area, which includes to the north-east the CN MacMillan Yard, the 2nd largest rail classification yard in Canada.

Downsview Airport Flight Regulated Area: The VMC is located within the flight regulated area related to Downsview Airport, which may have implications on building heights. Applications within the flight regulated area are circulated to Bombardier/NAV Canada for comment.

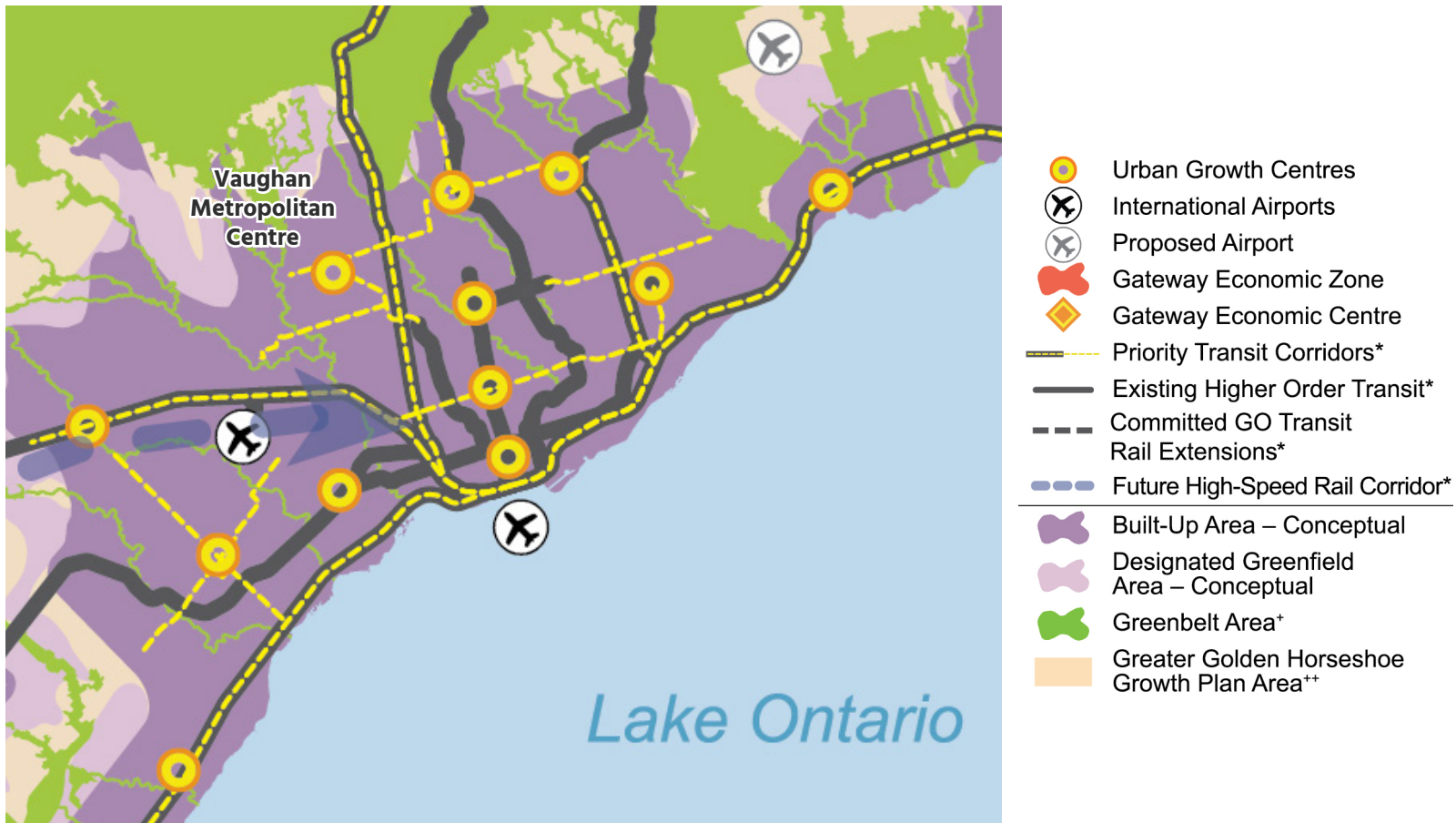


Figure 2 The VMC's regional context (Growth Plan 2020, Schedule 5)

2.2 Local Context

As an intensification area and the location of an Urban Growth Centre, the VMC stands apart to varying degrees from the areas surrounding it in terms of the type and intensity of development. Although an area of difference, it must be knit into the greater city and interface with and transition to neighbouring areas in a positive manner. With these goals in mind, the existing conditions of areas surrounding the VMC are discussed below.

- The VMC is embedded in an area with a legacy of industrial uses. Bordered by two highways to the south and west, with a large railway yard in proximity to its eastern edge and employment uses to the north and east, the VMC is largely located in a setting isolated from residential neighbourhoods.
- The VMC is bounded by Highways 400 and Highway 407 to the west and south, which present challenges to connectivity, especially for pedestrians and bicyclists. In terms of uses, heights, densities, and the condition of the streets and public realm, the industrial commercial areas to the north and east are a striking contrast to what is being created in the VMC.

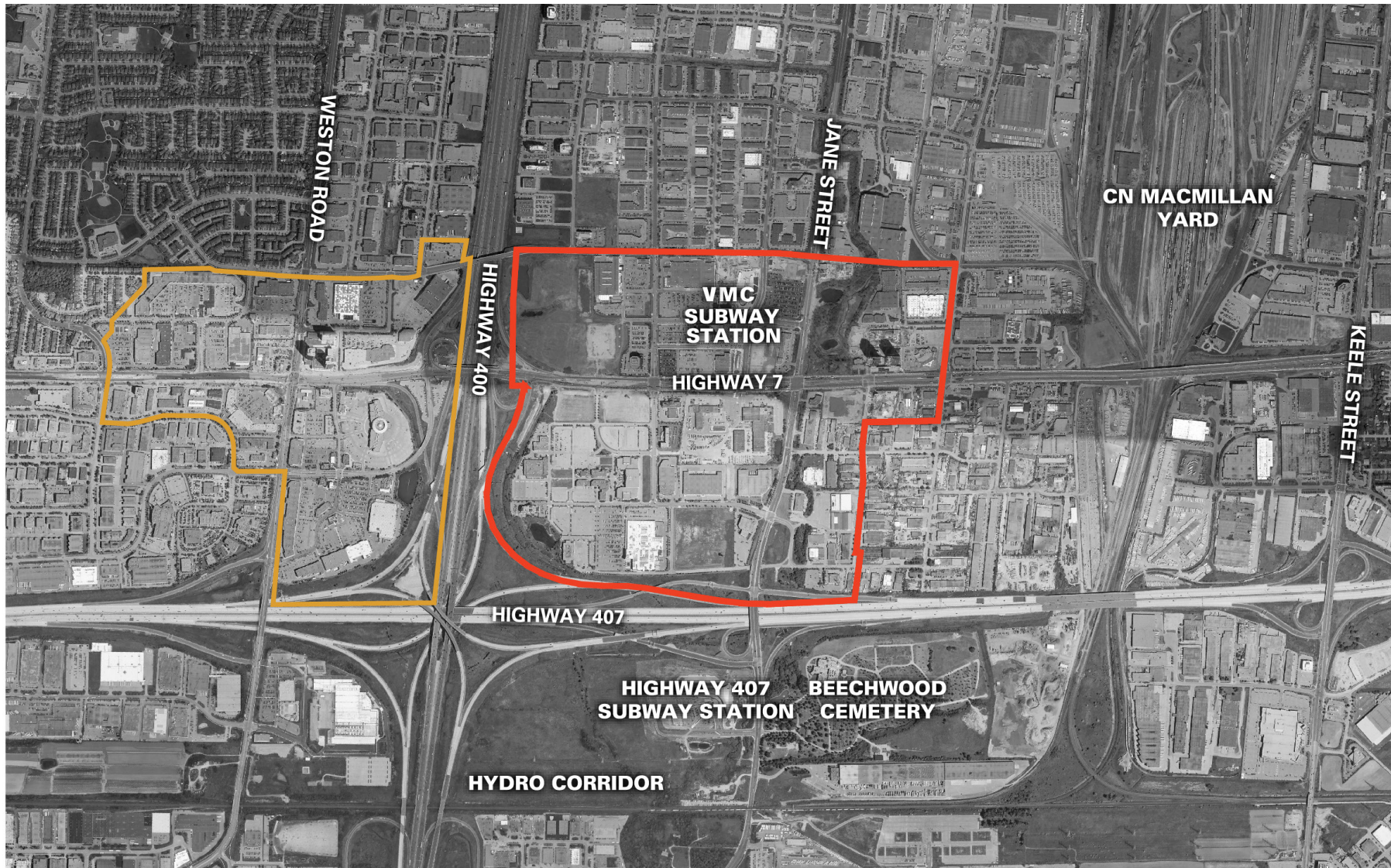
Figure 3 shows the VMC's local context, including its proximity to the Weston/Highway 7 Secondary Plan boundary.



Image 3 The VMC is located near major rail infrastructure



Image 4 The VMC is bounded by two 400-series highways



LEGEND

- VMC Secondary Plan Boundary
- Weston/Highway 7 Secondary Plan Boundary



Figure 3 The VMC's local context

- **To the South** of the VMC across Highway 407 is the Beechwood Cemetery, the Highway 407 Subway Station, a hydro corridor running east-west, and Black Creek Pioneer Village North Lands. Currently, there is only one connection to the south via Jane Street.
- **To the West** of the VMC across Highway 400 lies the Weston 7 Primary Centre, which is an Intensification Area one step down in the intensification hierarchy. Currently, there are two connections to the west at Highway 7 and Portage Parkway.
- **To the East** of the VMC lies industrial/employment lands, the rail corridor, and a large rail yard to the north-east. Lands east of Jane Street and south of Highway 7 are made up of generally small parcels with manufacturing and industrial service uses.



Image 5 Beechwood Cemetery is south of the VMC across Highway 407



Image 6 A hydro corridor runs east-west to the south of the VMC

Section 2: Context

- **To the North** of the VMC, along Highway 400, there are a few hotels and some office buildings dispersed between predominantly low-density industrial properties. The areas to the immediate north of the VMC also contain a few selected retail/service commercial facilities, including a diner, a spa, and a small bakery, which are integrated within other more traditional industrial employment uses.

Given the presence of industrial and transportation facilities in the area surrounding the VMC, care will need to be taken to ensure land use compatibility between new and existing uses. The Province of Ontario D-series guidelines, concerning land use and compatibility, will be used to prevent land use conflicts, particularly between sources of noise, vibration, odour and air pollutants and sensitive land uses, including residential uses, schools, daycares, etc.



Image 7 Industrial/employment lands in small parcels lie east of the VMC



Image 8 Immediately north of the VMC are retail/service commercial uses

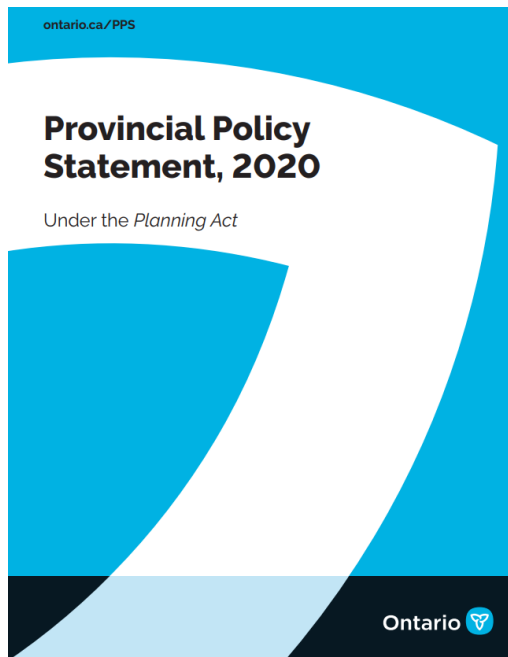



VAUGHAN
METROPOLITAN
CENTRE
 

Vaughan Metropolitan Centre Subway Station

3. PLANNING POLICY CONTEXT

- 3.1 Provincial Framework**
- 3.2 Regional Framework**
- 3.3 Municipal Framework**



Provincial Policy Statement (2020)

3.1 Provincial Framework

The VMC Secondary Plan sits within a broader planning policy framework which includes provincial, regional and municipal planning policies. The VMC Secondary Plan must be in conformity with these policies and implement them at the scale of the VMC. This section outlines the major policy themes established by the Provincial Policy Statement (2020), Growth Plan for the Greater Golden Horseshoe (2020), York Region Official Plan (2010), and the City of Vaughan Official Plan (2010) to which VMC Secondary Plan must conform. It also includes reference to other planning initiatives and documents at the provincial, regional and municipal level which will inform the update process.

PROVINCIAL POLICY STATEMENT

The Provincial Policy Statement (PPS) provides overarching direction for land use planning across the Province of Ontario and is the foundation for all policy and land use planning decisions made in the province. The PPS (2020) acknowledges that the long-term prosperity and social well-being of Ontario depends upon planning for strong, sustainable, and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy. Key policy directions include:

- Sufficient land shall be made available to accommodate an appropriate range and

mix of land uses to meet project needs for a time horizon of up to 25 years, informed by provincial guidelines (1.1.2);

- Land use patterns within settlement areas shall be based on densities and mix of uses which efficiently use land, resources and public funds (1.1.3.2a), minimize negative impacts to air quality and prepare for the impacts of a changing climate (1.1.3.2.c), provide transit supportive density in proximity to transit services, and support active transportation (1.1.3.1, 1.1.3.2, 1.1.3.4);
- Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet market-based and affordable housing needs (1.4.1, 1.4.3);
- Downtowns and main streets should be enhanced to support long-term economic prosperity. Planning should encourage a sense of place, minimize the negative impacts of a changing climate, and consider potential ecological benefits provided by nature (1.7);
- Planning authorities shall identify appropriate development standards which facilitate intensification, redevelopment, and compact form while avoiding or mitigating risks to

Section 3: Planning Policy Context

public health and safety and shall establish and implement minimum targets for intensification and redevelopment within built-up areas. Where provincial plans establish targets, such as those established for the Vaughan Metropolitan Centre as an Urban Growth Centre identified in the Growth Plan, the provincial target shall represent the minimum target for the designated area (1.1.3.4, 1.1.3.5);

- Planning authorities shall encourage densities, land use patterns, and a mix of uses which minimize the length and number of vehicle trips and support the use of transit and active transportation (1.6.7.4);
- Planning authorities shall support energy conservation and efficiency through land use and development patterns which promote a compact form and a structure of nodes and corridors, the use of active transportation and transit in and between residential, employment, and institutional uses and other areas, and transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion (1.8.1a, 1.8.1b, 1.8.1e);
- Planning authorities shall promote economic development and competitiveness by providing an appropriate range and mix of employment and institutional uses and opportunities for a diversified economic base that consider the needs of existing and future businesses and encourage compact, mixed-use development that incorporates compatible employment uses within communities (1.3.1);
- Generally green infrastructure (both natural and human-made elements that provide ecological/hydrological functions) should be promoted to complement infrastructure development (1.6.2);
- The PPS also promotes the protection of natural features for the long-term, ensuring the diversity and connectivity of features and prohibiting development and site alteration in key natural features and habitat as well as surface- and ground-waters (2.1, 2.2);
- The PPS provides protection for cultural heritage and archaeology (2.6); and
- Development is generally restricted on hazardous lands or where the impacts of climate change would result in hazard to life or property (3.1.1, 3.1.2, 3.1.3, 3.1.4, 3.1.6, 3.1.7).



Growth Plan for the Greater Golden Horseshoe (2020)

GROWTH PLAN

The Growth Plan for the Greater Golden Horseshoe (“Growth Plan”) provides a framework for implementing a system of growth management throughout the Greater Golden Horseshoe (GGH), guiding growth across the region to achieve the development of compact and vibrant communities. The Growth Plan (2020) provides a vision for the GGH as a thriving, livable, vibrant, and productive region with sufficient housing supply, an integrated transportation network, a healthy natural environment with clean air, land, and water where rivers, streams, and forests are accessible to residents to enjoy.

Key elements of the plan include:

- Within settlement areas, growth will be focused in strategic growth areas and locations with existing or planned transit, with a priority on higher order transit (2.2.1.2c);
- The Growth Plan is supportive of complete communities, designed to support healthy living including a diverse mix of residential and employment uses with convenient access to local stores and services (2.2.1.4);
- The Growth Plan requires intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability (1.2.1);
- Urban Growth Centres are to be planned as focal areas for investment in regional public services as well as commercial, recreational, cultural, and entertainment uses. They are high-density major employment centres attracting provincially, nationally, or internationally significant employment and are supported by transit at a regional scale (2.2.3.1);
- Vaughan Metropolitan Centre is identified as an Urban Growth Centre, which is to be planned to achieve a minimum density target of 200 residents and jobs combined per hectare (2.2.3.2);
- Major Transit Station Areas (MTSAs) and Transit Corridors are also defined by the Growth Plan. MTSAs are delineated by upper-tier municipalities in consultation with the lower-tier municipality. Minimum density targets are established for MTSAs: 200 residents and jobs combined per hectare for those served by subways; 160 residents and jobs combined per hectare are required for those served by light rail or bus rapid transit. These areas are to be planned to be transit-supportive and to achieve multi-modal access. In these areas, land uses that would adversely affect achieving transit-supportive uses will be prohibited (2.2.4.1, 2.2.4.2, 2.2.4.3(b), 2.2.4.5, 2.2.4.8, 2.2.4.9, 2.2.4.10);

Section 3: Planning Policy Context

- Within all MTSAs, development will be supported where appropriate by a diverse mix of uses, including affordable housing, providing alternative development standards such as parking standards and prohibiting land uses and built form that would adversely impact the achievement of transit-supportive densities (2.2.4.9);
- Generally, major office and institutional development will be directed to Urban Growth Centres and MTSAs (2.2.5.2);
- Employment areas are protected by the Growth Plan and are designated as such by upper-tier municipalities in consultation with lower-tier municipalities. The province may also identify Provincially Significant Employment (PSE) Zones, providing specific direction for planning in these key areas. Residential and major retail uses are prohibited in all employment areas and the conversion of these lands may only be permitted at the time of a municipal comprehensive review. Notwithstanding this requirement however, where specific criteria prescribed by the province are met, a conversion to a non-employment use may occur (2.2.5.7, 2.2.5.9, 2.2.5.10, 2.2.5.12). PSE Zones relative to the VMC are discussed on pg. 24;
- The Growth Plan supports the achievement of complete communities through the provision of a diverse range and mix of housing options, including affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes (2.2.1.4);
- To support the achievement of complete communities, municipalities will consider the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes (2.2.6.3); and
- The Growth Plan integrates climate change consideration into planning and managing growth to make communities that are adaptive and resilient. Supporting complete communities, careful infrastructure and watershed planning, stormwater management and food systems are among policies promoting actions that will reduce greenhouse gas emissions, address adaptation goals, and align with other provincial environmental objectives (1.2.1, 2.2.1.4, 4.2.10).

407 TRANSITWAY ENVIRONMENTAL ASSESSMENT

The 407 Transitway is a 150km high-speed public transit facility on a separate right-of-way along Highway 407. The Transitway is planned to be implemented as a Bus Rapid Transit with potential to convert into Light Rail Transit in the future. An Environmental Project Report was undertaken for the Central Section of the 407 Transitway from east of Highway 400 to Kennedy Road. The EA-approved alignment for the transitway runs south of the VMC (south of Highway 407) with a transfer at the Highway 7 Subway Station. The 407 Transitway is an unfunded project and therefore the timing of its completion is uncertain.

EMPLOYMENT LANDS - PROVINCIALY SIGNIFICANT EMPLOYMENT ZONES

On January 15, 2019, the Minister of Ontario issued a preliminary map of 29 proposed provincially significant employment zones on the Environmental Registry, related to Proposed Amendment 1 on the Growth Plan (2020), Provincially Significant Employment Zones are for the purpose of long-term planning for job creation and economic development consist of employment areas as well as mixed-use areas that contain a significant number of jobs. The Vaughan Metropolitan Centre does not fall within any Provincially Significant Employment Zones. However, both of the boundary expansion areas do, with the expansion area north of Portage Parkway and east of Maplecrete Road falling within Zone 10. Provincially significant employment zones must be protected and can only be converted to other uses through the Municipal Comprehensive Review process.



Metrolinx 2041 Regional Transportation Plan (2018)

METROLINX 2041 REGIONAL TRANSPORTATION PLAN

The Metrolinx Board of Directors adopted the 2041 Regional Transportation Plan (RTP) on March 8, 2018. The vision of the 2041 RTP is that the Greater Toronto and Hamilton Area will have a sustainable transportation system that aligns with land use and supports healthy and complete communities. This system will provide safe, convenient, and reliable connections, and support a high quality of life, a prosperous and competitive economy, and a protected environment. The 2041 RTP builds on its previous iteration by designing communities, transit stations, and Mobility Hubs such as the VMC to support transit use and active transportation and better integrate transportation planning and land use, especially around transit stations and Mobility Hubs. This document allows planning for the VMC to consider the regional transportation context.

METROLINX MOBILITY HUB GUIDELINES

Since 2011, the Mobility Hub Guidelines have provided a framework for successful planning and development of Mobility Hubs. The Metrolinx Mobility Hub Guidelines are currently being reviewed to ensure they adequately represent the changes to the Growth Plan (2020), the 2041 Regional Transportation Plan (2018), a new Transit Oriented Development Program, and updates to the Metrolinx Act in the fall of 2018. The Mobility Hub Guidelines address a number of key objectives, such as the seamless integration of modes at the rapid transit station, the safe and efficient movement of people with high levels of pedestrian priority, a well-designed transit station for a high-quality user experience, and a vibrant, mixed-use environment with higher land use intensity. This document provides guidance for the evolution and organization of Mobility Hubs like the VMC.

3.2 Regional Framework

YORK REGION OFFICIAL PLAN



York Region Official Plan (2010)

The York Region Official Plan (YROP) interprets provincial-level policy direction throughout its constituent lower-tier municipalities. The YROP (2010) assigns population and density targets where appropriate, addresses population forecasts, coordinates significant transportation and utility corridors, and provides coordinated protection for the Regional Greenlands System.

The YROP was approved by the Minister of Municipal Affairs and Housing in September 2010. The plan was appealed to the Ontario Municipal Board. Portions of the YROP remain under appeal. A Municipal Comprehensive Review is currently underway, which will lead to amendments to the YROP. The VMC Secondary Plan update will be coordinated with the YROP review to ensure conformity with the YROP as amended.

Regional Centre and Regional Corridors

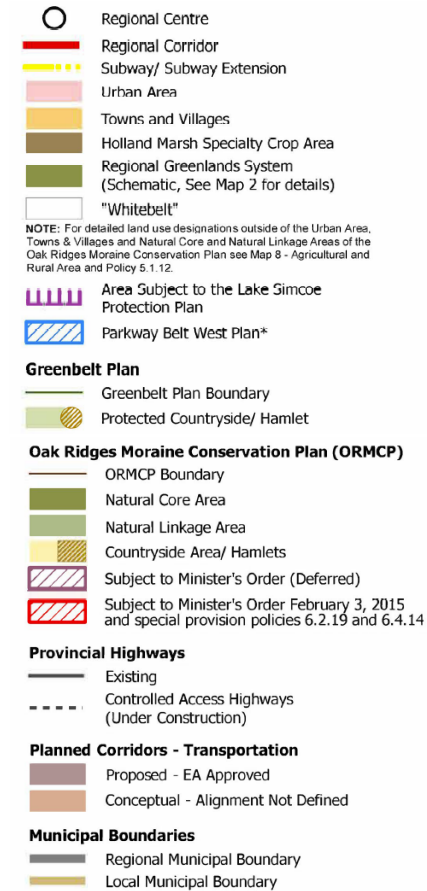
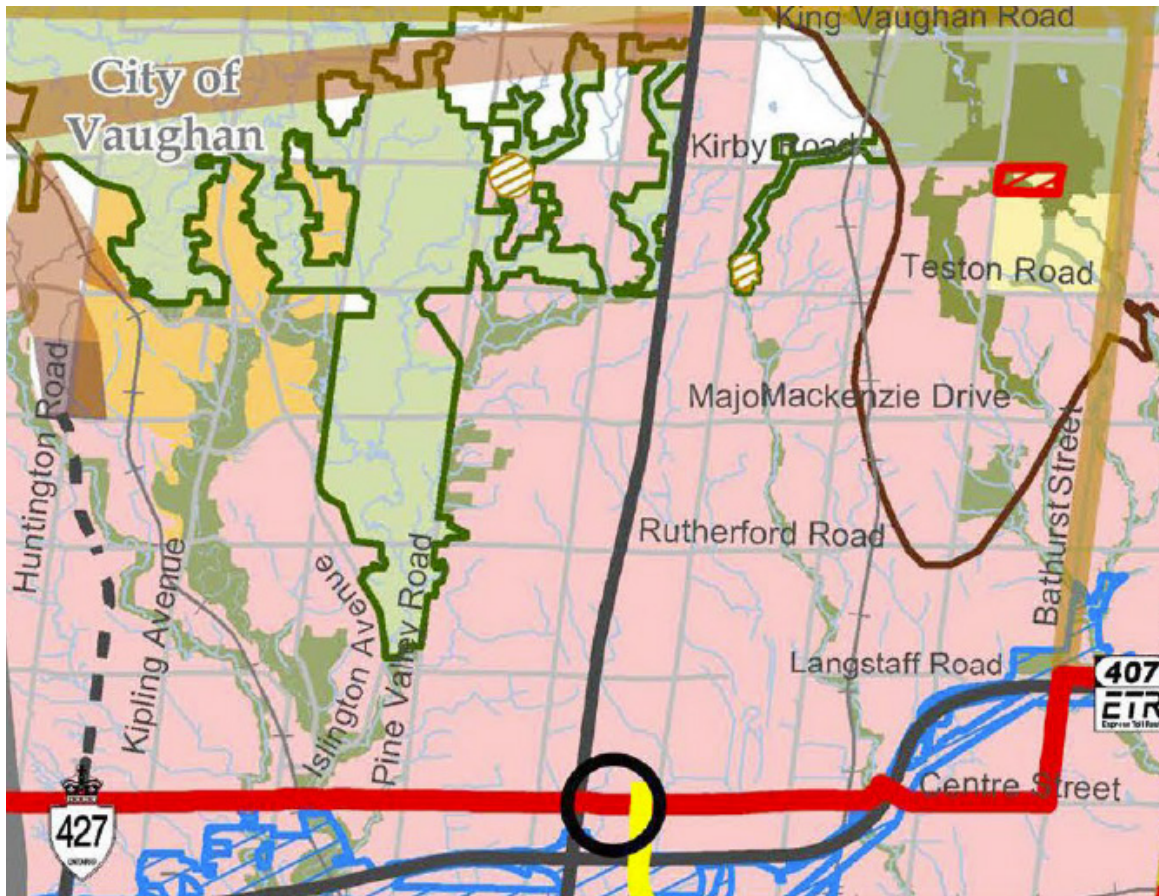
The YROP establishes a Regional Structure that establishes a hierarchy of intensification areas. Regional Centres and Regional Corridors are identified as the primary locations for the most intensive and greatest mix of development within the Region, and form a part of a larger regional system of urban growth centres and intensification corridors. The VMC

is identified in the YROP as a Regional Centre bisected by a Regional Corridor. The YROP recognizes Regional Centres and Corridors as hubs of commerce, business and entertainment activities, and the preferred location for major office uses (4.2.1, 4.2.2). The planning and implementation of Regional Centres will provide the greatest intensity of development within the region, mobility choices and associated facilities for all residents and employees for all types of transportation, and a long-term resident-to-employee target ratio of 1:1 (5.3.1, 5.4.1, 5.4.3, 5.4.20a, 5.4.20c, 5.4.20f).

Regional Centres that contain the highest development densities and greatest mix of uses in the region, such as the VMC, shall receive a minimum density of 2.5 FSI per development block and 3.5 FSI per development block at or adjacent to the VMC Subway Station (5.4.23).

Planning for these areas shall promote, among other objectives:

- a concentration of the most intensive development and greatest mix of uses within a reasonable and direct walking distance of rapid transit stations (5.4.6d);
- interconnected and accessible mobility systems, with a priority on pedestrian movement, and on transit use and access (5.6.12a);



* Boundary based on best available Provincial data. Boundaries are subject to change. Please contact the Ontario Ministry of Municipal Affairs and Housing for precise and current boundaries.



Figure 4 York Region Official Plan (2010) Map 1 Regional Structure

- a fine-grained street grid that incorporates sidewalks and bicycle lanes (5.4.6b);
- an urban built form that is massed, designed, and oriented to people, and creates active and attractive streets for all seasons with ground-floor uses such as retail, human, and personal services (5.4.6c);
- an urban public realm, including passive and active parks and meeting places such as urban squares, which incorporate art, culture, and heritage, and that contribute to a sense of place and clear identity (5.4.6j);
- a minimum requirement that 35% of new housing units be affordable, offering a range of compact housing forms and tenures, and intrinsically affordable units for low- and moderate-income households (3.5.6);
- human services that meet local community and Region-wide needs (5.4.6p);
- the realization of sustainability objectives, urban greening, innovative urban stormwater management, and excellence in urban design and sustainable construction methods (5.4.6m); and
- the sequencing of development in an orderly way, co-ordinated with the provision of human services, transit, and other infrastructure (5.4.6f).

Other Key Policy Areas

Healthy Communities

The YROP establishes the goal of improving the health and well-being of residents and workers in the region by planning and developing sustainable active communities. In pursuit of this goal, the YROP encourages Secondary Plans to achieve a number of efforts, such as reducing vehicle emissions, avoiding locating sensitive uses near significant air emissions sources, directing major human service facilities to Regional Centres and Regional Corridors, promoting the co-location or campusing of human services with other uses, attracting new educational and skills training facilities, and identifying and conserving significant cultural heritage resources (3.2.3, 3.3.4, 3.3.3, 3.2.6, 3.3.6).

Housing

The YROP requires that local municipalities permit a mix and range of housing types, lot sizes, unit sizes, functions, tenures, and levels of affordability within each community (3.5). All new secondary plans will include a strategy to implement the YROP's affordable housing policies including: specifications on how the affordable housing targets will be met; policies to achieve a mix and range of housing types within each level of affordability; and policies to ensure affordable larger sized family units; and, consideration of locations for social housing developments (3.5.5).

Employment

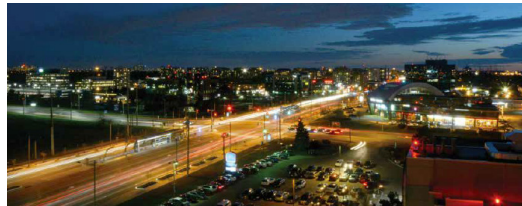
The Region requires that employment lands are managed as strategic areas that are vital to the regional economy. Uses not permitted on employment lands include residential, major retail, and other retail and commercial non-ancillary uses. Within employment lands, only employment and ancillary uses are to be designated or zoned fronting local corridors and other major streets. Employment land development is to be designed to be both walkable and transit-accessible where possible (4.3.4, 4.3.8, 4.3.9, 4.3.13, 4.3.15).

Mobility

The YROP supports active transportation and a reduction in automobile dependence (7.1.1, 7.1.3, 7.1.13, 7.2.1, 7.2.27, 7.2.39d).

Major Transit Station Areas

York Region is currently undertaking a Municipal Comprehensive Review of its Regional Official Plan. As part of this process, the Region will update its intensification strategy. In this update, the Growth Plan requires the Region to delineate the boundaries of Major Transit Station Areas (MTSAs) and to set minimum density targets for MTSAs located on priority transit corridors. Protected MTSAs will be designated under Section 16 of the Planning Act and therefore be protected from land use planning appeals related to height and density.



York Region Transportation Plan (2016)

YORK REGION TRANSPORTATION MASTER PLAN

The York Region Transportation Plan (2016) maps out the Region's extensive transportation network until 2041. It sets out the infrastructure and policy requirements to enable the Region to build and maintain an interconnected system of mobility. There are five objectives outlined in this plan:

1. Create a World Class Transit System
2. Develop a Road Network Fit for the Future
3. Integrate Active Transportation in Urban Areas
4. Maximize the Potential of Employment Areas
5. Make the Last Mile Work

The Region has identified six Mobility Hubs in York Region, one of which is the Vaughan Metropolitan Centre (4.0). Regional growth management involves directing growth to intensification areas such as the VMC where the intensity, mix, and form of new developments shape parking requirements.

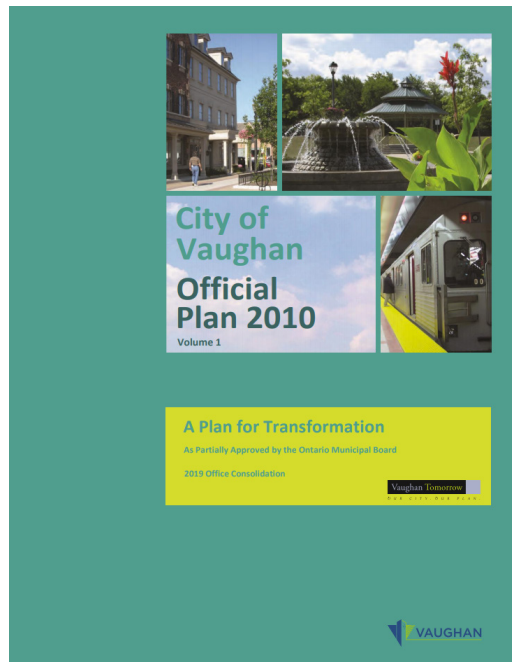
The Transportation Master Plan is being updated to identify long-term strategies, policies and infrastructure needs; address provincial growth targets to 2051; and support evolving Regional transportation infrastructure needs. The update is being undertaken in conjunction with other Regional initiatives including the update to the YROP. The VMC Secondary Plan update will be coordinated to ensure conformity.

HOUSING SOLUTIONS: YORK REGION'S 10-YEAR HOUSING AND HOMELESSNESS PLAN

York Region's 10-Year Housing and Homelessness Plan provides a roadmap to help ensure residents have access to a range of housing options and services at all ages and stages of their lives. In October 2019, York Regional Council approved phase two of the Region's 10-year plan. To build on accomplishments from phase one and respond to current needs and challenges, the updated plan includes new goals for 2019 to 2023 to:

- Increase the supply of affordable and rental housing
- Help people find and keep housing
- Strengthen the housing and homelessness system

Planning for the VMC should consider the goals and actions established in the plan and the importance of affordable housing in the creation of a complete community.



City of Vaughan Official Plan (2010)

3.3 Municipal Framework

CITY OF VAUGHAN OFFICIAL PLAN

The Vaughan Official Plan (VOP) is a statutory document under the Planning Act that guides the future growth and development of the City. The Official Plan was adopted by Council in 2010, and endorsed with modifications by York Region in June 2012. Subject to appeals, the plan was brought partially into force by a Partial Approval Order issued by the Ontario Municipal Board. An update to the Official Plan is currently underway, with presentation to Council targeted for Q4 2023. The update will bring the Official Plan into conformity with recent Provincial policies and plans and the new Regional Official Plan. The VMC Secondary Plan update will be coordinated with the review of the broader Official Plan to ensure conformity.

VMC in the Urban Structure

Vaughan's Urban Structure identifies locations for residential, mixed-use, or employment intensification and clearly defines the community, employment, and Natural Areas in which major change is not desirable (2.2.1). The planned Urban Structure seeks to protect the Natural Areas and Countryside, maintain the stability of Community Areas and Employment Areas, and establish a hierarchy of Intensification Areas where the VMC will be the major focus (2.2.1.1).

Intensification Areas are made up of the VMC, Primary Centres, Local Centres, Regional Intensification Corridors, and Primary Intensification Corridors. Intensification Areas will be the primary locations for the accommodation of growth and the greatest mix of uses, heights, and densities in accordance with the prescribed hierarchy (2.2.1.2). Intensification Areas are priorities for transit investments, and land-use planning within these areas should maximize the use of existing and planned transit infrastructure (4.1.1.4). A transit modal split of 50% is targeted for the VMC and the Regional Intensification Corridors by 2031 (4.1.1.2).

VMC-related Policy Direction

The VMC will be a major focus for intensification for a wide range of residential, office, retail, cultural and civic uses (2.2.1.1i). The VMC and other Intensification Areas will be the primary locations for the accommodation of growth and the greatest mix of uses, heights, and densities in accordance with this Official Plan (2.2.1.2). Intensification Areas will be the primary locations for the accommodation of the 45% intensification target and have been established to make efficient use of underutilized sites served with a high-level of existing or planned transit (2.2.5). The VMC will be the City's downtown and will have the widest range of uses with buildings

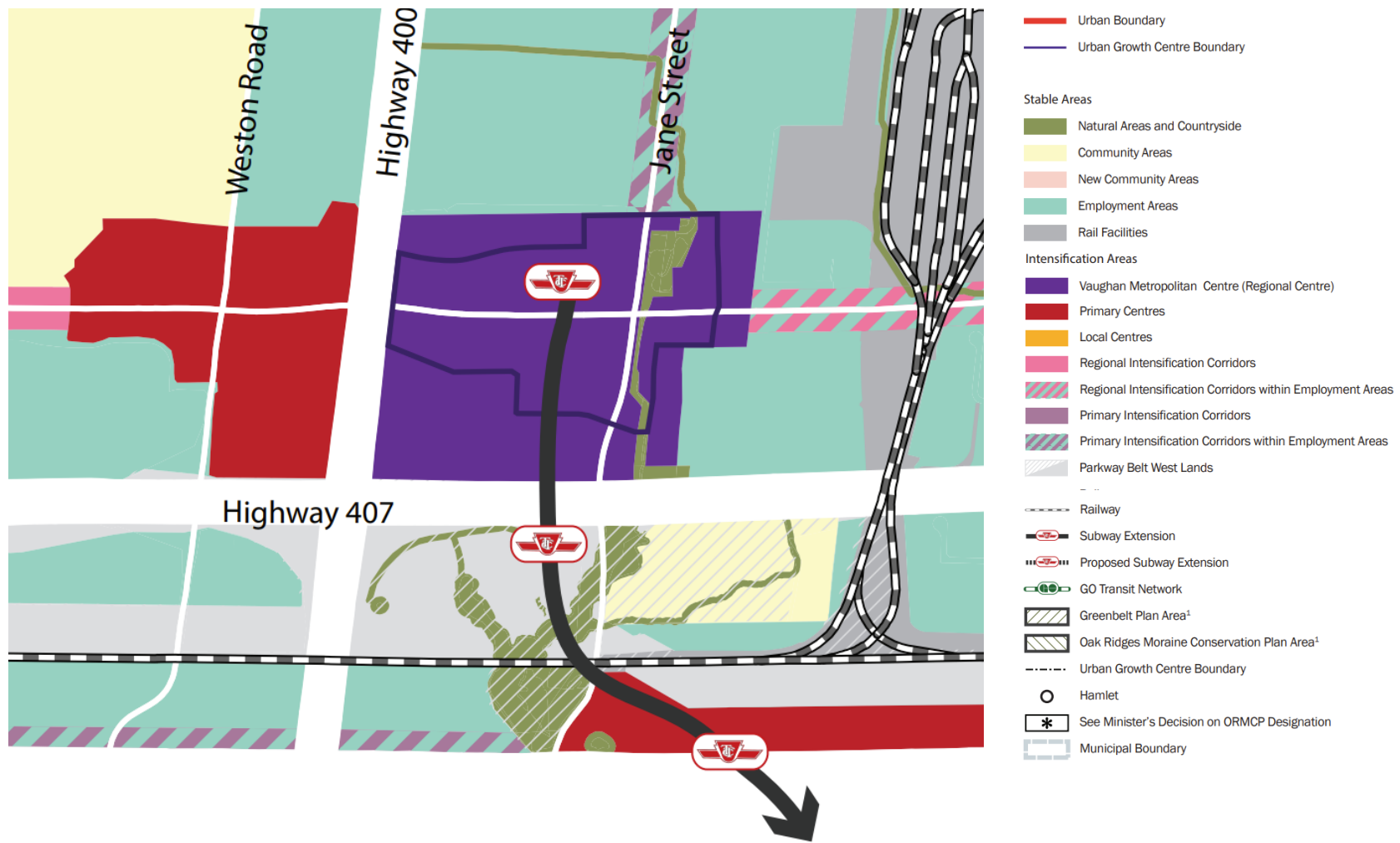


Figure 5 Vaughan Official Plan (2010) Schedule 1 Urban Structure

of various sizes, including the tallest buildings in the City (2.2.5). Primary intensification corridors will link various centres and may accommodate both mixed-use intensification and employment intensification (2.2.5). Major Office uses and Retail will be directed to Intensification Areas.

The VMC will comprise distinct development precincts including residential neighbourhoods, office districts, Employment Areas, and mixed-use areas, all linked by a parks system, public squares and open spaces, and a fine-grain grid street pattern. In the VMC, there is an opportunity to develop a pedestrian-friendly and transit-oriented area with a variety of housing options and employment opportunities. The VMC includes an Urban Growth Centre and a Regional Centre, as identified in the Growth Plan (2020) and the York Region Official Plan (2010), respectively (2.2.5).

The VMC shall be planned to be developed with the highest intensity and widest mix of uses including but not limited to commercial, office, residential, retail, entertainment, hospitality, and institutional uses as well as parks and squares (2.2.5.1). The growth within the VMC as an Urban Growth Centre shall be planned to meet or exceed the density requirement of 200 people and jobs hectare as set out by provincial and regional policies (2.2.5.2). The VMC shall be planned

to achieve a minimum average floor space index of 2.5 per development block and 3.5 per development block for those on or adjacent to the VMC subway, consistent with the YROP (2.2.5.2).

It is the policy of Council to encourage and facilitate the establishment of the following in the VMC: major offices, government offices, post-secondary educational institutions, cultural facilities, public institutions, retail uses, major civic public squares and parks, and socially diverse residential neighbourhoods that contain a mix of housing types, including housing suitable for seniors and families with children (2.2.5.3). It is required that at least 35% of housing units in the VMC satisfy the criteria for affordable housing (2.2.5.4).

Other Policy Areas

Transit-Oriented Development

Higher order transit investments that serve Intensification Areas should be prioritized to meet the mobility needs of high-intensity growth areas. Specifically, the VOP encourages the provision of transit service within 500 metres of at least 90% of residences and the majority of jobs and within 200 metres of at least 50% of residents in the Urban Area (4.2.2.14).

Supporting Active Transportation

Walking and cycling as viable modes of transportation will be supported through maximizing connections to significant destinations, including Intensification Areas, employment clusters, schools and institutions, parks and open spaces, and other key public places (4.2.3.1). The VOP outlines the need to consider the coordination of central bicycle parking facilities in the VMC and others where demand for such facilities is demonstrated and may be developed in partnership with private sector development (4.2.3.12).

Parking

Council will consider establishing a municipal parking authority to develop a pay-for-parking system for on-street parking in high parking demand locations throughout the City, including Intensification Areas (4.3.2.1c). Parking requirements will be reduced where feasible by establishing context-sensitive parking requirements that respond to diverse settings including Intensification Areas (4.3.2.2b) and in Intensification Areas where transit, walking, and cycling alternatives exist (4.3.2.2c). Also, guidelines for cash-in-lieu of parking in Intensification Areas may be developed where it can be demonstrated that parking reductions will not have adverse spill over impacts on surrounding areas and where the provision of on-street or municipal provided parking can meet additional needs (4.3.2.3).

WESTON 7 SECONDARY PLAN

The City of Vaughan is currently developing a Secondary Plan for the Weston 7 area located to the west of the VMC. The Weston 7 Secondary Plan Phase 1 Report has been completed and was received by Council in June 2019. Phase 2 and 3 began in May 2020, with the Transportation Master Plan being developed concurrently. The Secondary Plan is expected to be completed in Fall 2021. The study area is one of Vaughan's primary growth centres and functions today as a commercial centre for shopping and entertainment uses. It consists predominantly of low-density commercial, a recent mixed-use development, recent commercial development, Highway 7, and adjacent Employment uses and stormwater management (1.3). The draft principles and policy directions for this area include developing a significant commercial, cultural, and entertainment destination that strengthens the local economy, establishes a connected and multi-modal community, creates a high-quality public realm, and encourages a variety of housing types and tenures, among others (2.2). This area is intended to complement the VMC, developing a balanced approach to growth and density that capitalizes on transit investments while respecting the ability of other Vaughan centres to grow and evolve (2.2.7). Opportunities to create synergies between the two areas and align work on the Secondary Plans need to be further explored.

GREEN DIRECTIONS VAUGHAN

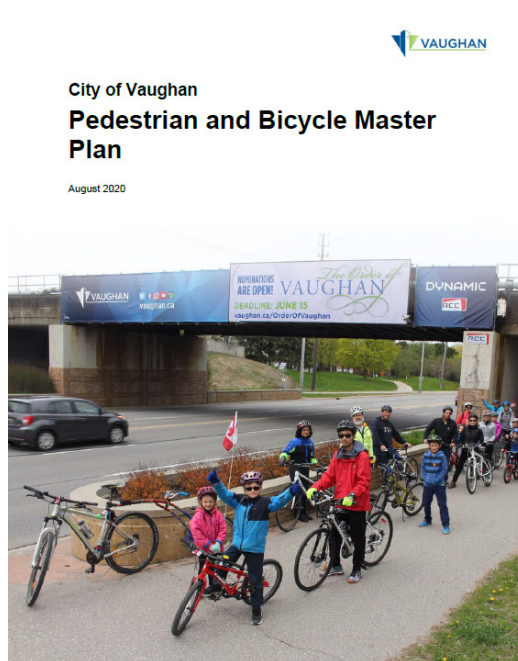
Green Directions Vaughan was approved by Council in 2009 as the City's Community Sustainability and Environmental Master Plan. This plan is intended to guide the community to a more sustainable future by addressing environmental, cultural, social, and economic values and influence the City's operational and regulatory activities. Green Directions Vaughan is structured by six goals:

1. To significantly reduce waste and the use of natural resources;
2. To ensure sustainable development and redevelopment;
3. To ensure that the City is easy to get around with a low environmental impact;
4. To create a vibrant community where citizens, businesses and visitors thrive;
5. To be leaders in advocacy and education on sustainability issues; and
6. To ensure a supportive system for the implementation of this plan.

Actions identified in the Plan that are relevant to the VMC Secondary Plan include green building practices, electric vehicle parking, transportation demand management, housing, and open space planning.

PARKING STRATEGY

The City will develop a plan to address and manage parking needs associated with growth in the VMC. This will include immediate short- and long-term solutions to support continued investment in the VMC, while laying the foundation for changes in land use and travel patterns. The first draft of the strategy identified measures to address public parking at the Mobility Hub, including introduction of parking restrictions to encourage transit commuters to utilize Park & Ride commuters parking lots at 407 and Pioneer Village TTC stations and the introduction of some paid on-street parking in-step with emerging of the critical mass. Future work will establish parking prohibitions and/or restrictions on selected city streets within the VMC.



City of Vaughan Pedestrian and Bicycle Master Plan (2007)

VAUGHAN TRANSPORTATION MASTER PLAN UPDATE

The Vaughan Transportation Plan Update will investigate alternatives to help ensure smooth, safe, and efficient travel options, such as new cycling infrastructure, better use of technology, and new roads, to improve the quality of travel for the City’s current and future residents, businesses, and visitors. This plan will build on the foundation laid by the 2012 Transportation Master Plan and continue to identify new road links and transportation options to improve mobility in Vaughan. The plan will also prepare the City for new trends and travel patterns that have emerged since the 2012 Plan and will recommend improvements to create a connected and completed transportation system. The completed Vaughan Transportation Master Plan is expected to be brought forward to Council for approval by Q2 of 2022.

VAUGHAN PEDESTRIAN AND BICYCLE MASTER PLAN

The Pedestrian and Bicycle Master Plan was adopted in 2007 by the City of Vaughan to guide improvements to existing and proposed pedestrian and cycling facilities and create a friendlier environment for residents. A 2020 Pedestrian and Bicycle Master Plan Update is currently being completed to address the City of Vaughan’s changing priorities. This plan update will cover priorities on safety, infrastructure, connectivity, and awareness and culture. This plan update is supported by the VMC Cycling Network Technical Paper, which features a proposed cycling network through the VMC.

VAUGHAN INTEGRATED URBAN WATER MASTER PLAN

The City of Vaughan is in the process of developing a new Integrated Urban Water Plan to meet the City's changing needs. This plan will be the City's long-term strategy for providing water, wastewater, and stormwater management systems that are safe, resilient, reliable, financially responsible, and environmentally sustainable. It will support the City's vision expressed in the OP Review, Vaughan Vision 2050, the City's Growth Management Strategy, and Green Directions Vaughan. At present, Vaughan has conducted a Water and Wastewater Master Plan Environmental Assessment that includes York Region Water and Wastewater Projects, Water Distribution System Pressure Monitoring Technical Memorandum, Design Criteria Technical Memorandum, Planning Projections Technical Memorandum, Water Distribution System Model Technical Memorandum, Wastewater Collection System Modelling Technical Memorandum, Water and Wastewater Master Plan Project Maps, and Public Consultation results.

SUSTAINABILITY METRICS PROGRAM

The Sustainability Metrics are a tool incorporated into the development review process to foster healthy, complete and sustainable communities. Four categories of metrics are used to evaluate the sustainability performance of new development projects:

1. Built environment
2. Mobility
3. Natural environment and open space
4. Infrastructure and buildings

The metrics are used to generate an Overall Application Score and an Overall Community Score. Sustainability scores are generated for Site Plan (excluding minor applications), Draft Plan of Subdivision, and Block Plan Applications. All applicable development applications within the Vaughan Metropolitan Centre are expected to meet or exceed the Silver Threshold Score.

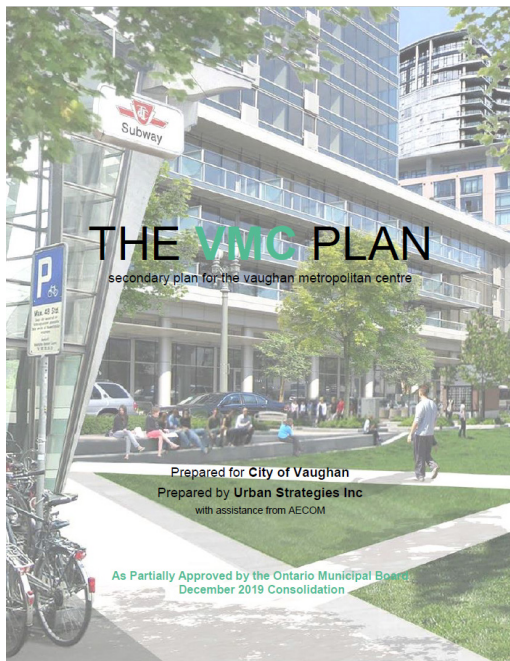


Transit Square

4. VMC PLANNING FRAMEWORK

- 4.1 VMC Policies, Plans, and Guidance**
- 4.2 Concurrent Planning Studies**

4.1 VMC Policies, Plans, and Guidance



VMC Secondary Plan (2010)

The VMC Secondary Plan, created in 2010, has been the foundational planning document guiding the growth and evolution of the VMC. However, substantial subsequent planning work has been undertaken to implement its vision. These documents have advanced thinking on the VMC and the direction they establish will be an important input into the updated VMC Secondary Plan.

VAUGHAN METROPOLITAN CENTRE SECONDARY PLAN

The existing VMC Secondary Plan was adopted by Vaughan Council in September 2010, consolidated in December 2019, and is partially approved by the Ontario Municipal Board. It is a part of the City of Vaughan Official Plan (2010) and serves to guide and regulate development of Vaughan Metropolitan Centre over a long-term period.

The Secondary Plan establishes the overall vision for Vaughan Metropolitan Centre as an intense, dynamic, mixed-use community guided by seven principles:

- transit-oriented;
- walkable;
- accessible;
- diverse;
- vibrant;
- green; and
- beautiful.

The VMC is intended as the downtown heart of the City of Vaughan, economically, culturally, and physically.

Objectives

The Secondary Plan seeks to achieve 10 objectives for the VMC:

1. Establish a downtown for Vaughan by 2031, containing a mix of uses, civic attractions, and a critical mass of people
2. Establish complete neighbourhoods containing a variety of housing
3. Attract and accommodate a variety of employment uses
4. Attract a major institution of higher learning
5. Optimize existing and planned investments in rapid transit
6. Establish a hierarchical, fine-grain grid network of streets and pathways linked rationally to the larger road system
7. Develop a generous and remarkable open space system
8. Make natural features and functions a prominent part of development
9. Ensure development incorporates green infrastructure and green build technologies
10. Ensure all development exhibits a high-quality of urbanity, materials, and design

Policies

Streets and Transportation

The Secondary Plan states that transit, walking, and cycling shall be the preferred modes of daily travel for most people living and working in the VMC. The Mobility Hub at the VMC Subway Station will link directly to Viva BRT and YRT bus terminal and support a high-density, mixed-use community. The street network plan is founded on a fine-grain grid network and encourages the diversion of truck traffic to peripheral streets via bypass routes (e.g., Portage Parkway as an alternative to Highway 7) and the provision and efficient use of parking facilities, including parking structures and on-street parking. Millway Avenue is intended as the VMC's principal north-south civic spine and central retail street.

Energy, Water, and the Natural Environment

The plan states that trees should line both sides of every street in the VMC, stormwater features should be heavily vegetated, and water courses should be visible and accessible. Individual buildings, sites, precincts, and the entire VMC should employ high-efficiency, low-impact systems for energy, water, and waste. The Secondary Plan promotes the use of best practices in environmental design and renewable energy sources including a district energy system. Remediation of the Black Creek will include flood protection.

Parks and Open Spaces

A diverse open space network of civic gathering places, neighbourhood parks, naturalized spaces, public squares, and private amenity spaces is outlined in the Secondary Plan, with a goal to develop a minimum of 20 hectares of parkland in the VMC. Residents should be within a 5-minute walk of a park that is accessible by people of all ages and abilities. The plan also specifies that where underground parking is appropriate under parks, a strata title agreement to the satisfaction of the city shall be required. A linked system of parks along Millway Avenue is envisioned as a setting for civic events, public art, and commercial activity, while the Black Creek should form a central open space corridor and be enhanced as a natural feature.

Community Services, Cultural Facilities, and Public Art

The Secondary Plan encourages the integration of spaces for community amenities within mixed-use buildings, the establishment of a college or university in the VMC, and the development of one or more cultural facilities. Four potential school sites are identified and a resource library is to be located near the Mobility Hub. The integration and installation of public art is encouraged within the planning and design of infrastructure and public spaces, based on the guidelines in the VMC Culture and Public Art Framework.

Land Use, Density, and Built Form

The VMC is intended to be a high-density, mixed-use downtown core centred on the VMC Subway Station and flanked by neighbourhoods containing a variety of building heights. By 2031, the VMC will accommodate a minimum of 5,000 new office jobs, 1,500 new retail and service jobs, and 12,000 residential units.

The Secondary Plan delineates four land use precincts in the VMC (see Figure 6):

1. Station Precinct
2. South Precinct
3. Neighbourhood Precincts
4. Employment Precincts

The Station and South Precincts will each have a high proportion of office and retail uses and a mix of high-rise and mid-rise buildings. The four Neighbourhood Precincts will have primarily residential uses, complemented by community amenities such as schools, parks, community centres, and daycare facilities, as well as retail and service commercial uses.

A mix of high-rise, mid-rise, and low-rise buildings and a mix of apartment dwellings and townhouses are encouraged in Neighbourhoods. Finally, the Employment Precincts in the east and west will have a mix of office and other non-noxious employment uses through a mix of low-rise, mid-rise, and high-rise buildings.

Development densities should be high within short walking distances from Viva rapid transit stations, and highest at the VMC Subway Station. Condominium and rental apartments will be the dominant unit type in the VMC, but each distinct residential neighbourhood should contain a significant portion of grade-related housing, principally townhouses. Housing units should be designed to accommodate families and meet York Region's affordable housing targets.

Section 4: VMC Planning Framework

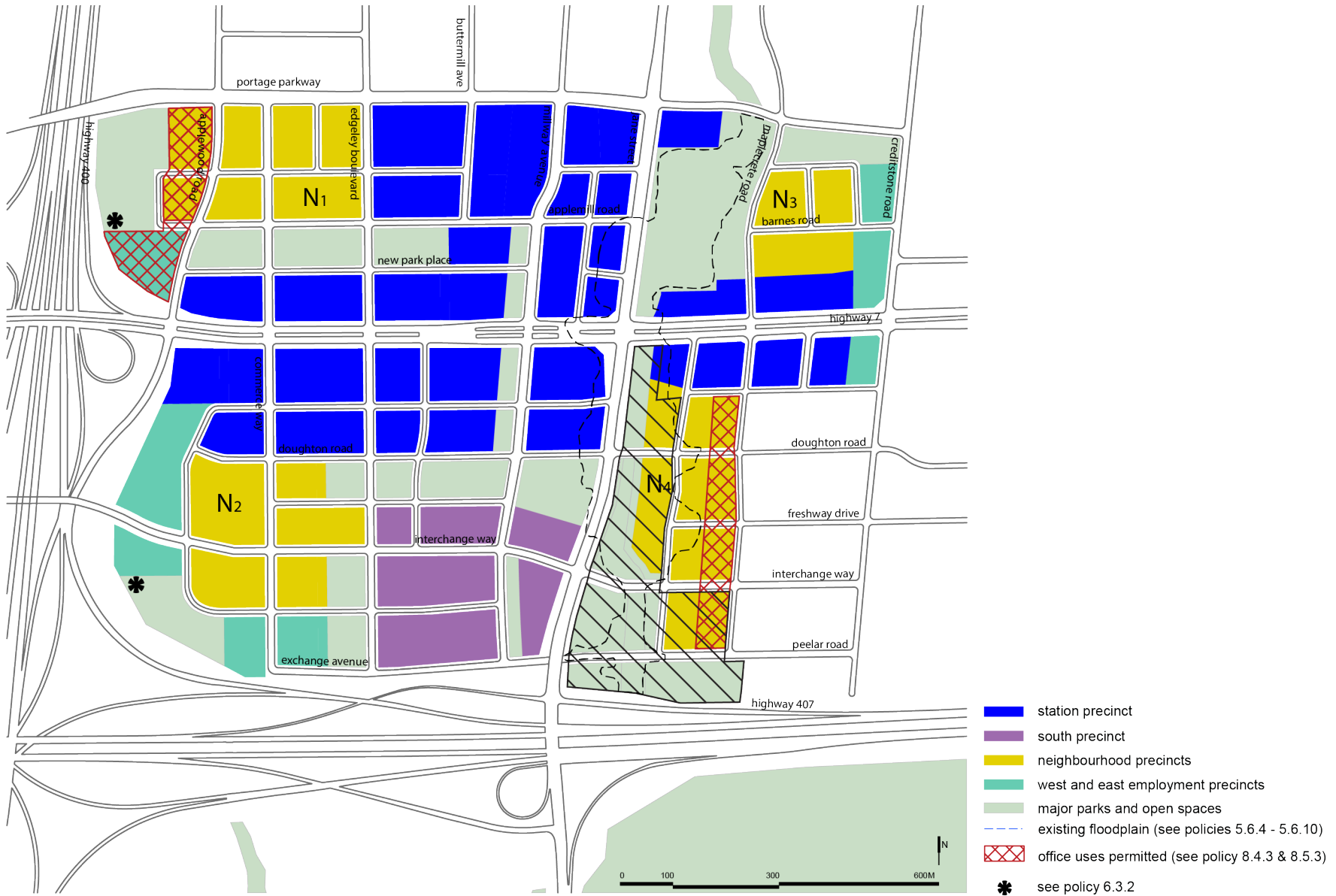
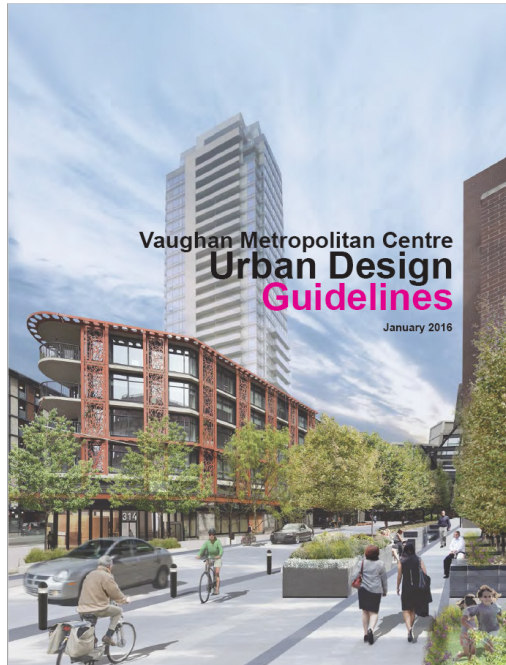


Figure 6 VMC Secondary Plan Schedule F: Land Use Precincts

VMC URBAN DESIGN GUIDELINES

Established in 2016, this document guides private development in the VMC. Specific design considerations are presented for blocks, buildings, and privately-owned public spaces (POPS). The guidelines are organized around seven character areas within the VMC, each sharing a common built form and centred around a primary open space.



VMC Urban Design Guidelines (2016)

VMC CULTURE AND PUBLIC ART FRAMEWORK

This 2015 framework provides strategic directions, objectives, actions, and priorities to guide development of cultural resources, activities, and public art in the VMC. It establishes an integrated vision for investment and provision of these amenities through key stakeholders, funding models, marketing and communications, and a recommended phasing plan. The existing Secondary Plan states that the recommendations of the VMC Culture and Public Art Framework shall be implemented.



VMC Culture and Public Art Framework (2015)

VMC COMMUNITY IMPROVEMENT PLAN

Vaughan Council enacted By-law 177-2015 to designate Vaughan Metropolitan Centre as a Community Improvement Project Area and adopt the VMC Community Improvement Plan. This document outlines financial and planning tools to encourage large office development in the VMC, including development charge reduction or deferral, cash-in-lieu of parkland dedication, tax increment equivalent grants (TIEGs), podium parking incentives, and expedited development approvals.

PORTAGE PARKWAY CLASS ENVIRONMENTAL ASSESSMENT

This study advances the planning, design, and implementation of two road projects: the widening of Portage Parkway and its extension to Creditstone Road. These strategic improvements are intended to support the VMC's Mobility Hub, emerging street network, and Black Creek channel crossings.



Vaughan Metropolitan Centre Vaughan, Ontario

Reconnaissance & Strategic Assessment
May 2015



VMC Reconnaissance and Strategic
Assessment (2017)



VMC Streetscape and Open Space Plan (2015)

VMC RECONNAISSANCE AND STRATEGIC ASSESSMENT

Building on the framework established by the existing VMC Secondary Plan, this 2017 assessment includes a SWOT analysis of the VMC and proposes a refined vision for Vaughan's downtown, supported by six guiding principles. Its key recommendation is a district strategy that segments the VMC into unique and identifiable districts, each with its own detailed strategies and potential programming.

VMC STREETScape AND OPEN SPACE PLAN

Approved by Council in 2015, this plan presents a landscape framework and design guidelines for a connected public realm of parks, open spaces, streets, and mews in the VMC. The plan classifies parks and open space typologies and streetscape typologies, sets a target of 30% tree canopy coverage, and identifies the Black Creek as an important placemaking feature and landscape-based stormwater management function. Implementation strategies are also identified, including partnerships, operations, and maintenance.

BLACK CREEK STORMWATER OPTIMIZATION STUDY AND MASTER PLAN CLASS ENVIRONMENTAL ASSESSMENT

This study identifies and evaluates improvement alternatives for flooding, water quality, and channel erosion within the City of Vaughan's Black Creek subwatershed. The preferred solution was determined to be the reconstruction and renewal of Black Creek between Edgeley Pond (north of Highway 7) and Highway 407.

VMC UTILITY MASTER PLAN

Completed in 2017, this study focuses on the planning of utility servicing to support the VMC full build. The City's vision is for an infrastructure network where a hierarchy of utility corridors is established along the VMC's street network and integrated with infrastructure investments. High-level design guidelines are included to ensure public realm components are properly coordinated with proposed utilities.



Rendering of Edgeley Park and Pond

EDGELEY PARK AND POND

Located in the northeast corner of the study area, Edgeley Park and Pond will be the largest open space, City-owned piece of land in the VMC. It will serve surrounding residential neighbourhoods and be a signature downtown destination for Vaughan and York Region. Edgeley Park is designed as a sustainable open space, with both a stormwater management function and an innovative public space design. The VMC Secondary Plan will be updated to reflect this significant new open space.

The City's key objectives for the Edgeley Park and Pond project are to:

- improve stormwater management and stream corridor functional design
- improve ecological function and provide functional natural habitats
- generate spaces for active and passive recreation
- showcase design innovation
- plan for strategic phasing and implementation
- enable further development of the downtown
- deliver a first-of-its kind destination for Vaughan and York Region

VMC TRANSPORTATION MASTER PLAN

In 2012, this plan identified road improvements and network alternatives, levels of transit modal shares, needed rights-of-way, transit and cycling initiatives, and travel demand forecasts for 2021 and 2031. The overall implementation strategy centres around achieving a significantly higher transit modal split, diverting as much heavy truck traffic as possible from Highway 7, and prioritizing pedestrian and cycling infrastructure.

4.2 Concurrent Planning Studies

A number of concurrent plans and studies are being undertaken to support the VMC Secondary Plan update, as well as support implementation. The studies and plans will ensure that growth will be supported by the appropriate level and timely delivery of services and infrastructure to create a complete and balanced community that aligns with the vision for the VMC.

PARKS AND WAYFINDING MASTER PLAN

This project will prepare a new strategy for the timely development of parks and open spaces in the VMC, as well as a wayfinding strategy to make it easier to navigate the area. The study includes four components: assessing the quality and quantity of parks and open spaces proposed for the VMC based on the original numbers projected in the VMC Secondary Plan and current development trends, defining the character and design of these proposed spaces, creating a phasing and implementation strategy for their delivery, and developing signage for pilot installation in the VMC. Ultimately, the project aims to enable the implementation of a diverse, multi-functional, and seamless network of parks and open spaces in and around the VMC that support its development as a complete community. Study findings and recommendations will be incorporated in the VMC Secondary Plan update.

TRANSPORTATION MASTER PLAN

An update is being undertaken to the 2012 VMC Transportation Master Plan to prepare the VMC for new trends and emerging travel patterns based on the updated land use from the Secondary Plan, and to recommend improvements to create a complete transportation system supporting all modes of transportation. The update will also identify an implementation strategy and phasing priorities. Study findings and recommendations will be incorporated in the VMC Secondary Plan update.

SERVICING STRATEGY MASTER PLAN

The existing Servicing Master Plan (2012) will be updated to reflect municipal servicing improvements and/or modifications to the stormwater, water, and wastewater services required to implement development objectives for the VMC, including a concentration of high-density employment and housing. Study findings and recommendations will be incorporated in the VMC Secondary Plan update.

In addition, a VMC Low Impact Development (LID) Guideline is being developed with focus on the VMC southeast quadrant. As identified in the Black Creek Renewal EA study (2018), an alternative

stormwater management (SWM) strategy is applied to the southeast quadrant in lieu of the proposed stormwater management pond for the quadrant. The alternative SWM strategy requires on-site retention within public right of ways and parks and open spaces as well as within the private development blocks. This LID guideline will identify the feasible LID measures within the City's public right of ways and parks and open spaces.

FEASIBILITY STUDY FOR A CULTURAL ARTS CENTRE

The City is exploring the creation of a cultural hub in the VMC to complement the growing resident and employee population and to leverage public transit and infrastructure investments. Based on policy stipulated in the current VMC Secondary Plan, a feasibility study was commissioned in 2018, concluding that market demand and community need is evident. City Council approved recommendations to move the project to the next stage of implementation, which will explore site selection, planning and urban design, funding, and governance models. The updated Secondary Plan will include a site-specific Cultural Arts Centre designation to ensure planning and design matters are considered for a future development.



Black Creek north of Highway 7

5. LEGACY CONDITIONS

5.1 Legacy Conditions

5.1 Legacy Conditions

The VMC Secondary Plan establishes a bold vision for a new downtown in an area previously characterized by low density commercial and industrial uses. Section 7 evaluates progress toward that vision organized by theme.

This section offers a short reflection on the “legacy conditions” that continue to contribute to existing conditions ten years into the Secondary Plan’s implementation and partway through this process of transformation. Figure 7 demonstrates how the existing condition of the VMC is a mix of the old and the new.

LEGACY BUILT ENVIRONMENT

Previous to the introduction of the subway in 2017, and particularly in the years before 2010, the VMC resembled many other commercial and light industrial areas within the GTA. Land uses and associated built form were largely limited to light industrial, office parks, hotels, as well as big box and strip mall retail. The VMC’s “legacy” buildings are primarily functional in design. Box-like, low and set back behind surface parking, most are essentially warehouses situated on slabs. Landscapes also tend to be suburban in design and are generally limited to lawns and other ornamental plantings. In the southwest quadrant, a never-completed and now largely defunct outdoor shopping mall with a pedestrianized private “main street” is anchored around a former movie theatre.

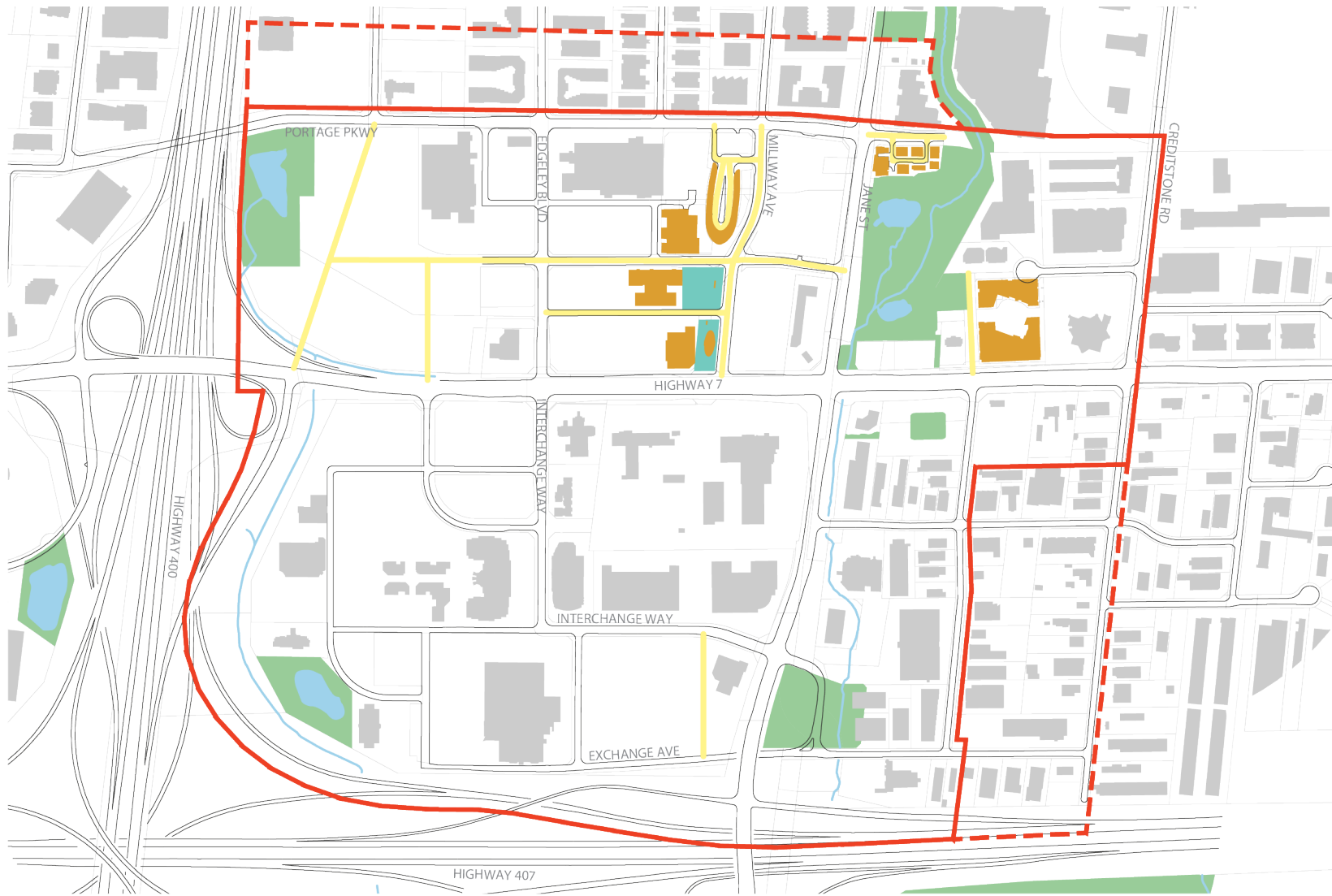


Image 9 Big box retail south of Portage Parkway



Image 10 Hotel at Highway 7 and Interchange Way

Section 5: Legacy Conditions



LEGEND

- VMC Boundary
- - - Boundary Expansion Areas
- Parcel Line
- Existing Building
- Existing Open Space
- New Building
- New Park
- New Road
- Watercourse
- Body of Water / Pond

Figure 7 Existing built form, parks and open spaces, and road network in Vaughan Metropolitan Centre

These buildings are expected to redevelop with time, although some may remain in place through the medium term.

Most of the VMC’s streets predating 2010 were built for the car, with few pedestrians expected. As such, legacy-era boulevard design in the VMC ranges from nonexistent to basic and functional in nature with little regard for pedestrian comfort or delight. As adjacent redevelopment occurs, boulevards are expected to gradually upgrade, while new streets will provide opportunities for superior design. However, it is also likely that some existing boulevards will remain in place for the medium term as they await redevelopment.

CURRENT EMPLOYMENT

While the VMC has been successful in attracting new and more intense forms of employment to the VMC, legacy employment uses still provide much of the employment in the area. Tables 1 to 3 provide a picture of current employment in the area. As the area undergoes redevelopment and intensification, the employment and retail mix will change. Both employment and retail uses will be critical to realizing the vision for the VMC as Vaughan’s downtown and central business district. In the interim, it will be important for new and legacy uses to coexist. Care will be given to fostering appropriate transitions that ensure the compatibility of new and existing built form and uses.

Table 1 Total Employment in the VMC (2019)

Number of Businesses	Total Employment	Full-Time Employment	Part-Time Employment	Total Estimate Floorspace (sq. ft.)
219	7,289	4,807	751	2,815,496

Source: York Region Employment Survey, 2019

Table 2 Top 10 Industrial Sectors in the VMC (NAICS 3-Digit; 2019)

NAICS Code	Industrial Sector	Total Employment	Full-Time Employment	Part-Time Employment
551	Management of companies and enterprises	1189	886	0
722	Food services and drinking places	646	242	262
541	Professional, scientific and technical	556	513	4
334	Computer and electronic product manufacturing	552	480	0
912	Provincial and territorial public administration	422	317	0
333	Machinery manufacturing	370	360	0
621	Ambulatory health care services	348	45	3
442	Furniture and home furnishings stores	338	90	248
311	Food manufacturing	262	152	0
335	Electrical equipment, appliance and component manufacturing	255	255	0

Source: York Region Employment Survey, 2019

*Full-Time and Part-Time Employment reflect on-site employment while Total Employment includes other categories including off-site and seasonal employment

Section 5: Legacy Conditions

Table 3 Top 20 Employers in the VMC (2019)

Business Name	Total Employment	Full-Time Employment	Part-Time Employment
KPMG	785	485	0
TORONTO AND REGION CONSERVATION AUTHORITY (TRCA)	422	317	0
MIRCOM TECHNOLOGIES LTD.	392	330	0
MOBILE CLIMATE CONTROL INDUSTRIES INC.	360	350	0
GREEN FOR LIFE (GFL) ENVIRONMENTAL	353	350	0
IKEA VAUGHAN	338	90	248
AGTA HOME HEALTHCARE INC.	335	35	0
SHERWOOD ELECTROMOTION INC.	250	250	0
WALMART	244	117	89
LOWE'S HOME IMPROVEMENT WAREHOUSE	217	71	19
DAVE AND BUSTER'S	175	95	80
FM GLOBAL	175	135	0
FRESH SELECTIONS INC./ FRESHTONE BRANDS INC.	160	70	0
RBC (incl. RBC Wealth Management, RBC Dominion Securities and Simbul-Lezon Wealth Management Group)	135	135	0
TELEDYNE OPTech	160	150	0
PARADISE BANQUET AND CONVENTION CENTRE	130	30	0
STAPLES PROMOTIONAL PRODUCTS	125	115	0
TASTY SELECTIONS	102	82	0
LOMBARDI PUBLISHING CORP.	87	75	0
HARLEY-DAVIDSON CANADA	76	55	5

Source: York Region Employment Survey, 2019

*Full-Time and Part-Time Employment reflect on-site employment while Total Employment includes other categories including off-site and seasonal employment



Image 11 The VMC includes several office park type buildings



Image 12 Strip mall retail on Jane Street



Transit City project under construction

6. DEVELOPMENT ACTIVITY AND INTEREST

**6.1 Development Completed or Under
Construction**

6.2 Approvals and Current Applications

6.1 Development Completed or Under Construction

Figure 8 on pg. 57 maps the following developments within the VMC as of October 2020.

COMPLETED AND OCCUPIED DEVELOPMENTS

- 1 KPMG**
Address: 1 Apple Mill Road
Approved: 2013
Developer: Cortel
FSI: 1.68 (permitted: 6)
Height: 15 storeys
Retail GFA: 5,488 m²
Office GFA: 26,675 m²
- 2 The Met**
Address: 7895 Jane Street
Approved: 2016
Developer: PlazaCorp
FSI: 4.1 (permitted: 5)
Height: 35 storeys + 3 storeys
Residential GFA: 41,677 m²
Residential units: 510 apartments
+ 62 townhouses
- 3 Expo Tower 1**
Address: 2900 Regional Road 7
Approved: 2014
Developer: Cortel
FSI: 4.33 (permitted: 5)
Height: 37 storeys
Residential GFA: 38,840 m²
Retail GFA: 1,620 m²
Residential units: 353 apartments
- 4 Expo Tower 2**
Address: 2900 Regional Road 7
Approved: 2014
Developer: Cortel
FSI: 4.33 (permitted: 5)
Height: 37 storeys
Residential GFA: 35,780 m²
Retail GFA: 2,102 m²
Residential units: 351 apartments
- 5 Expo Tower 3**
Address: 2908 Regional Road 7
Approved: 2017
Developer: Cortel
FSI: 4.33 (permitted: 5)
Height: 39 storeys
Residential GFA: 39,610 m²
Retail GFA: 500 m²
Residential units: 446 apartments
- 6 Expo Tower 4**
Address: 2916 Regional Road 7
Approved: 2017
Developer: Cortel
FSI: 4.33 (permitted: 5)
Height: 39 storeys
Residential GFA: 36,563 m²
Retail GFA: 365 m²
Residential units: 415 apartments

BUILT OR UNDER CONSTRUCTION

- 7 Transit City 1 and 2**
Address: 100 New Park Place
Approved: 2017
Developer: SmartCentres
FSI: 8.64 (permitted: 4.5)
Height: 55 storeys + 55 storeys
Residential GFA: 92,676 m²
Retail GFA: 575 m²
Residential units: 1,121 apartments
+ 11 townhouses
- 8 Transit City 3**
Address: 950 Portage Parkway
Approved: 2018
Developer: SmartCentres
FSI: 12.7 (permitted: 4.5)
Height: 55 storeys
Residential GFA: 49,641 m²
Retail GFA: 570 m²
Residential units: 631 apartments
- 9 Transit City 4 and 5 and Rental Building**
Address: 175 Millway Avenue
Approved: 2019
Developer: SmartCentres
FSI: 7.08 (permitted: 5)
Height: 36 storeys + 45 storeys + 50 storeys
Residential GFA: 117,985 m²
Retail GFA: 1,922 m²
Residential units: 1,472 apartments
- 10 VMC Centre of Community**
Address: 200 Apple Mill Road
Approved: 2016
Developer: SmartCentres
FSI: 2.55 (permitted: 6.0)
Height: 9 storeys
Retail GFA: 565 m²
Office GFA: 9,829 m²
- 11 Mobilio**
Address: 30 Interchange Way
Approved: 2019
Developer: QuadReal
FSI: 2.65 (permitted: 3)
Height: 13, 15, 18 storeys + 3 storeys
Residential GFA: 97,852 m²
Retail GFA: 112 m²
Residential units: 751 apartments
+ 307 townhouses
- 12 Expo Tower 5**
Address: 2920 Highway 7
Approved: 2019
Developer: Cortel
FSI: 10.24 (permitted: 5)
Height: 60 storeys
Residential GFA: 55,944 m²
Retail GFA: 2,615 m²
Residential units: 551 apartments

Section 6: Development Activity and Interest

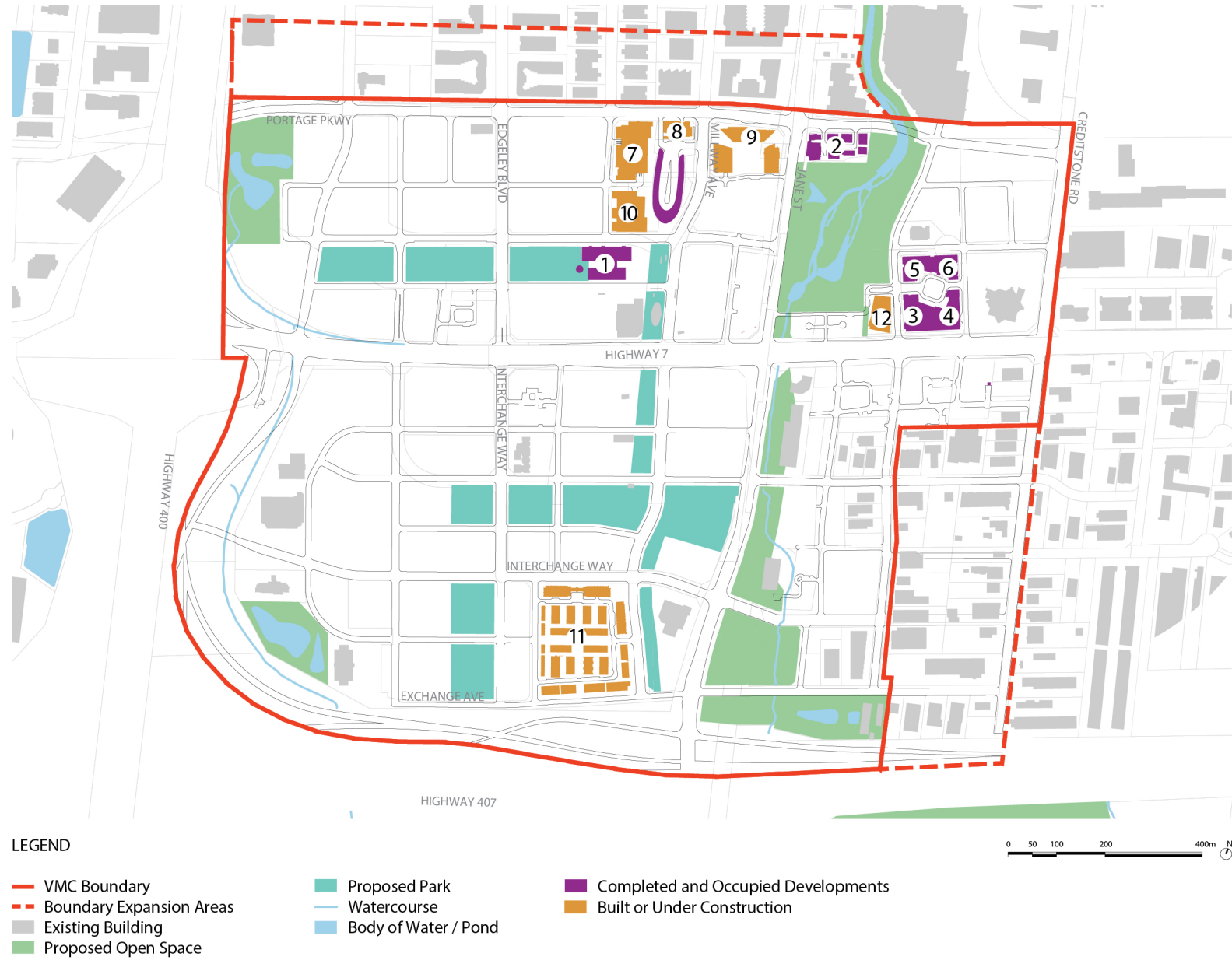


Figure 8 Development completed or under construction in Vaughan Metropolitan Centre (Oct. 2020)

6.2 Approvals and Current Applications

Figure 9 on pg. 59 maps the following developments within the VMC as of October 2020.

APPROVED PROJECTS

- 1 QuadReal Block 3**
Approved: 2020
Developer: QuadReal
FSI: 7.7 (permitted: 5)
Height: 40 storeys + 46 storeys
 + 55 storeys + 59 storeys
Residential GFA: 165,898 m²
Residential units: 2,461
 apartments
- 2 Icona**
Address: 3201 Highway 7
Approved: 2018
Developer: Gupta Group
FSI: 12.58 (permitted: 5)
Height: 46 storeys
 + 55 storeys + 55 storeys
Residential GFA: 123,875 m²
Retail GFA: 1,043 m²
Hotel GFA: 18,730 m²
Residential units: 1,663
 apartments + 16 townhouses
- 3 Melrose**
Address: 2851 Highway 7
Developer: Melrose Investments
FSI: 5 (permitted: 5)
Height: 27 storeys + 37 storeys
Residential GFA: 54,390 m²
Retail GFA: 426.59 m²
Residential units: 769
 apartments

- 4 Cosmos**
Address: 2951 Highway
 7/180-190 Maplecrete Road
Approved: 2018
Developer: Liberty
FSI: 5.5 (permitted: 5)
Height: 35 storeys
 + 35 storeys + 35 storeys
Residential GFA: 92,273 m²
Retail GFA: 3,301 m²
Office GFA: 13,549 m²
Residential units: 1,162
 apartments
- 5 Liberty Cement Plant**
Address: 2901 Regional Road 7
Approved: 2019
Developer: Liberty
FSI: 5.66 (permitted: 5)
Height: 34 storeys + 40 storeys
Residential GFA: 80,106 m²
Retail GFA: 762 m²
Residential units: 935
 apartments

SUBMITTED APPLICATIONS

- 6 Royal Centre**
Address: 3300 Highway 7
Developer: Ripple
FSI: 11.6 (permitted: 5)
Height: 50 storeys + 58 storeys
Residential GFA: 112,462 m²
Retail GFA: 1,132 m²
Office GFA: 29,683 m²
Residential units: 1,191 apartments
- 7 East Block South (C2)**
Address: East Block South
Developer: SmartCentres
FSI: 8.6 (permitted: 4.5)
Height: 6 storeys + 21 storeys
 + 64 storeys
Residential GFA: 63,899 m²
Retail GFA: 4,723 m²
Office GFA: 48,544 m²
Hotel GFA: 10,914 m²
Residential units: 798 apartments
- 8 Metrus (Terra) Properties Ltd.**
Address: 7800 Jane Street
Developer: Aspen Ridge/Metrus
FSI: 7.08 (permitted: 5)
Height: 17 storeys + 50 storeys
 + 60 storeys
Residential GFA: 112,462 m²
Retail GFA: 2,772.5 m²
Office GFA: 32,261 m²
Residential units: 1,177 apartments
- 9 Zzen**
Address: 2986/2966 Highway 7
Developer: Zzen Group
FSI: 8.5 (permitted: 5)
Height: 40 storeys
Residential GFA: 32,223 m²
Retail GFA: 942 m²
Residential units: 417 apartments
- 10 Goldpark**
Address: 2938 Highway 7
Developer: Goldpark
FSI: 8.32 (permitted: 4.5)
Height: 40 storeys
Residential GFA: 35,574 m²
Retail GFA: 986 m²
Residential units: 420 apartments
- 11 216-220 Doughton Road**
Address: 216-220 Doughton Road
Developer: Doughton Residences Corp
FSI: 11.41 (permitted: 5)
Height: 47 storeys + 49 storeys
Residential GFA: 85,410 m²
Residential units: 1,151 apartments
- 12 Walmart Block A5**
Address: 101 Edgeley Boulevard
Developer: SmartCentres
FSI: 8.05 (permitted: 5)
Residential GFA: 367,896 m²
Retail GFA: 3,716 m²
Residential units: 4,640 apartments

Section 6: Development Activity and Interest

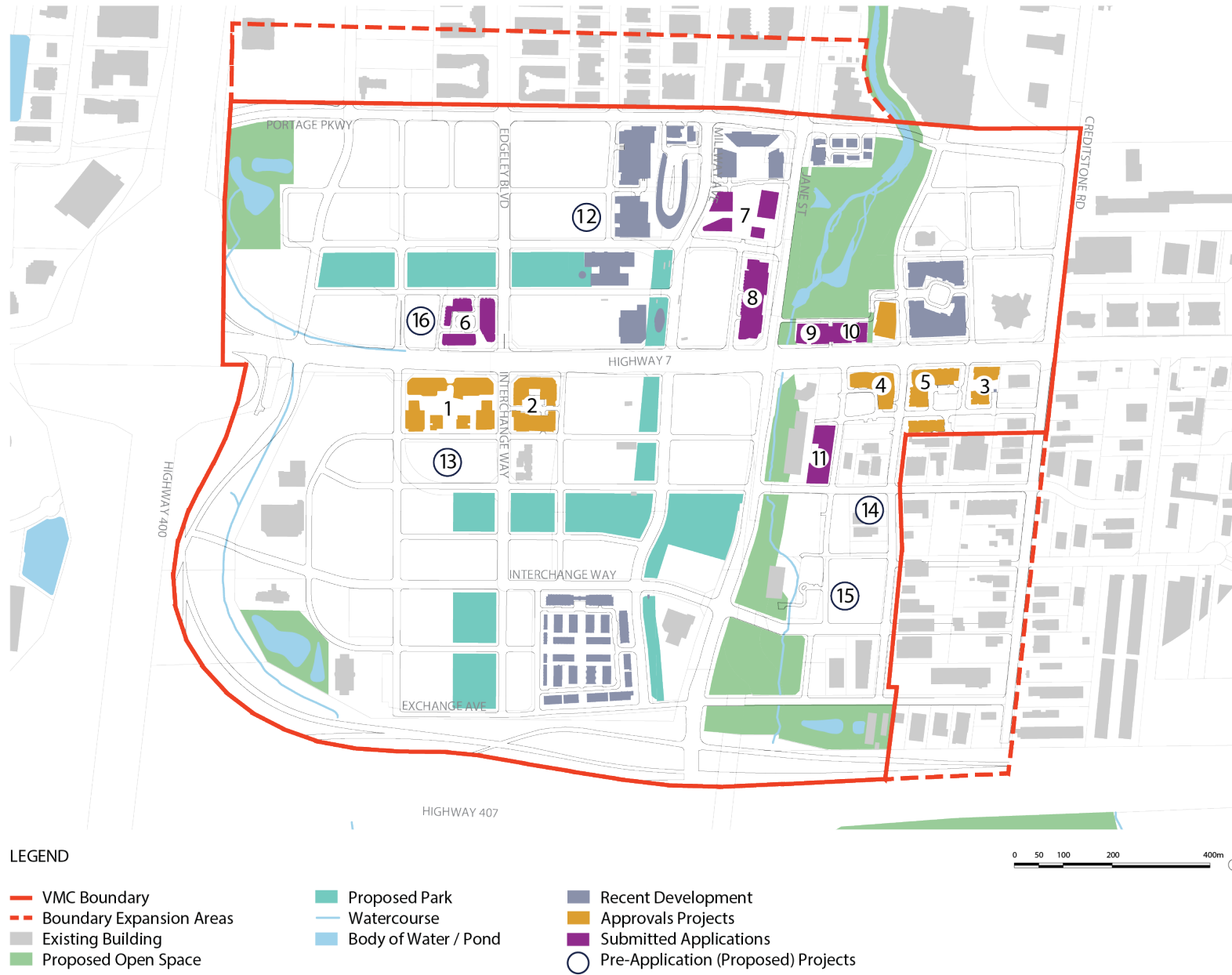


Figure 9 Approvals and current applications in Vaughan Metropolitan Centre (Oct. 2020)

PRE-APPLICATION (PROPOSED) PROJECTS

13 QuadReal Block 3S
Developer: QuadReal
FSI: 7.5 (permitted: 4.5)
Height: 14 storeys + 17 storeys + 34 storeys + 38 storeys
Residential GFA: 115,231 m²
Retail GFA: 2,440 m²
Residential units: 1,543 apartments

15 Vaughan City Square
Address: 7551 and 7601 Jane Street
Developer: Omega
FSI: 10.8 (permitted: 4.5-5)
Height: 25 storeys + 25 storeys + 39 storeys + 39 storeys + 50 storeys + 58 storeys + 58 storeys
Residential GFA: 379,855 m²
Retail GFA: 2,780 m²
Residential units: 4,376 apartments + 69 townhouses

14 MegaVista Development
Address: 103-112 Maplecrete Road
Developer: MegaVista Real Estate Development Inc.
FSI: 9.01 (permitted: 5)
Height: 42 storeys + 45 storeys
Residential GFA: 78,125 m²
Retail GFA: 850 m²
Residential units: 1,092 apartments

16 SmartCentres E2
Address: 3380 Highway 7
Developer: SmartCentres
FSI: 12.85 (permitted: 5)
Height: 52 storeys + 56 storeys
Residential GFA: 85,935 m²
Retail GFA: 929 m²
Residential units: 1,143 apartments

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1050
Portage
Parkway

35

1060
Portage
Parkway

1040
Portage
Parkway

Townhouses at The Met

7. VMC IN EVOLUTION

- 7.1 Population and Employment**
- 7.2 Mix of Uses**
- 7.3 Built Form - Quantitative Analysis**
- 7.4 Built Form - Qualitative Analysis**
- 7.5 Public Realm**
- 7.6 Housing**
- 7.7 Community Services and Facilities**
- 7.8 Parks and Open Spaces**

7.1 Population and Employment

The Growth Plan (2020), York Region Official Plan (2010) and Vaughan Official Plan (2010) all identify the VMC as an intensification area to which significant growth and development is to be directed. The location of key transit infrastructure, in the form of the subway and BRT, further reinforces this role. These planning policy documents establish growth targets for the VMC. An evaluation of development to date and potential development in reference to these targets is included below.

BROADER PLANNING FRAMEWORK

- The Growth Plan establishes a minimum density target of 200 residents and jobs per hectare (P+J/ha) for the VMC Urban Growth Centre (UGC). It also establishes minimum density targets for Major Transit Station Areas (MTSAs): 200 P+J/ha for those served by subways and 160 P+J/ha for those served by light rail or rapid transit.
- Amendment 1 of the Growth Plan established new growth minimum targets to 2051. York Region will allocate growth through an ongoing Municipal Comprehensive Review, providing updated minimum population and density targets for Regional Centres, UGCs and MTSAs.

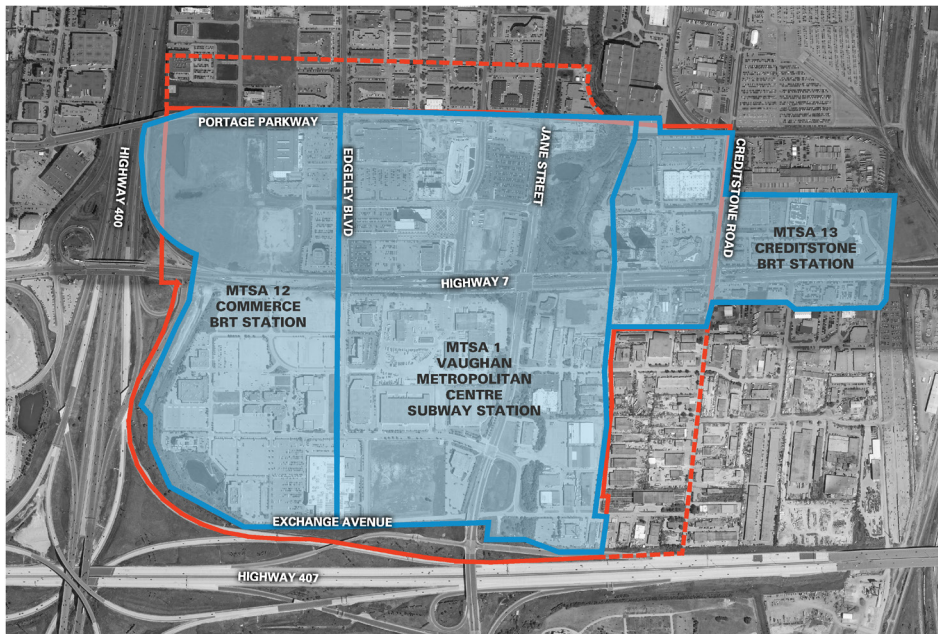
- York Region has issued preliminary delineations and density targets for 3 MTSAs that are included in the VMC Secondary Plan area (see Figure 10):
 - Commerce BRT Station: 350 P+J/ha;
 - Vaughan Metropolitan Centre Subway Station: 400 P+J/ha; and
 - Creditstone BRT Station: 300 P+J/ha.
- The York Region Official Plan (2010) establishes a long-term resident-to-employee target ratio of 1:1 for Regional Centres (5.4.20.g).

CURRENT SECONDARY PLAN

Objectives:

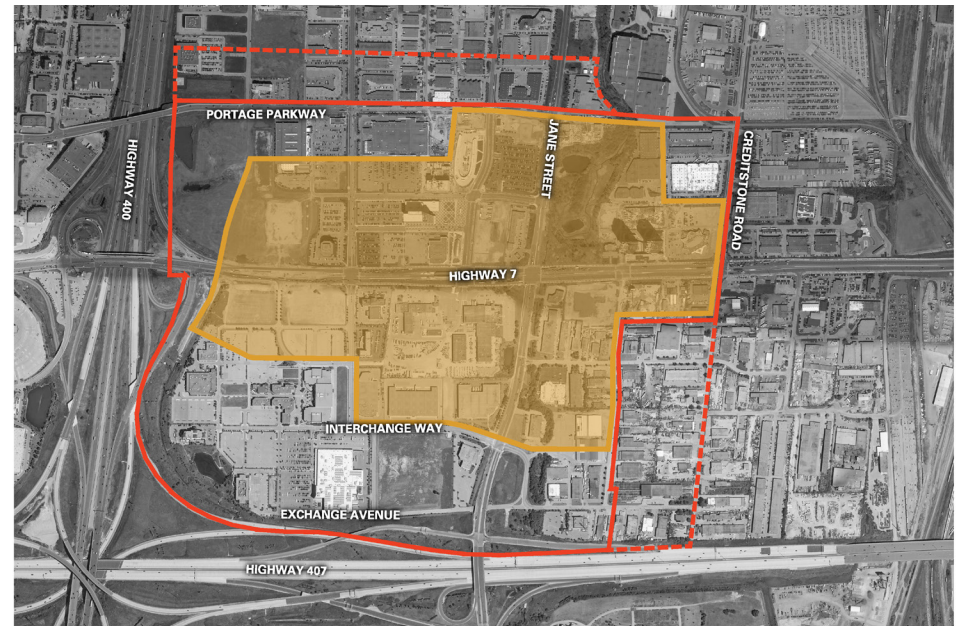
- **3.1 Establish a distinct downtown for Vaughan by 2031 containing a mix of uses, civic attractions and a critical mass of people** – To achieve the critical mass of a downtown and meet the density target of 200 people and jobs per hectare established in the Growth Plan, the Secondary Plan establishes the following targets for the Urban Growth Centre (see Figure 11) and VMC as a whole by 2031:
 - Population: 17,000 residents (UGC); 25,000 residents (VMC)
 - Jobs: 6,500 jobs (UGC); 11,500 jobs (VMC)

Section 7: VMC in Evolution



LEGEND
 - VMC Boundary
 - Boundary Expansion Areas
 - MTSA

Figure 10 Major Transit Station Areas within the VMC boundary



LEGEND
 - VMC Boundary
 - Boundary Expansion Areas
 - Urban Growth Centre (UGC)

Figure 11 Urban Growth Centres within the VMC boundary

Policy Highlights:

- By 2031, the VMC is intended to accommodate a minimum of:
 - 5,000 new office jobs;
 - 1,500 new retail and service jobs; and
 - 12,000 residential units (8.1.1, 8.1.2, 8.1.3).

DEVELOPMENT PIPELINE

The development pipeline includes developments that are:

- completed and occupied;
- under construction;
- approved;
- subject of an application; and
- subject of a pre-application consultation (PAC).

Developments that fall into these categories are outlined in Section 6. The development pipeline represents the cumulative development interest shown in the VMC to date. It is important to note that development proposals falling into the application and pre-application categories are subject to Council approval, therefore the development pipeline is better considered an assessment of potential development, rather than a definite development trajectory.

Table 4 evaluates development activity and interest relative to people and jobs targets and permissions established through the Secondary Plan:

- **VMC Secondary Plan Targets (2031):** The people and jobs targets included in the original 2010 Secondary Plan to 2031.
- **VMC Secondary Plan (estimated full build-out):** The estimated full build-out based on the original 2010 Secondary Plan policies.
- **2017 OMB settlement (estimated full build-out):** The original 2010 Secondary Plan was appealed to the Ontario Municipal Board. The settlement of these appeals in 2017 increased development rights in the VMC, resulting in a higher estimated full build-out.
- **Developments Completed or Under Construction:** As of October 2020, developments completed or under construction.
- **Total Development Pipeline:** The cumulative total of projects, including proposals subject to Council approval, which represents potential development in the VMC. Note: this does not represent full build-out.

Section 7: VMC in Evolution

The VMC has been successful in attracting development activity and interest. Developments completed or under construction have made significant progress toward the 2031 targets. The total development pipeline demonstrates a potential development trajectory that is more intense than established in the Secondary Plan, although this is unevenly spread between residential and employment categories. The development pipeline represents:

- 255% of the population target and 270% of the residential units target;
- 107% of the office jobs target; and
- 72% of the retail jobs target.

The scale of potential office development is in line with the Secondary Plan, and the scale of potential development for retail is less than planned. It is in the residential category where development interest is much greater than planned, outstripping that of employment uses. This is a result of residential development which is more intense in terms of density than established in the Secondary Plan, as discussed further in Section 7.3. This also has an impact on the balance of uses in the VMC, as discussed in Section 7.2.

Table 4 Development and Anticipated Development Relative to VMC Secondary Plan Targets (Oct. 2020)

	VMC SP Targets (2031)	VMC SP (estimated full build-out)	2017 OMB Settlement (estimated full build-out)	Developments Completed or Under Construction	Total Development Pipeline*
People	25,000	50,000	72,000	13,282	63,682
Jobs	11,500	23,000	27,700	1,834	**
<i>Office</i>	<i>5,000</i>	--	--	<i>1,460</i>	<i>6,422</i>
<i>Retail</i>	<i>1,500</i>	--	--	<i>373</i>	<i>1,293</i>
P+J	36,500	73,000	99,700	15,115	71,397
P+J/ha	199	398	546	82	389

These preliminary findings are a baseline reflection of assumptions and data extrapolated from current development trends (City of Vaughan, October 2020) based on the Board-approved Secondary Plan's Land Use Budget (Urban Strategies Inc., 2017) as well as population and employment estimates (Hemson, 2019), which will be revised based on York Region's land needs assessment. All planning assumptions and land use budgets will be updated through the VMCS Update.

* Total development pipeline is based on projects completed, under construction, proposed through development applications, and pre-application consultations as of October 2020, subject to Council Approval.

** Total number of jobs to be analyzed at a later phase.

Table 5 provides an analysis of development (completed or under construction) and completed and potential development (total development pipeline) relative to preliminary MTSA targets. The total development pipeline sees the VMC Subway MTSA target significantly exceeded, the Creditstone BRT Station MTSA target exceeded, and the Commerce BRT Station MTSA target not exceeded. As in the discussion related to Table 4, this does not represent full potential buildout. It is likely that the development pipeline is concentrating development at the VMC’s centre, with more peripheral areas to be developed subsequently.

DEVELOPMENT TRENDS

As discussed above the total development pipeline does not represent full build-out. In order to understand the implications for full build-out if the intensity of development represented by the development pipeline were extended to the remaining developable sites, two trends have been developed:

- **Development Trend A** evaluates the increase represented by the development pipeline above as-of-right development and extends that to the remaining developable sites.
- **Development Trend B** evaluates the development intensity represented by the development pipeline and extends that to the remaining developable sites.

Table 5 Development and Anticipated Development Relative to Preliminary MTSA Targets (Oct. 2020)

MTSA	Preliminary MTSA Targets (P+J/ha)	Development Completed or Under Construction (P+J/ha)	Total Development Pipeline (P+J/ha)
Commerce BRT Station	350	0	248
Vaughan Metropolitan Centre Subway Station	400	134	573
Creditstone BRT Station*	300	172	354

Sources: City of Vaughan Development Planning, October 2020

*A portion of the Creditstone BRT Station MTSA falls outside of the VMC Secondary Plan area. These numbers relate to the portion of the MTSA that falls within the VMC and development within that area.

Table 6 Development Trend Relative to VMC Secondary Plan and Preliminary MTSA Targets (Oct. 2020)

	VMC SP Targets	MTSA Preliminary Targets	2017 OMB Settlement (estimated full build-out)	Development Trend A	Development Trend B
People	25,000	--	72,000	116,641	129,012
Jobs	11,500	--	27,700	--	--
Office	5,000	--	--	--	--
Retail	1,500	--	--	--	--
P+J	36,500	60,832	99,700	116,641**	129,012**
P+J/ha	199	371*	546	712	788

These preliminary findings are a baseline reflection of assumptions and data extrapolated from current development trends (City of Vaughan, October 2020) based on the Board-approved Secondary Plan’s Land Use Budget (Urban Strategies Inc., 2017) as well as population and employment estimates (Hemson, 2019), which will be revised based on York Region’s land needs assessment.

*a blended rate of the 3 MTSA based on density targets and area of each MTSA

**excludes jobs as the forecast pertains to residential only

It is important to note that the development trends do not represent a forecast or objective for the VMC with any standing, but rather have been undertaken to understand the scale of the development pressure in the VMC and its potential implications. Also worthy to note, the forecasts pertain to residential development only, since as-of-right permissions for employment uses vary across the VMC area, making them less straightforward to predict based on the trends established in the development pipeline.

Table 6 provides a comparison of VMC Secondary Plan targets, a blended preliminary MTSA target based on the area of each MTSA, estimated full build-out of the 2017 OMB Settlement and the two development trends. The development trends exceed by a significant margin as-of-right development represented by the 2017 OMB settlement. The MTSA forecasts are approximately doubled. If future employment were added to this comparison, it would become even more extreme.

KEY ISSUES & CONSIDERATIONS

Development is proceeding at a greater intensity than anticipated in the 2010 Secondary Plan and established through the 2017 OMB settlement

- The development pipeline indicates that targets established for number of residents and office jobs will be met or exceeded before 2031.

The retail jobs target will not be met by 2031. Potential growth in the number of residents is outstripping that of jobs.

- The development trend presents a more dramatic picture, with the number of residents exceeding as-of-right permissions,

The Secondary Plan needs to recalibrate the provision of community amenities to anticipated growth

- The 2010 VMC Secondary Plan was a comprehensive plan for a complete and balanced community based on forecasted numbers of residents and jobs. The 2017 OMB settlement altered the scale of development and balance of uses. The development pipeline and trends represent a potential density of people and jobs that departs from the assumptions upon which the plan was developed.
- One important issue to consider is balancing the elements of a complete community. The Secondary Plan update must consider the balance of residential, employment and retail uses required for a downtown and central business district. Another vital element of a complete community is the community infrastructure that contributes to quality of life, especially parks and community services

and facilities. The Secondary Plan update must balance anticipated population with the community infrastructure necessary to support it.

- The capacity of other infrastructure needs to be considered as well, including transportation and municipal servicing systems.
- The Secondary Plan update must consider the levels of development that can be accommodated while realizing a community with a good quality of life and positive built environment.

7.2 Mix of Uses

Provincial, regional and municipal planning policies support the development of complete communities. Complete communities have a balance of uses and amenities. In complete communities, people can meet many of their needs locally – such as groceries, parks, community facilities – within walking distance of their homes. As Vaughan’s central business district, the VMC is planned to be a major concentration of employment. The combination of residential with employment uses means that some people will live within close proximity of their jobs, eliminating the need for long commutes.

CURRENT SECONDARY PLAN

Objectives:

- **3.1 Establish a distinct downtown for Vaughan by 2031 containing a mix of uses, civic attractions and a critical mass of people** – The plan identifies the VMC Subway Station as the geographic centre of the downtown and a focal point for the highest densities and greatest mix of uses: employment and residential uses, new retail and entertainment establishments, and significant civic uses and spaces, including one or more major civic facilities.
- **3.2 Establish complete neighbourhoods containing a variety of housing** – Residential neighbourhoods play an important role in the vibrancy of a downtown by augmenting the population in the core. It is an objective of the Secondary Plan to establish distinct, transit-oriented neighbourhoods providing a range of housing forms intended to attract a variety of household types at varying income levels.
- **3.3 Attract and accommodate a variety of employment uses** – The VMC should fulfill the role of a central business district containing a range of employment types, including corporate and government offices, retail and services, and businesses of all sizes. The industrial and highway surroundings also create the opportunity to accommodate a mix of innovative businesses with varying space requirements.
- **3.4 Attract a major institution of higher learning** – The City will seek to attract a university, college or other institution of higher learning to contribute to the vitality and sustainability of the VMC as a downtown.

Policy Highlights:

- By 2031, the VMC is intended to accommodate a minimum of:
 - 5,000 new office jobs;
 - 1,500 new retail and service jobs; and
 - 12,000 residential units (8.1.1, 8.1.2, 8.1.3).
- Schedule G identifies areas in the VMC where office uses are permitted and required (8.1.1).
- Office development within the Station Precinct is encourage by allowing extra height and density related to office space (8.1.1).
- Schedule H identifies where retail, service commercial or public uses are required or recommended as street-related uses on the ground floors of mixed use buildings (8.1.2).
- The plan establishes land use precincts, delineated in Schedule F (see page 41 of this report) and detailed in policy in sections 8.2, 8.3 8.4 and 8.5:
 - Station Precinct (mixed-use)
 - South Precinct (mixed-use)
 - Neighbourhood Precincts (primarily residential)
 - West Employment and East Employment Precincts (primarily employment)
- Within the Station Precinct, in areas where office uses are required, office uses shall occupy a minimum of 15% of the planned total gross floor area (8.2.3).
- Within the South Precinct, a mix of uses shall be encouraged with a high proportion of office uses overall and retail on Interchange Way. The South Precinct is also a preferred location for a post-secondary institution (8.3.1).
- Neighbourhood Precincts shall be developed primarily with residential uses, complemented by community amenities and retail and service commercial uses. Office uses and ancillary commercial are permitted in some portions of Neighbourhood Precincts to provide a buffer to Highway 400/existing industrial uses (8.4.1, 8.4.3).
- The West Employment and East Employment Precincts are to feature a mix of office and other non-noxious employment uses, with ancillary commercial and day care uses permitted (8.5.1).

PROGRESS TO DATE

As shown in the analysis discussed in Section 7.1, development interest in residential uses is significantly greater than in employment uses. Development completed or under construction represents a residents-to-jobs ratio of 7:1. The development pipeline represents a residents-to-jobs ratio of 8:1. The VMC Secondary Plan targets represent a residents-to-jobs ratio of 2.2:1 and the 2017 OMB Settlement is estimated to represent a ratio of 2.6:1. Retail particularly lags residential development in the development trend.

Based on the development pipeline, the following is an evaluation of the land use mix projected for each of the land use precincts:

- Station Precinct** – The Station District is a primary focus of development interest. Within this district, 9.6% of the total development pipeline GFA is for office, with 2.6% for retail. Within the area identified on Schedule G as requiring office uses, these uses account for 33.3% of GFA, exceeding the requirements of Secondary Plan policy 8.2.3. Niagara University, an American private university, has opened a 300-student campus in the Station Precinct.
- South Precinct** – The development interest in the South Precinct is related to one major development which is almost entirely residential. This does not completely align with the Secondary Plan vision for the area as a mix of uses with a high proportion of office uses and the preferred location for a post-secondary institution.
- Neighbourhood Precincts** – In terms of uses, development interest aligns with the Secondary Plan, primarily residential uses with ancillary retail and service commercial uses.
- West Employment and East Employment Precincts** – The development pipeline shows no development interest in these precincts to date.



Image 13 Residential and offices uses in the VMC's Station Precinct



Image 14 In the South Precinct, QuadReal's Block 2 will be almost entirely residential

KEY ISSUES & CONSIDERATIONS

Development interest is creating a different balance of uses than envisaged in the 2010 VMC Secondary Plan

- The City of Vaughan has had remarkable success in attracting development to the VMC. This development includes a significant amount of office uses and some major anchor employers, reinforcing the ambition to establish the VMC as Vaughan’s central business district.
- However, despite being on track to meet the office employment targets established by the Secondary Plan, the scale of development interest in office uses has been dwarfed by that for residential uses, resulting in an overall balance of uses that is significantly different than planned. The Secondary Plan update must assess whether this emerging balance of uses is appropriate for the vision of the VMC as a complete community.
- Development interest in retail has lagged that of other uses. The amount of retail is important in thinking about local demand and creating a complete community, as well as thinking about the kinds and quantities of retail appropriate for a downtown.
- Both office and retail sectors are undergoing structural changes, and have been profoundly impacted – in the short term at least – by the COVID-19 pandemic. To support the Secondary Plan update, urbanMetrics has prepared a Commercial Use Assessment of the VMC. A summary of their assessment of market trends impacting the office and retail sectors is included on pg. 74-75.
- Community services and facilities and parkland are also important to a complete community and are addressed in Sections 7.7 and 7.8.

Market Conditions for Major Office Uses

- In the period leading up to the COVID-19 pandemic, the GTA was experiencing significant expansion pressures for major office uses across the region. Although the majority of recent investment in new office space development continues to be focused within Downtown Toronto, as well as other existing and planned new employment centres in its vicinity, the VMC has emerged as a new contender for attracting major office uses.
 - In addition to a range of other ideal locational characteristics (e.g., highway access, presence of existing anchor tenants, commitment to public realm improvements, etc.), the recent extension of the subway to the VMC has substantially elevated the appeal of the area as an employment location.
 - The latest available regional employment — and specifically major office employment — forecasts available for the GTAH suggest that more than 130 million square feet of net new office space will be required to achieve the broader growth trajectory set out by the province to 2051.
 - The most significant shares of this future growth are likely to be concentrated within key nodes throughout the City of Toronto and in particular the Downtown. A significant portion will nonetheless be allocated to non-core locations throughout the extended 905-region. In this context, the VMC is extremely well-positioned to leverage many of its distinguishing characteristics and locational assets (e.g., subway access) to capitalize on these projections and capture a meaningful share of the growth.
- Based on a comparative analysis to other major office-based employment districts throughout the GTA, there is a distinct opportunity for the VMC to solidify itself as a key regional office employment node that competes not only with other comparable 905-Region jurisdictions and similarly rapid-growing fringe downtown areas, but also other subway-accessible nodes throughout the City of Toronto.
 - Pre-COVID-19, the office sector was undergoing change, marked by:
 - The rise of co-working spaces that provide more flexibility in working options, including hybrids between working at home and having a location with shared amenities; and
 - Compression of office environments, with offices designed to accommodate a denser concentration of employees. This trend was also accompanied by other trends, such as hoteling, where no single employee has a dedicated workstation, with workspaces reservable on a “first-come, first-served” basis.
 - COVID-19 has certainly had a massive impact in transitioning any work that can be undertaken remotely to home. The extent to which this will continue post-pandemic is uncertain. Workers have generally expressed an interest in flexible arrangements which include office-based environments with the freedom to work from home as desired. The pandemic, and the distancing provisions associated with it, may result in the slowing or reversal of other trends, such as the shift to denser work environments.

Market Conditions for Retail

- Based on its inherent locational characteristics and the underlying development structure set out as part of recent and ongoing strategic planning efforts by the City of Vaughan, the groundwork has been laid for the VMC to mature into an animated new commercial node supported by key retail/service and entertainment-based functions.
 - Despite a relatively limited supply of existing space that advances this initial and evolving vision, the significant inflow of pedestrian activity generated by the new VMC Subway Station and substantial amount of new residential and employment-based development anticipated for the VMC will undoubtedly result in a notable increased demand for new contemporary retail/service spaces to appropriately service the day-to-day shopping needs of this community.
 - It will be necessary for the City to make a direct and concerted effort toward establishing the right type and scale of retail/service commercial space at the VMC in order to keep pace with the level of future growth anticipated. Demand for these new spaces will be driven by a combination of net new residential population-based market support, office employee spending, as well as other visitation and “inflow” expenditures to the area.
 - Over time, it is likely that most — if not all — of the low-density, large format retail spaces at the VMC will be redeveloped to accommodate higher density uses. Larger, innovative, urban format retail spaces will likely be required in order to accommodate the diversity of the anticipated need at the VMC.
- New retail/service commercial facilities should be delivered as key place-making and amenity-driven anchors required to meet the broader demand requirements. This will help to maintain differentiation relative to other more regional-serving, destination-based shopping functions already satisfied by the likes of Vaughan Mills and other major commercial nodes throughout the City.
 - In contributing to the establishment of a vibrant and animated retail commercial environment that is responsive to both changing population and employment-based demands at the VMC, there are a number of basic gaps in the current supply of commercial space that will need to be addressed, including: a food/grocery store, health and personal care / drug store, a liquor store, among a range of other service-based commercial uses (e.g., quick service and full-service restaurants, etc.).
 - The retail sector was undergoing major changes pre-COVID-19, marked by:
 - a shift to online shopping;
 - the strengthening of prominent regional centres attracting new first-to-market retailers, international tenants and high customer volumes; and
 - a weakening of local serving retail, with the exception of groceries and other core shopping needs.
 - The pandemic has not fundamentally altered the general division of shopping nodes or individual retailers into “winners and losers”, but it has amplified pre-existing conditions and trends.

7.3 Built Form - Quantitative Analysis

As a Regional Centre under YROP (2010), the VMC will contain the highest development densities and greatest mix of uses with a minimum density of 2.5 FSI per development block and 3.5 FSI per development block at or adjacent to the VMC Subway Station (5.4.23). The Vaughan Official Plan (2010) positions the VMC as the focal point in the City's hierarchy of Intensification Areas and envisions it as the highest density node within the City. The Plan says the VMC will be planned to meet or exceed the requirement of density of 200 people and jobs per hectare as outlined in the Growth Plan (2020) and YROP (2010), and shall be planned to achieve the minimum FSI requirements as established by the Region (2.2.5.2).

CURRENT SECONDARY PLAN

Objectives:

- **3.1: Establish a distinct downtown for Vaughan by 2031 containing a mix of uses, civic attractions and a critical mass of people** – The minimum density and FSI targets are established to help meet the provincial, regional and City growth targets for the VMC.
- **3.5: Optimize existing and planned investments in rapid transit** – Highest density is planned to be concentrated around the planned subway and Viva stations to capitalize on and support rapid transit infrastructure.

Policy Highlights:

- Maximum and minimum Floor Space Indices (FSI) apply as per Schedule I, with the exception of public school, stand-alone parking structure or other institutional use which can have a density lower than minimum FSI (8.1.15).
- Maximum and minimum building heights are identified in Schedule I. Exceptions apply for buildings on arterial streets, major and minor collector streets, neighbourhood park, and a public square where additional height of 5 storeys may be permitted (8.7.11). To encourage height diversity, heights can be adjusted between towers located on same block and subject to same rezoning application (8.7.12). Institutional buildings can be lower than minimum height requirements.
- As per Schedule I (see Figure 12):
 - Category 1: The greatest height ranges (6-35 storeys) and densities (3.5-6.0 FSI) are assigned to blocks adjacent to the VMC Subway Station, which is part of the Station Precinct.
 - Category 2: The blocks adjacent to Highway 7 and Jane Street are assigned heights between 5-30 storeys and densities

Section 7: VMC in Evolution

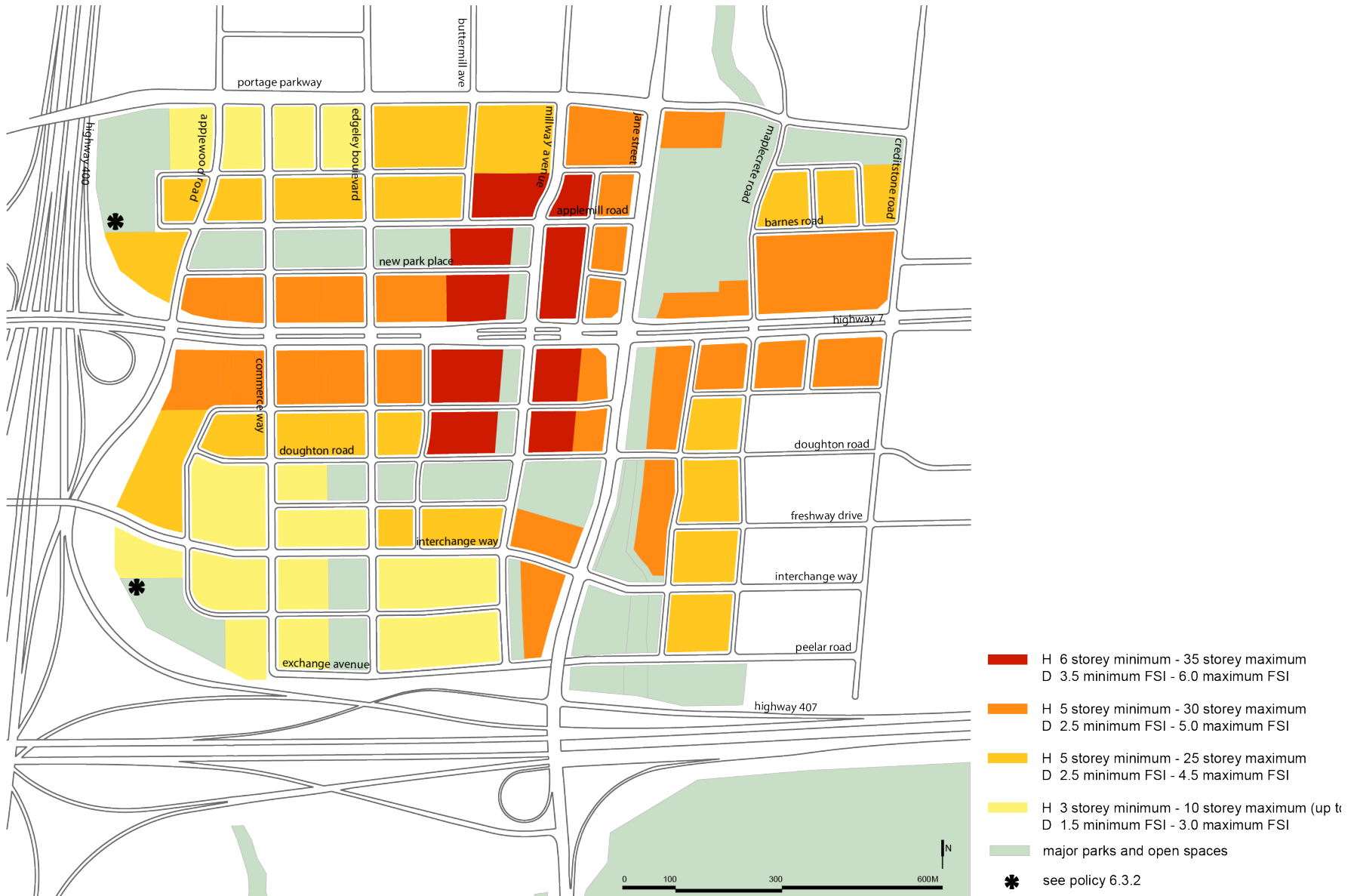


Figure 12 VMC Secondary Plan Schedule I: Height and Density Parameters

PROGRESS TO DATE

between 2.5-5.0 FSI. They mostly fall within the Station Precinct and cover a few blocks of the South Precinct and Neighbourhood 4 Precinct along Jane Street.

- Category 3: The blocks adjacent to the blocks above are assigned further lower heights between 5-25 storeys and densities of 2.5-4.5 FSI. They mostly fall within Neighbourhood Precincts with the exception of blocks along Buttermill Avenue and North of Doughton Road that are in the Station Precinct, and two blocks North of Interchange Way that are part of the South Precinct.
- Category 4: Lowest heights (3-10 storeys) and densities (1.5-3.0 FSI) are assigned to the remaining blocks in Neighbourhood and South Precincts.
- Unused height and/or density of one site (the donor site) can be transferred to another site (the receiver site) subject to the certain requirements as per 8.1.24.

There has been substantial development interest and activity in the VMC in the last decade. A review of recent developments and proposals as of Oct. 2020, seen in Figures 13 and 14, highlight the following trends:

- The majority of new development is very intense, with density reaching FSIs greater than 6.0. Although they are concentrated in the Station Precinct along Highway 7 and Jane Street, they fall under Category 2 in the hierarchy of density established under Schedule I with a density cap of 5.0 FSI. The associated heights for these buildings are generally over 35 storeys, going up to 60 storeys as of recently approved projects, as opposed to 30 storeys maximum established for these blocks. These include projects such as Transit City and Expo City.
- A few high density, high-rise developments are located in Neighbourhood Precincts which were assigned significantly lower heights and densities.
- The new development on the blocks adjacent to the VMC Subway Station, which were assigned the highest density of 6.0 FSI, include the SmartVMC Bus Terminal and Smart Centres REIT developed at densities lower than 1.5 FSI (and 1-3 storeys in height) and KPMG developed under 3.0 FSI with 15 storeys. The majority of blocks adjacent to the VMC Subway Station, however, await redevelopment. These are expected to achieve the highest densities and heights which so far have been concentrated in other blocks in the Station Precinct.
- New development in the South Precinct includes 3-storey townhouses and high-rise residential buildings ranging from 13 to 18 storeys.

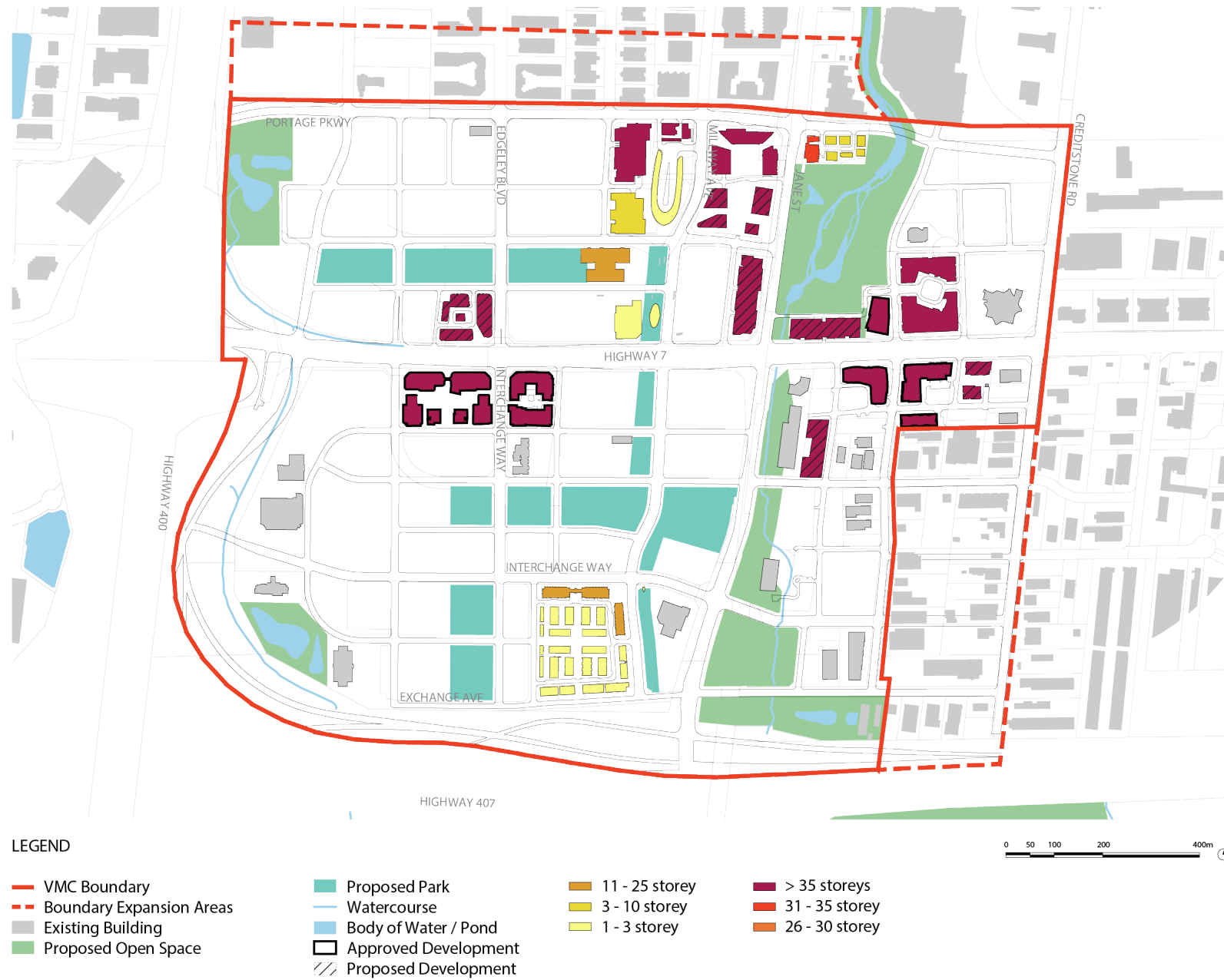


Figure 13 Approved and proposed heights in the VMC (Oct. 2020)



Figure 14 Approved and proposed densities in the VMC (Oct. 2020)

KEY ISSUES & CONSIDERATIONS

Recent development and redevelopment in the VMC features considerably higher than planned heights and densities

- As noted above, the blocks in the Station Precinct which were expected to support a maximum of 5.0 FSI and 30 storeys, have seen development at densities greater than 6.00 FSI (reaching over 10.0 in some buildings) and heights greater than 30 storeys (reaching over 50 storeys in some buildings). The densities and heights assigned to blocks in the Station Precinct and VMC as a whole will need to be reviewed in light of observed development interest.
- Further, York Region may review its density requirements for VMC through the MCR process, which will influence planned heights and densities in the VMC. As discussed in Section 7.1, York Region has also provided preliminary density targets for the MTSAs located within the VMC.

The hierarchy of heights and densities in the VMC will need to be carefully planned

- The 2010 Secondary Plan assigned the greatest heights and densities to blocks adjacent to the VMC Subway Station. However, as noted above and illustrated in Figure 14, high intensity developments have been concentrated in other blocks in the Station Precinct and some even in Neighbourhood Precincts.
- The Secondary Plan update will need to consider if and how to maintain the highest densities and heights on blocks adjacent to the VMC Subway Station. The blocks along Highway 7, which is also a BRT corridor, have seen a lot of high-density development. The Secondary Plan update will need to consider if it wants to reinforce greatest heights around the VMC Subway Station by increasing height and density permissions in those blocks or if a development pattern that features multiple density peaks generally concentrated along the VMC Subway Station and BRT corridor is a worthwhile and more realistic model.

Policies should promote diverse built form with a mix of heights

- As observed in the recent developments, the new buildings are either high-rise and high-density (over 35 storeys) or low-rise and low density (up to 3 storeys), and significantly miss any height variation in between creating a sharp contrast in built form. For example, towers that may be 10 storeys or 15 storeys can add more diversity to heights in the area.
- The typology of recent high-rise developments is also overwhelmingly a podium and tower form which reinforces a monotonous urban environment.
- The Secondary Plan update will need to consider approaches to promote development that feature mid-rise buildings and block configurations that create an interesting and exciting built form featuring a range of heights.

7.4 Built Form - Qualitative Analysis

The VMC's designation as an intensification area within the Growth Plan (2020), York Region Official Plan (2010) and Vaughan Official Plan (2010) means density will be concentrated in the area. The VMC is envisioned to mature into an exciting downtown and a complete community that accommodates growth through a mixed use, transit supportive, and compact built form. The VMC is expected to feature high-rise towers integrated into mid- to low-rise blocks, a distribution of density that responds to transit, and massing and block configurations that support a safe and vibrant public realm. The 2010 Secondary Plan characterizes the VMC into four precinct types each featuring a distinct urban form, mix of uses and densities.

CURRENT SECONDARY PLAN

Objectives:

- 3.1: Establish a distinct downtown for Vaughan by 2031 containing a mix of uses, civic attractions and a critical mass of people** – A wide range of uses and built forms are encouraged to help accommodate the provincial, regional and City growth targets for the VMC. The Secondary Plan promotes the development of diverse neighbourhoods with a variety of housing choices.
- 3.5: Optimize existing and planned investments in rapid transit** – Highest density is planned to be concentrated around the planned subway and Viva stations to capitalize on and support rapid transit infrastructure.
- 3.10: Ensure all development exhibits a high quality of urbanity, materials and design** – The built form is to be designed to frame streets and open spaces and support an inviting, comfortable and active public realm. It is expected to promote architectural excellence and the creation of a distinctive, high quality image for the VMC.

Policy Highlights:

- A significant proportion of office uses are expected to be concentrated in immediate vicinity of the VMC Subway Station (as per schedule G). The policy provides incentives to realize this by allowing 10,000 m² of GFA of office to be excluded from calculation of density and allowance of additional storeys to maximum of five (8.1.1),
- New retail and service uses are to be integrated on ground floor of mixed-use buildings. Single-storey commercial uses are not permitted, except where physically connected

and integrated with a larger multi-storey development (8.1.2).

- Height limitations apply as per Transport Canada criteria related to continued operation of nearby operations (8.1.2.2).

Precincts

- The Station Precinct is envisioned to accommodate a broad mix of uses located within a mix of high-rise and mid-rise buildings (8.2.1).
- The South Precinct is envisioned to include a mix of uses within low to high-rise buildings with a high proportion of office uses overall and retail on Interchange Way.
- Neighbourhood Precincts are envisioned to include a mix of high-rise, mid-rise and low-rise buildings and a mix of apartment buildings and townhouses are encouraged in each of four Neighbourhood Precincts (8.4.1). Neighbourhood areas in proximity to Highway 400/existing industrial uses are identified in Schedule F and will include office uses and ancillary commercial to mitigate nuisance to residential development (8.4.3).

- The East and West Employment Precincts will include mix of office and non-noxious employment uses located in a mix of low-rise, mid-rise and high-rise buildings (8.5.1). No outdoor storage is allowed (8.5.2).

Principles for Built Form Design

Section 8.7, Built Form, defines principles to manage physical form and character of new development. A wide variety of building types are envisioned for the VMC, including:

- Low-rise buildings (3-4 storeys) such as townhouses, walk-up apartments and employment, institutional and mixed-use buildings are encouraged. They are appropriate in Neighbourhood, East and West Employment and South Precincts.
- Mid-rise buildings (5-10 storeys) may contain apartments, offices, institutional uses or a mix of uses and are appropriate throughout the VMC.
- High-rise buildings (above 10 storeys) may also contain a range of uses. They shall generally shall take a podium and tower form to mitigate impacts of free standing high-rises. High-rise buildings are most appropriate in the Station Precinct and along/facing Jane Street.

- The location, massing and design of buildings shall contribute to human-scaled street walls, attractive streetscapes, a varied skyline, an active pedestrian realm and environmental sustainability (8.7.2).
- Setbacks shall be guided by urban design guidelines for the VMC (8.7.3). Small scale park supporting uses are exempt from setback requirements.

SUPPORTING DOCUMENTS

York Region City Building Vision and Best Practices for Planning Centres and Corridors

York Region's Centres and Corridors Program takes an integrated approach to planning for walkable communities and new rapid transit lines and stations. York Region's vision for city building includes Building up, not out; mixing land uses together; providing travel alternatives to the automobile; creating inviting public spaces; and building sustainable cities. The Best Practices for Planning Centres and Corridors Guide (Sept. 2013) prepared by the region, assists local municipalities, developers and designers in planning for Regional Centres and Corridors.

York Region Mid-Rise and High-Rise Development Process and Implementation Guide

York Region is committed to creating compact, mixed-use and transit-oriented communities, particularly within the four urban centres which includes the VMC and the transportation corridors that link them. This 2017 guide is a tool to support intensification and development of desired communities and contains the guiding principles, standards and checklists for use during planning and engineering process.

City-wide Urban Design Guidelines

The 2018 Urban Design Guidelines provide directions for high quality and context-sensitive development. The site and building design chapter lays out performance standards regarding site organization and design, and building design. The standards cover building location, micro-climate and sky view, parking, connections, buildings on intensification corridors, building envelopes for high-rise, mid-rise and low-rise buildings, built form transactions, separation distances, façade design and building elements. Bird Safe Design Standards are currently being updated.

VMC Urban Design Guidelines

The 2016 VMC Urban Design Guidelines contain the framework and guidance related to planning and development of character areas and precincts, managing height and density and other building and block design elements such as frontage, streetwall, setbacks, entrances, tower tops, colonnades and passageways, balconies and projections, and building materials. It provides a toolkit for urban typologies and block configurations suitable for different contexts.

PROGRESS TO DATE

Recent built form within the VMC differs radically in scale and style from its antecedents. As of the time of this report, recent built form that is fully or substantially completed includes:

- Expo City
- The Met
- Transit City
- KPMG Building
- VMC Centre of Community Building

In addition to these buildings, several other developments have been approved by Council or are in the early stages of construction.

BUILT FORM: QUALITATIVE ASSESSMENT

Typologies

Most of the recent built form in the VMC is limited to two typologies: towers atop podiums (both residential and commercial) and townhouses. An exception to this is the VMC Centre of Community, which uses a mid-rise office block form. All other above-mentioned developments use a tower-podium form, while “The Met” incorporates townhouses as well.

This is consistent with the great majority of development around the GTA’s nodes, going back to the 1990s when tower-podium buildings eclipsed freestanding towers and slabs in popularity. Towers can achieve substantial densities, while podiums can accommodate residential amenities, retail, and sometimes offices or community uses. When designed well, podiums can help frame and animate the public realm in a way that freestanding towers cannot. Townhouses, as a counterpoint to towers, are relatively affordable to build, often provide larger units sizes and can be developed within sites (or

portions of sites) that cannot support towers. However, the overwhelming prevalence of these two scales across the GTA risks leaving a “missing middle” of lower forms and mid-rise buildings. In addition to this, there are several potential pitfalls associated with tower-podium buildings. Low, long podiums, particularly on broad arterial streets, can result in an environment that feels monotonous and out of synch with the human scale. While good at matching existing low-rise datums (where such exist), podiums are often not compatible with internal walkways, courtyards or other elements of a fine-grained site design that rely on smaller footprints.

With regard to townhouses: site arrangement, orientation and parking location are all key considerations. Townhouses can animate streets and provide for intimate areas within higher density nodes. Risks include an overreliance on mews (or worse, the enclosure of private, gated areas), parking that dominates facades and confusion over front and back orientation.



Image 15 The tower and podium typology is prominent in the VMC



Image 16 Townhouses in the northeast quadrant

Site Arrangement and Podium Design

Both the KPMG and VMC Centre of Community Buildings include a podium that extends to the side to function as a low-rise pavilion. Each takes its primary pedestrian entrance from a landscaped plaza or walkway.

The Met tower takes its main pedestrian access from its frontage on Jane Street, as well as from a rear drop-off area. However, similarly to Expo City, it seems to lack a highly visible entrance. There may have been a missed opportunity to allow for design flexibility that could have permitted other active uses such as retail to occur at the corner of Jane Street and the Portage Parkway extension if/when the appropriate conditions arise. The Met’s “podium” is mostly achieved through articulation and material change, rather than stepbacks. Townhouses are accessed via the Portage Parkway extension and by a U-shaped private street.

Expo City utilizes a mix of lighter and a darker cladding materials in the podium, and the interplay between the two goes some way to breaking up the potential monotony of its façade, which is over 100 metres in length. However, it features little articulation and especially when viewed at an acute angle (from down the street), the lighter material dominates.



Image 17 KPMG Building



Image 18 Expo City



Image 19 VMC Centre of Community Building

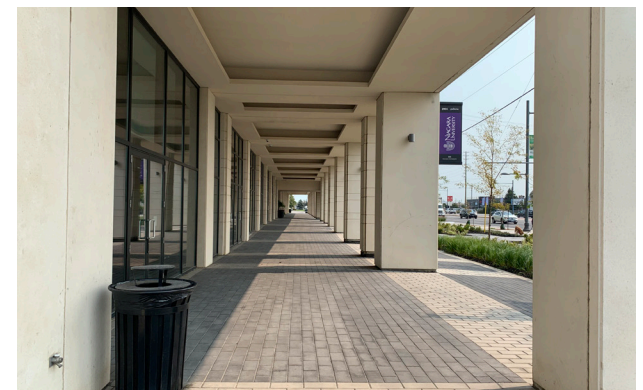


Image 20 Expo City's colonnade

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The front façade uses a colonnade, which provides shelter, but also serves to further visually separate ground floor uses from Highway 7. This is appropriate for its current use (Niagara College), but would have been less successful as retail. Main entrances are located both on Highway 7 and off on an interior courtyard that includes a turning loop. There is a missed opportunity for a better treatment of the corner of Highway 7 and Maplecrete Road, perhaps including a major entrance.

Transit City 1-3, the VMC's newest major development, is located to the north and west of the SmartVMC Bus Terminal. It is composed of two distinct podiums: one oriented north-south, to the west of the Terminal, and a smaller one oriented east-west, to the north of the Terminal. The primary active frontages are located along Portage Parkway and Millway Avenue. It has a far less defined podium than some of the VMC's other buildings, and uses glazing to a much greater extent.



Image 21 The Met's tower



Image 22 Expo City's towers

Tower Design

The Met's tower uses a compound style of materials and articulation, changing in appearance from north to south. This approach was likely chosen to de-emphasize the size and linear orientation of its floorplate. The KPMG tower has a similar linear (slab-like) orientation, but its lower height makes it less dominant on the skyline. It uses a cleaner, minimal appearance.

Expo City's towers are rotated to align with cardinal directions, distinguishing them from its podiums, which are aligned to streets. This forgoes the opportunity to provide additional framing for the streets (especially the very broad Highway 7).

Transit City's three towers also take on a minimal form, with simple rectangular floorplates. Their facades are articulated with a "brickwork" pattern of dividers that adds some interest. The easternmost tower breaks with pattern on its eastern façade, highlighting the importance of the Millway Avenue frontage.

KEY ISSUES & CONSIDERATIONS

The VMC should achieve a diverse built form that breaks the monotony of tower-podium typology

- A diversity of typologies is essential for the VMC, as there is a risk of being overwhelmed by tower-podiums.
- Mid-rise is an important scale of building that needs to find a place in the VMC, whether independently or as a component of larger developments.
- Quality urban design can make or break all typologies. In VMC, the detailed existing Urban Design Guidelines already provide a strong starting point for this.

Towers design should contribute to urban form at various scales, from framing blocks at lower levels to creating an interesting skyline at higher levels

- Most recently-developed towers in the VMC do a relatively good job, in terms of design.
- Towers can also contribute to framing streets, and so unusually-shaped or angled towers may not be making the most of this opportunity.
- Tall, large footprint towers can have negative effects in terms of shadowing and reduction of sky views. Varying materials and articulation does not resolve this problem, although it may provide a less monotonous appearance. In cases like this, "squashing and spreading" tower mass into mid-rise buildings (or shorter tall buildings) may be a preferable alternative to bulky towers.
- In the future, a more iconic or unique tall building with a clearly defined top element may be desirable to help provide identity to the VMC skyline.

Block configurations and sites should be designed to contribute to an attractive public realm, provide pedestrian and bike permeability and accommodate plazas, squares and open spaces to support community life

- Very long podiums are best avoided, or at least substantially articulated to break up their mass.
- This being said, “articulation” is probably best achieved by sculpting mass, rather than through more symbolic means (changing materials, colours and patterns). An overly-varied podium in the latter sense runs the risk of appearing busy and distracting.
- Colonnades are not conducive to active facades and should only be considered in specific cases.
- Major intersections need to be reflected in adjacent built form. This includes corner treatments, and potentially corner entrances.
- Non-podium based tall buildings could also be worth considering in some conditions, especially when they can free up interior block space for interesting courtyards or passageways. Across all typologies, fine-grained

options for pedestrian movement are essential. Privately-owned, publicly accessible internal networks are badly needed to break up large development sites and to create comfortable and cozy spaces for pedestrians.

- Changing patterns of retail are an ongoing issue that needs to be paid close attention to. With increasing levels of shopping being conducted online, future retail in the VMC will need to be realistic in quantity and quality. Where retail is not viable, other means of animating podiums should be explored.

7.5 Public Realm

The public realm serves as an anchor of community life. It is generally defined by the public and semi-public spaces that are accessible by everyone such as streets, squares, plazas, parks and open spaces. They not only provide paths for movement but also places for outdoor social gatherings and passive recreation. Parks and open spaces are addressed in Section 7.7 of this report. This section will focus on public realm as defined by streets, squares and plazas.

According to the PPS (2020), public streets and spaces that are safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity are fundamental to creating healthy and active communities. Further, the Growth Plan (2020) requires communities in larger urban centres to support walkable street configurations with complete streets that promote active transportation. The public realm in the VMC shall be designed to promote these key goals and build an attractive, healthy and safe centre.

As the VMC grows, greater numbers of residents and jobs will place greater stress on streets and public spaces. Therefore, it is imperative that the quantity and quality of its public realm be commensurate with the densities that are achieved. With this in mind, the Secondary Plan Update will build upon existing Council-approved supporting documents to help in continuing to implement a successful public realm.

CURRENT SECONDARY PLAN

Objectives:

- **3.1: Establish a distinct downtown for Vaughan by 2031 containing a mix of uses, civic attractions and a critical mass of people** – The design of the public realm plays a critical role in creating a distinct downtown with a strong identity, sense of place and civic attractions.
- **3.6: Establish a hierarchical, fine-grain grid network of streets and pathways linked rationally to the larger road system** – Streets are an integral part of public realm and a fine-grained and well-connected street network helps create a successful downtown that can support transit, pedestrians, cyclists and a range of uses and activities.

Chapter 4, Streets and Transportation, defines policies for streets and associated public realm. A Transportation Master Plan (TMP) is being conducted to refine the street network and movement systems within the VMC.

Policy Highlights:

- Street life is an integral part of the vision for the VMC and all development is expected to

promote walking and walkable environments. Some areas are defined as pedestrian priority zones, including areas immediately surrounding the VMC Subway Station, Viva bus stations, schools, community and cultural facilities, parks, and streets with a concentration of retail or entertainment uses (4.1.1).

- Public streets are intended to be arteries for pedestrian movement in the VMC and the setting for retail uses (4.1.3). Underground pedestrian connections from adjacent development to the VMC Subway Station is encouraged but development of an underground network of paths lined with retail is discouraged.
- A fine-grain grid of streets is fundamental to the development of the VMC (4.3.1).
- A street hierarchy is established in Schedule C (4.3.3).
- Streets and intersections shall incorporate design standards and features intended to facilitate walking and street life (4.3.14).
- The VMC Streetscape and Open Space Plan shall guide the design of all new streets in the VMC, and the improvement of existing streets. (4.4.1).

- Public Art will be an important element of the VMC's public realm and streetscape elements (4.4.8).
- All streets in the VMC shall be designed for the safety, comfort and convenience of cyclists (4.5.1).

SUPPORTING DOCUMENTS

City-Wide Urban Design Guidelines

The 2018 Urban Design Guidelines provide performance standards for the public realm framework, mid-block connections, and pedestrian and cycling connections and street furnishings.

City-Wide Streetscape Implementation Manual

The 2014 Vaughan City-Wide Streetscape Implementation Manual provides a design and financial framework for the streets in Intensification areas (such as VMC) and heritage conservation districts. It includes detailed standards and costing for the design and implementation of boulevards and medians.

VMC Urban Design Guidelines

The 2016 VMC Urban Design Guidelines provide a toolkit and guidance for a number of elements related to public realm. It provides place-making objectives,

defines character areas, and provides design guidance on gateways, public art integration, landscape, weather protection, signage and wayfinding, lighting, streetwall and private open spaces.

VMC Streetscape and Open Space Plan

The 2014 Vaughan Metropolitan Centre Streetscape + Open Space Plan defines a landscape framework for the new downtown's public realm and recommends public realm design strategies that promote cultural, social, commercial and active lifestyle activities in the new downtown. It provides guidance to advance sustainability goals, enhance the pedestrian and cycling experience to encourage active transportation and incorporate public art into the public realm. The cycling network, including the recently-constructed Spine Roads, is gradually being delivered through development.

PROGRESS TO DATE

While 'legacy' era streets in VMC were functional and auto-oriented, lacking consideration for pedestrians and cyclists, new streets associated with redevelopment have been designed to support active transportation with generous sidewalks. The Transit Square and TTC Plaza associated with the subway serve as an anchor of an emerging public realm network in the VMC. Activated by office and residential towers and community facilities, they

serve as an important public space and landmark for the VMC.

Recently constructed or reconstructed streets include Highway 7, Millway Avenue (between Highway 7 and Portage Avenue), New Park Place and Apple Mill Road. The east boulevard of Maplecrete Road north of Highway 7 has been reconstructed (while the west side is currently under construction). These streets reflect current, or at least recent, approaches to street design, which are friendlier to pedestrians and cyclists. Recent boulevard design in VMC demonstrates the following characteristics:

- Pedestrian realm in recently-constructed boulevards in VMC is more generous than their predecessors. Pedestrian clearways typically range from 2-3 metres in width, while total boulevard width is generally 5-7 metres.
- Cycle tracks run on Apple Mill Road, while traditional (painted) bike lanes appear on Highway 7 and Millway Avenue. Cycling facilities are being updated as part of the Streetscape and Open Space Plan, per recommendations of the Ontario Traffic Manual Book 18 to ensure safe and context-sensitive cycling infrastructure. All collector and higher

classification VMC streets are identified to have separated cycling facilities that are now solely being designed in the boulevard to improve cyclist safety.

- Streetscape elements such as planting areas, pavers, street furniture, lighting and signage have been integrated into the newly constructed boulevards, which helps create a pleasant walking experience.
- A number of important public art initiatives have been successfully implemented in tandem with new development to create interest and animate the public realm.

KEY ISSUES & CONSIDERATIONS

The Transit Square and TTC Plaza together with new streets show a promising start of an engaging and pedestrian- and bike-supportive public realm. Utilizing existing guidelines and recommendations, and supported by an updated Secondary Plan, the VMC needs to build on this success. The goal should be to create an intimate, vibrant public realm where people will choose to walk and linger with a diverse assortment of buildings and places that are visually outstanding and enjoyable to experience.



Image 23 The pedestrian realm on Apple Mill Road



Image 24 Cycle tracks run on Apple Mill Road

Integration of legacy and new streets will need to be carefully planned

- Recently-developed boulevards show a marked improvement over the “legacy” era, including in dimensions and streetscape design. However, some existing boulevards will remain in place for the medium term as they await redevelopment. In some areas that may take longer to develop, the City should perhaps consider undertaking a minimum standard of boulevard improvement (implementing sidewalks on both sides, for example) as an interim condition.
- Planting trees for the long term, and to achieve full size, should continue as a priority. This should mean an emphasis on open trench designs and boulevards that are broad enough to support them, as recommended in the existing supporting documents.
- There has been a growing interest from the development community in private streets, or stratified public streets, which could include below-grade private features such as parking. Most municipalities discourage these streets, except where there are special circumstances and the local transportation network does not rely on them. From an urban design perspective,

private streets may be acceptable if they meet the same minimum standards as typical public streets. They should be fully public in terms of accessibility.

All streets should include a comfortable and attractive public realm

- Pedestrian realm for different street types should be carefully crafted to create a sense of safety and comfort for pedestrians. For example, for wide rights-of-way — especially on streets like Highway 7 — even an expanded pedestrian realm can feel dwarfed.
- Streetscape design such as pavers, lighting and furniture should be designed to create an attractive public realm. At the same time, they should not conflict with, or detract from, adjacent buildings and landscapes.
- Future planned complete street initiatives in Vaughan will advance design quality and address all parts of the street including roadway, sidewalks, cycling facilities and green infrastructure. Complete streets will improve safety and mobility for all users with a focus on the most vulnerable which will afford opportunities for the City to satisfy policy direction from the province and region,

update local guidance and standards to meet the most recent road design directions from the Transportation Association of Canada (TAC), Ontario Traffic Council (OTC), Ontario Traffic Manual Book 18, and best practices including the National Association of City Transportation Officials (NACTO) and Institute of Transportation Engineers (ITE).

- The future complete streets initiative will most likely address many of the subjects noted above.

Different approaches may be needed to foster a unique sense of place and community identity

- Public art, streetscape design and building facades can collectively foster a unique sense of place and community identity.
- Adjacent land uses can be planned to activate and enrich the public realm, such as retail, community facilities, transit stops and building entrances.
- The location of and enhancement of gateways, view corridors and key public art can create a distinct downtown and facilitate wayfinding.

7.6 Housing

The provincial, regional and municipal policy framework supports variety in housing stock to foster inclusive and complete communities. Aspects of housing variety include form, unit size, tenure and affordability.

CONTEXT: HOUSING IN VAUGHAN

- In the City of Vaughan, household tenure is heavily weighted toward owners, with 90% of households owning and 10% renting their housing. By comparison, the split is 86% and 14% respectively in York Region (2016 data).
- Purpose-built rental accounts for only 2% (2,084 units) of the total housing stock in Vaughan and 5% of the total housing stock in York Region. The remainder of the rental housing stock is offered on the secondary market (i.e. individuals renting their property, an inherently less stable supply) (2016 data).
- In 2019 in Vaughan, 19% of new housing units were considered affordable (both ownership and rental), compared to York Region at 14%. In Vaughan, this number has seen an overall decline since 2014 when 27% of new units were considered affordable.

Sources: Statistics Canada, Census of Population 2016; CMHC Rental Housing Market, Greater Toronto Area 2018; Housing Matters: A Review of the Housing Market in York Region, 2019.

CURRENT SECONDARY PLAN

Objectives

- **3.2 Establish complete neighbourhoods containing a variety of housing** – Establish distinct, transit-oriented neighbourhoods providing a range of housing forms intended to attract a variety of household types at varying income levels. In keeping with York Region’s target, a minimum of 35% of housing units will satisfy the definition of affordable.

Policy Highlights:

- Condominium and rental apartments will be the main unit type but each distinct neighbourhood should contain a significant portion of grade-related housing, mainly townhouses (3.2).
- Housing units should be designed to meet York Region’s affordable housing targets and designed to accommodate seniors and families with children (3.2).
- Development densities should be higher within short walking distances from rapid transit stations with the highest at the VMC Subway Station (3.5).
- The VMC will accommodate a variety of housing forms and display a diversity of architecture (2).

PROGRESS TO DATE

As discussed in previous sections, the VMC has seen strong growth in development interest in residential uses. Based on the total development pipeline, the residential landscape of the VMC is characterized by the following:

- The number of units represented in the total development pipeline have increased from 1,190 to 32,064 from 2012 to 2020, an increase of 2,694% (October 2020);
- The units currently in the total development pipeline now represent 267% of the 12,000-unit target for 2031 established in the 2010 VMC Secondary Plan (October 2020);
- The approved, under construction, built, completed and occupied developments total 12,792 apartment units and 486 townhouse units (October 2020);
- The total development pipeline continues to be dominated by apartment dwellings, featuring 31,509 apartment units (98.3%) and 555 townhouse units (1.7%) (January 2021). Figure 15 shows a trend toward a built form mix dominated almost entirely by apartment units;

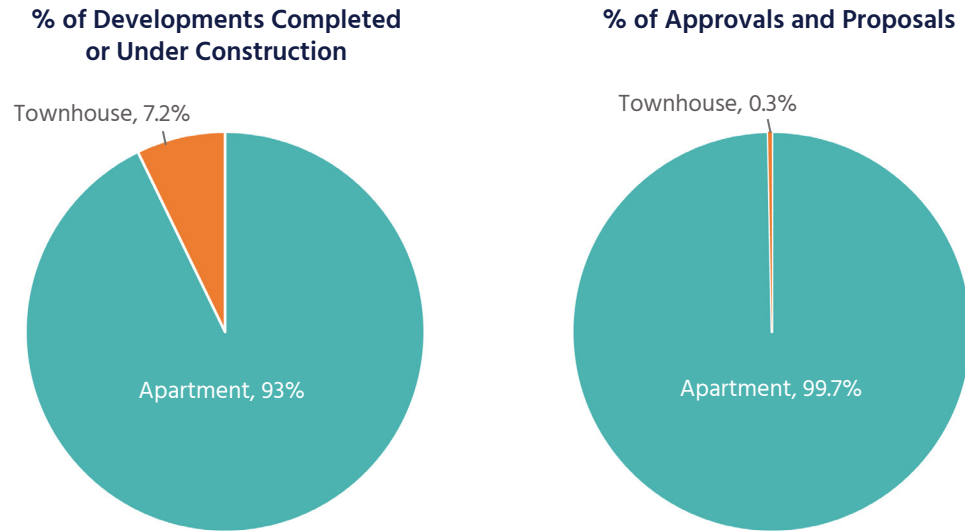


Figure 15 Trends in built form type as of January 2021

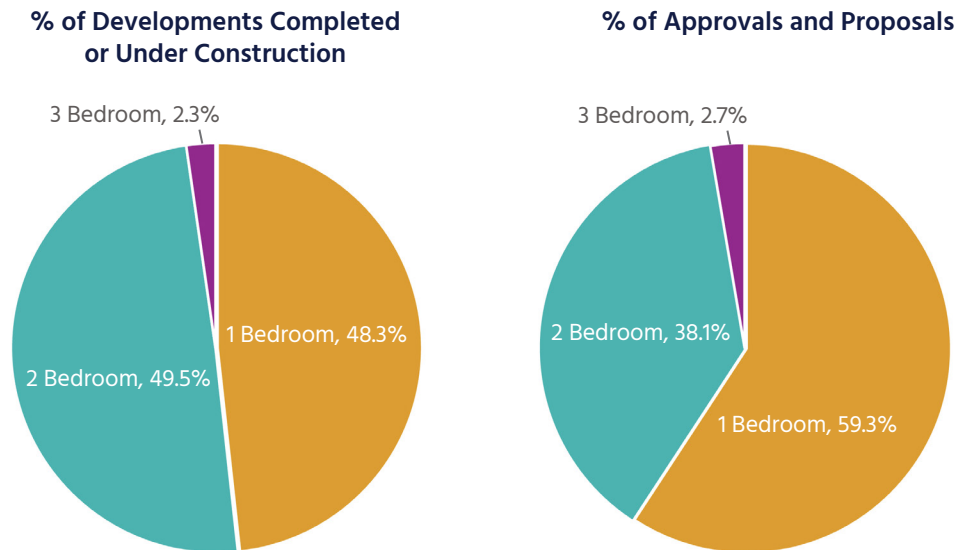


Figure 16 Trends in unit size as of January 2021

- The total development pipeline is dominated by ownership housing. Only one purpose-built rental building is included in the total development pipeline. It is a 35-storey building with 635 units, currently under construction. Purpose-built rental accounts for only 2% of the total development pipeline.
- Figure 16 shows the unit size breakdown of development activity and interest based on the total development pipeline. The comparison of developments completed or under construction and approvals and proposals shows a trend toward smaller unit sizes (January 2021).

Information on the affordability of housing is not available at the scale of the VMC. The text box on the right references the definition of affordable from the Vaughan Official Plan.

The Vaughan Official Plan defines affordable as follows:

Ownership Housing: the least expensive of:

- housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low- and moderate-income households; or
- housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the regional market area;

Rental Housing: the least expensive of:

- a unit for which the rent does not exceed 30 percent of gross annual household income for low- and moderate-income households; or
- a unit for which the rent is at or below the average market rent of a unit in the regional market area.

For the purposes of this definition, “low- and moderate-income households” means, in the case of ownership housing, households with incomes in the lowest 60% of the income distribution for the regional market area, or in the case of rental housing, households with incomes in the lowest 60% of the income distribution for renter households for the regional market area.

KEY ISSUES & CONSIDERATIONS

Key aspects of housing variety are unlikely to be provided if left to the market alone

- As the discussion of progress to date indicates, development in the VMC is skewed to ownership units, units in tall buildings, and smaller size units.
- The City could consider the use of a suite of policy tools, incentives and requirements to achieve housing variety in the VMC, including mid-rise housing forms, family-size units, purpose-built rental and affordable housing. A policy tool worthy of specific mention is the use of inclusionary zoning within MTSAs, which would allow the municipality to require affordable housing units in new developments.



Image 25 Townhouses in the VMC



Image 26 New condominium developments

7.7 Community Services and Facilities

The Vaughan Official Plan (2010) defines community services and facilities as the wide variety of public programs, buildings and spaces that provide for community health and wellbeing. They include arts and recreation facilities, museums, libraries, parks, community health and resource centres, schools, places of worship, day care and long-term care facilities.

As part of the Secondary Plan update process, a Community Services and Facility Strategy will be prepared to ensure that sufficient community services and facilities will be provided in a timely manner to ensure that development does not outpace the provision of amenities. A detailed analysis of current provision and future requirements will be included in the strategy.

Parks and outdoor recreational facilities will be the subject of the Parks and Wayfinding Master Plan, and are addressed in a separate section of this report.

CURRENT SECONDARY PLAN

Objectives

- **3.1 Establish a distinct downtown for Vaughan by 2031 containing a mix of uses, civic attractions and a critical mass of people** – To

create a successful downtown with a strong identity, sense of place and civic attractions, the plan aspires to establish civic uses and spaces in the VMC that serve residents from across the city.

- **3.2 Establish complete neighbourhoods containing a variety of housing** – Complete neighbourhoods have easy access to a full range of community amenities including schools, daycare facilities, a library, indoor and outdoor recreational facilities.

Policy Highlights:

- The need for community facilities will be determined as population thresholds are reached (7.1.1).
- The City shall seek to attract a major institution of higher learning to the VMC to broaden educational opportunities and attract a diverse population (7.1.3).
- Schedule E identifies an area close to the Anchor Mobility Hub, the Metrolinx RTP, and the VMC Subway Station as the preferred location for community services and cultural facilities (7.1.4).

- The City intends to build a multi-purpose community centre of approximately 7,000 m² in the VMC (7.1.5).
- A preliminary requirement of four elementary schools is identified. Potential school sites are shown on Schedule E. Alternate standards may be developed for new schools that are suitable for high density development in the VMC. A school site size of 2.02 ha (5.0 acres) was identified, recognizing that final site sizes and configurations would be determined in consultation with school boards (7.2.5).
- A resource library of approximately 3,300 square metres will be required in the VMC. It shall be located within a 5-minute walk of SmartVMC Bus Terminal and VMC Subway Station, preferably adjacent to a park or public square. It should be integrated with other civic or institutional uses wherever possible, and may be located in the podium of a private development (7.3).
- A Cultural Arts Centre Feasibility Study Plan for the VMC will identify appropriate and feasible cultural facilities for the VMC (7.4).

SUPPORTING DOCUMENTS

Feasibility Study for a Cultural Arts Centre in the Vaughan Metropolitan Centre

The 2019 feasibility study determined that market demand and community need is evident to support a cultural hub. A cultural arts centre would include two performance venues and auxiliary spaces, such as studios, offices and a gathering space. Phase 2 of the study, including site selection, will be initiated in 2021 to inform the Secondary Plan update.

Active Together Master Plan

The 2018 Active Together Master Plan Review and Update (ATMP) identifies current needs and future facility provision strategies to guide planning for parks, recreation and library facilities to the year 2031 throughout the City of Vaughan, with a particular focus on the next five years. In addition to general recommendations and standards of provision based on population, the ATMP includes recommendations on indoor recreation and public libraries directly related to the VMC area:

- Proceed with plans to provide an indoor aquatic facility, gymnasium facility and fitness centre at the Vaughan Metropolitan Centre Centre of Community Mixed-Use Project. (Recommendations 59, 66, 69)

- Continue with plans to establish a branch library (approximately 9,000 sq. ft. (~ 800 m²) and storefront library (approximately 400 sq. ft. (~36 m²) in Vaughan Metropolitan Centre in the short-term, with opening targeted for 2019. (Recommendation 80)

It is worthy to note that the ATMP recommendations for the VMC were based on the population forecasts in the 2010 VMC Secondary Plan. The standards of provision and other general guidance established in the ATMP will be an important resource in developing a Community Services and Facilities Strategy specific to the VMC, based on updated anticipated population.

PROGRESS TO DATE

Currently, the VMC Centre of Community (located in the PwC development) is under construction and includes:

- the YMCA of Greater Toronto (74,494 sq. ft.)
- community centre (14,863 sq. ft.)
- public library branch (9,448 sq. ft.)

Facilities include a daycare, performing arts studio and a community kitchen.

Four school sites were identified in the VMC Secondary Plan. No schools have been created to date, nor have any entered into the planning phase. School boards are monitoring the growth of the VMC community in considering the timing and capacity of the provision of new schools.

Figure 17 shows community services and facilities built and planned for the VMC.

KEY ISSUES & CONSIDERATIONS

Planning for community services and facilities needs to reflect any changes to anticipated population

- The Secondary Plan update will include a strategy for the provision of community services and facilities to support the VMC.
- The planning for community services and facilities included in the 2010 VMC Secondary Plan and the 2018 city-wide Active Together Master Plan were based on population estimates available at those times. Based on development trends, the VMC population at full build-out could potentially be much larger than anticipated, requiring a re-evaluation of



Image 27 The VMC Centre of Community in a mixed-use building



Image 28 The VMC Centre of Community is in close proximity to Transit Square and TTC Plaza

Section 7: VMC in Evolution

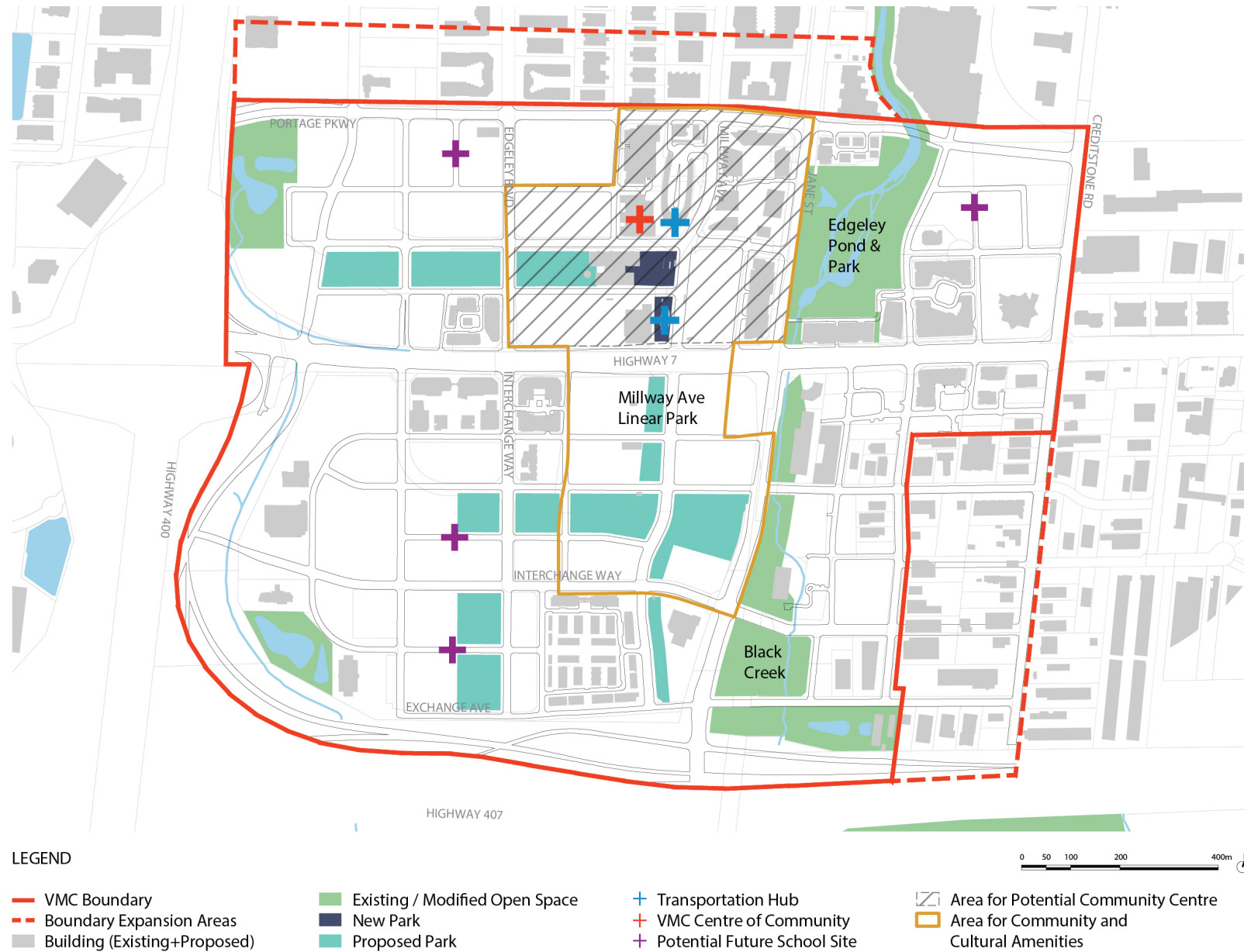


Figure 17 Community services and facilities built and planned for Vaughan Metropolitan Centre

the community services and facilities needed to support the community. The VMC Secondary Plan update will establish appropriate development levels and ensure calibration between population and the community amenities to serve them.

- The Secondary Plan policies will be developed to adapt to revised population projections over time and ensure the adequate and timely provision of community services and facilities.

Implementation tools have changed

- Recently, the province has made changes to the tools used to fund and provide community services and facilities through Bill 108, Bill 138, Bill 197 and associated regulations.
- Development Charges (DCs) are still the primary means for funding the capital costs of community services and facilities.
- Section 37 contributions, which were previously used to secure community benefits in circumstances where increased height and density were sought, have been replaced by Community Benefits Charges.

- Community Benefits Charges are capped in value at 4% of land value and enabled through an appealable by-law. Community Benefits Charges can pay for the capital costs of facilities, services and matters required because of development or redevelopment, but are not permitted to cover the same costs as DCs.

Community service and facilities needs will reflect the characteristics of the VMC

- A number of factors indicate that the VMC will need to be relatively self-sufficient in terms of community services and facilities: the scale of the proposed development and resulting population; the presence of barriers like the 400-series highways and the physical separation of VMC from other residential areas; and the complete community ideal where facilities should be accessible by walking or cycling. In fact, the City may wish to locate city-serving services and facilities in the VMC to reinforce its role as the downtown.
- Housing characteristics in the VMC are expected to impact the demographics of the area, resulting in a profile different from other parts of Vaughan. Predominantly high-rise

built form with 1-2 bedroom dwelling units will likely correspond to a younger population and fewer families with children. This will have implications on the kind of services and facilities that are planned.

- The VMC will also be an area of major employment. Though community services and facilities are typically for resident community, they can be programmed to accommodate area employees as well.
- The provision of community facilities will need to be adapted to respond to the dense urban environment and population planned for the VMC. The 2010 VMC Secondary Plan was visionary to include considerations for development of community facilities that respond to a dense urban environment including, co-location of facilities and placing them next to parks where possible, integrating with other uses and providing easy access through pedestrian, cycling, and transit systems.
- Additionally, the Vaughan Official Plan considers access to local food a key part of building complete community and part of community infrastructure. Community gardens, certain open spaces, green ways, unused

spaces under highways and programmed parks for farmer markets could be considered to meet this goal.

Timely provision of community services and facilities

- Currently it is the policy of the VMC Secondary Plan to plan for community services when the population thresholds are reached (7.1.1). However, it has been observed that in many cases having the community amenities in place serves to attract future population into the area. The timing of implementation of catalyst community services therefore could be reconsidered.

7.8 Parks and Open Space

The Vaughan Official Plan (2010) identifies parks and open spaces as a key component of community infrastructure. Parks support active and passive recreation and include playing fields, playgrounds, large and small event spaces, community spaces, aquatic facilities, field houses, skateboard parks and a variety of other uses across a hierarchy of park types. Open spaces support passive recreational uses and ecological functions, such as trails, sensitive wetlands, valley lands and forests, cemeteries, the Don and Humber river systems, the casually tended landscapes around stormwater management ponds and greenways.

Parks, open spaces and outdoor recreational facilities will be the subject of a Parks and Wayfinding Master Plan (PWMP), which is being developed concurrently to inform the Secondary Plan update.

CURRENT SECONDARY PLAN

Objectives

- **3.7 Develop a generous and remarkable open space system** – A diversity of open spaces will define and distinguish the VMC and ensure it is attractive and livable. All residents should be within a 5-minute walk from a park.

- **3.8 Make natural features and functions a prominent part of development** – As the VMC becomes more dense and urban with development, natural features, systems and functions should become more apparent. Trees should line both sides of every street and be clustered in parks and other open spaces.

The VMC Secondary Plan, Chapter 6, Parks and Open Spaces, provides guidance for provision of parks and open spaces within the VMC. The intent of policies are to:

- Ensure there are parkland and other open spaces adequate for a range of recreational activities and passive enjoyment within walking distance of VMC residents and workers.
- Provide central neighbourhood gathering and recreation spaces.
- Provide civic open spaces capable of accommodating events with city-wide appeal.
- Ensure the VMC develops with a variety of public open spaces, including neighbourhood parks and urban squares, as well as courtyards, gardens and naturalized spaces.
- Significantly enhance the image of the VMC.

- Integrate natural features and open space with development.
- Enhance the pedestrian network with paths and trails.

Policy Highlights

- Parks identified for the VMC include neighbourhood parks intended primarily for use by local residents, and urban parks, public squares and the Transit Square intended for use by local residents and workers (6.1.1).
- A minimum of 20 ha of parkland will be provided in the VMC. This target may be changed based on the use and demand for parkland without amendment to the Plan. Park acquisition and related requirements are stated as per section 42 of the Planning Act. (6.1.2, 6.1.3, 6.1.4)
- Parks and open spaces are to accommodate pedestrian and cycling paths within larger pedestrian and bicycle network (6.1.7).
- The design of all parks and other open spaces in the VMC shall be guided by the VMC Streetscape and Open Space Plan (6.1.8).

- The Millway Avenue Linear Park built over the underground VMC Subway Station and tunnel, is envisioned to be a central civic gathering space in the VMC (6.2.1).
- Parks and public squares in the VMC will not contain surface parking areas with exception of those required for service vehicles (6.2.6).
- Environmental open spaces play will play a vital role in greening of VMC and are intended to be developed as naturalized open spaces (6.3.1).

SUPPORTING DOCUMENTS

Active Together Master Plan

The Active Together Master Plan (2018) is a long-range planning study for parks, recreation and library facilities, undertaken every five years to support ongoing planning efforts. The ATMP defines a parks and open space hierarchy and provides recommendations for parks and outdoor recreation within Vaughan. It establishes a parkland classification system and identifies new forms of parkland appropriate for intensification areas.

PROGRESS TO DATE

The current and anticipated provision of parks is examined in detail in the PWMP Assessment Report prepared by Janet Rosenberg & Studio. Existing and planned parks and open spaces are shown on Figure 18.

Parks realized to date are centred on the transit station area and include: TTC Plaza, TTC Station Plaza and Transit Square. The public portion of the latter urban square is extended by an adjacent privately owned publicly accessible space. Construction is anticipated to begin on a number of other park spaces including the first phase of the northern Central Park, an extension of the Millway Avenue Linear Park (at Block 2) and the Expo Strata Park contributing to the Millway Avenue Linear Park.

Edgeley Park and Pond is part of the Black Creek remediation project and will serve as one of the VMC's signature open spaces. Having received Ministerial approval, the detailed design is being finalized and will implement an enhanced open space system east of Jane Street.

The PWMP currently underway in tandem with the Secondary Plan update will inform a detailed strategy on parks and open space development.

KEY ISSUES & CONSIDERATIONS

Parks planning needs to reflect new demographic projections, characteristics and densities

- The 2010 VMC Secondary Plan set a goal of a minimum of 20 ha of parkland in the VMC. This target was established in the context of an anticipated population of 50,000 at full build-out. Estimates based on current development trends suggest a potential population of over double that figure. The VMC Secondary Plan update will establish appropriate development levels and ensure calibration between population and the parkland to serve them.
- The dominance of residential towers with 1-2 bedroom units will have implications for the demographics of the area, likely corresponding to a younger population and less families with children. This will have implications on kind of parks, open spaces and recreational facilities that are needed. For example, more dog parks might be needed as opposed to playgrounds.
- The Vaughan Official Plan establishes that Intensification Areas, including the VMC, require new and creative parkland opportunities provided on an urban scale, mostly in the form of neighbourhood parks,

urban parks, and public squares (7.3.1). The design of parks and open spaces is expected to respond to a diverse urban environment and population (7.3.2). They may include a range of community amenities, including sports facilities, playgrounds, pavilions and shelters, outdoor amphitheatres and picnic areas. The Secondary Plan update will need to consider creative ways to meet parkland requirements in dense urban environments.

Implementation tools have changed

- Vaughan Official Plan (2010) Section 7.3.3 policies are under appeal. They will also need to be reviewed in light of recent changes to the Planning Act.
- Recently, the province has made changes to the tools used to secure parkland through Bill 108, Bill 138, Bill 197 and associated regulations.
- Bill 197, the COVID-19 Economic Recovery Act, 2020, rolled back changes made by Bill 108 in 2019 and restored a municipality's right to require development applications to dedicate parkland at the base rates of 2% of the area of the land developed for commercial/industrial lands and 5% of the area of the land for all other uses, or, for, residential development, the alternative rate of 1 hectare per 300 dwelling

units for land conveyances and 1 hectare per 500 units for cash-in-lieu.

- Bill 197 established that to use the alternative rate a municipality must pass an alternative rate by-law, which is subject to appeal to the LPAT. Any existing by-laws will expire two years after these changes come into force. Municipalities must pass a new parkland dedication by-law if they wish to use the alternative rate, which can be appealed by landowners. Meanwhile, existing parkland by-laws remain in effect until they are replaced within the two-year period noted above.
- A Community Benefits Charge (CBC) can include parkland acquisition costs, but this would supersede the use of the alternative rate described above. CBCs could be used for eligible capital costs for parkland but these costs can only be collected once, either through a DC by-law or a CBC by-law.
- The City of Vaughan is undergoing a Parkland Dedication Guideline study to help inform a parkland dedication by-law and CBC by-law.

Section 7: VMC in Evolution

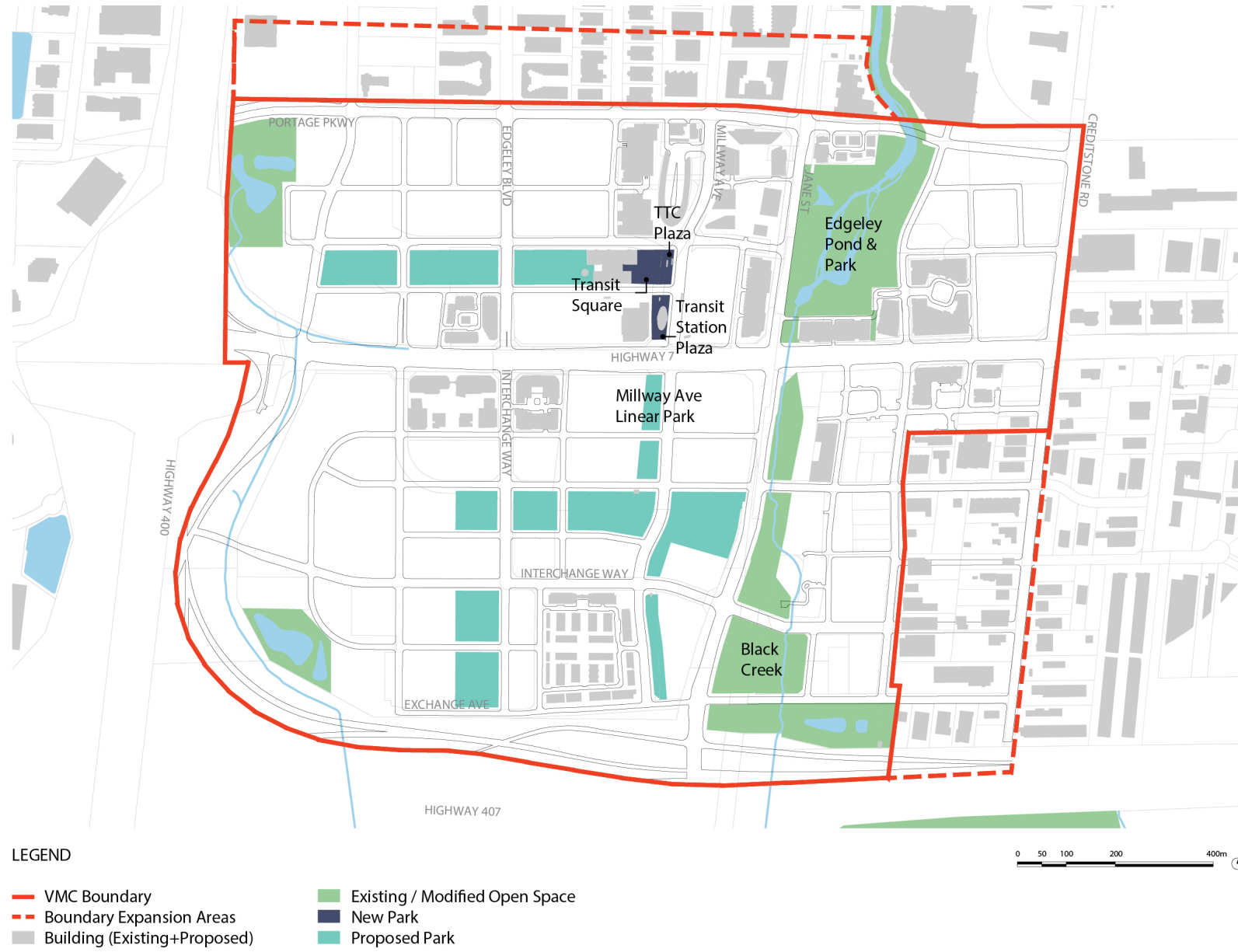


Figure 18 Parks and open spaces planned for Vaughan Metropolitan Centre



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Employment uses to the north of the VMC

8. BOUNDARY EXPANSION

8.1 Boundary Expansion

8.1 Boundary Expansion

This project will also consider expanding the Secondary Plan boundary to include additional lands to the southeast and north of the existing VMC area. Further analysis and discussions with staff, landowners, and industrial operators will assess the suitability of an expanded boundary. Ultimately, an expanded boundary should ensure future development contributes in a cohesive manner to the VMC and creates appropriate transitions to surrounding areas.

The potential boundary expansion will contemplate two specific areas. A number of sites within these areas have been subject to employment conversions through the ongoing Regional Municipal Comprehensive Review, which will result in new land use designations through the City of Vaughan's Official Plan Review.

LAND USE DESIGNATION

The lands under consideration are designated General Employment and Prestige Employment according to Schedule 13 – Land Use of the City of Vaughan Official Plan (2010). Under Policy 9.2.2.10, permitted uses include:

General Employment

- Industrial uses including manufacturing, warehousing; and

- Office and/or retail uses accessory to and directly associated with industrial uses.

General Employment areas will continue to accommodate vehicles and trucks, but development will prioritize pedestrian connectivity and amenities to serve the daily employee population and facilitate access to public transit.

Prestige Employment

- Industrial uses including manufacturing, warehousing, processing, and distribution uses;
- Office and or retail uses accessory to and directly associated with industrial uses located on the same lot;
- Office uses not accessory to and directly associated with industrial uses up to a maximum gross floor area of 10,000 square metres, with greater densities in higher profile areas.;
- Ancillary retail uses; and
- Gas stations.

Prestige Employment areas are located on arterial streets and 400-series highways to provide a

Section 8: Boundary Expansion



Image 29-31 Existing uses in Expansion Area A include surface parking lots and low-density industrial service and commercial uses.



Image 32-34 Existing uses in Expansion Area B include surface parking lots, a mid-rise hotel and office uses, and low-density, low-rise commercial uses.

transition between General Employment Areas and more sensitive land uses.

EXPANSION AREA A

One expansion area for consideration includes lands located south of Highway 7 and bounded by Creditstone Road, Maplecrete Road, and Highway 407 (see Figure 19). This area is 18.7 ha and dominated by surface parking lots and low-density industrial service and commercial uses including automobile parts and repair shops, industrial equipment suppliers, and structural steel fabrication. The Secondary Plan may need to consider policies to encourage land assembly of these smaller, individually-owned parcels.

Land Use Designation

Under the City of Vaughan Official Plan (2010), these lands are largely designated General Employment with a band of Prestige Employment running along Highway 407.

Employment

There are 58 businesses in the area with a total of 960 employees (York Region Employment Survey, 2019). Table 7 shows the top ten employment sectors and number of jobs in each.

Other Issues

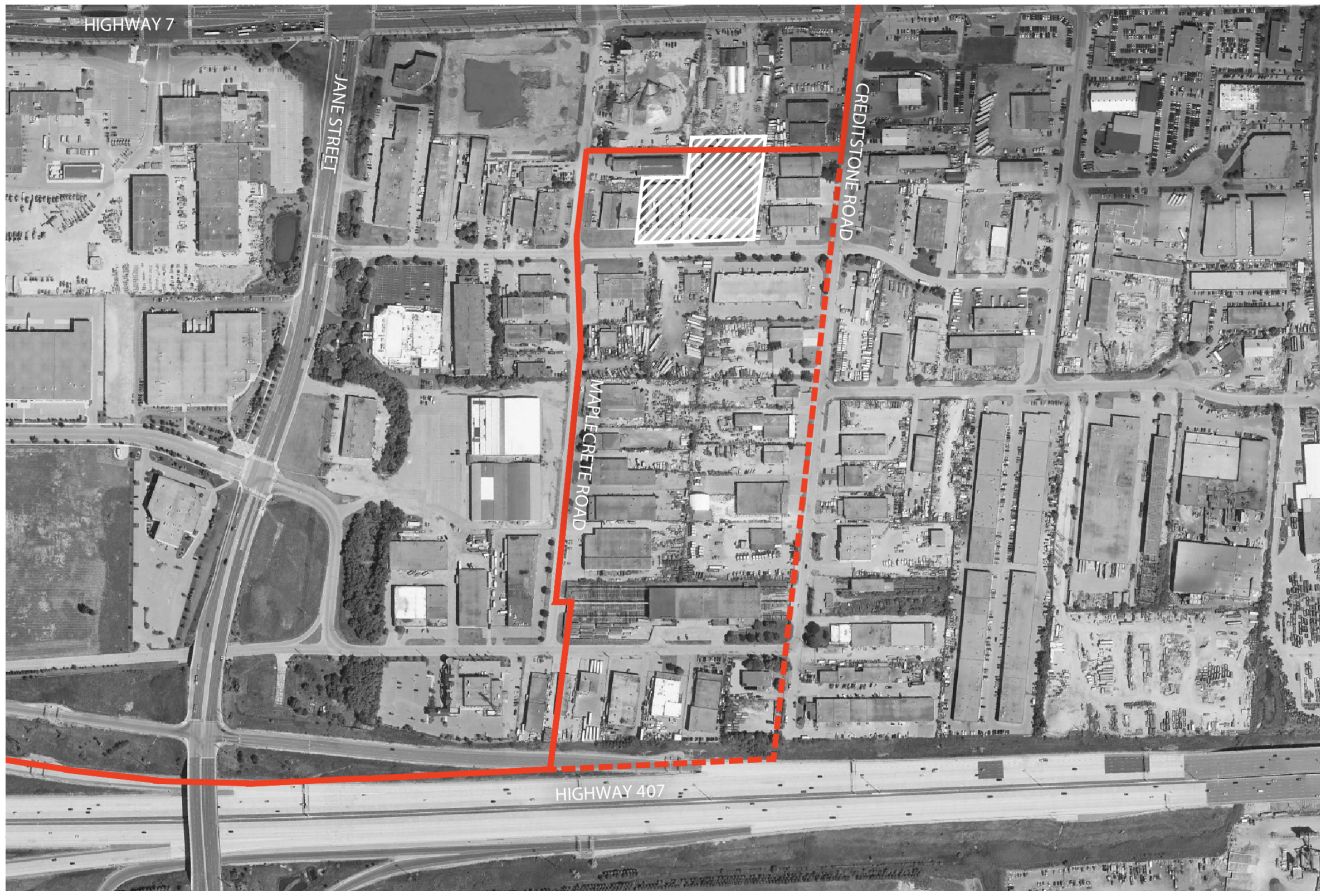
On October 15, 2020, York Regional Council approved employment conversions for two properties within this potential expansion area: 130 and 140 Doughton Road.

Table 7 Top 10 Employment Sectors in Potential Expansion Area A (2019)

Employment Sector	Total Employment
Specialty trade contractors	490
Heavy and civil engineering construction	76
Fabricated metal product manufacturing	40
Repair and maintenance	39
Educational services	36
Transit and ground passenger transportation	32
Motor vehicle and parts dealers	29
Waste management and remediation services	28
Construction of buildings	26
Miscellaneous manufacturing	25

Source: York Region Employment Survey, 2019

Section 8: Boundary Expansion



LEGEND

- VMC Boundary
- - - Boundary Expansion Area
- ▨ Approved Employment Conversion Areas

2

Figure 19 Boundary Expansion Area A aerial

EXPANSION AREA B

A second area for consideration to the expanded boundary are lands approximately one urban block north of Portage Parkway and encompassing approved employment conversion areas (see Figure 20). The area is 18.8 ha and consists of surface parking lots, mid-rise hotel and office uses, and low-density, low-rise commercial uses including bakeries, hobby stores, spas, and supplies stores.

Land Use Designation

Under the Official Plan, these lands are largely designated Prestige Employment.

Employment

There are 190 businesses in the area with a total of 1,806 employees (York Region Employment Survey, 2019). Table 8 shows the top ten employment sectors and number of jobs in each.

Other Issues

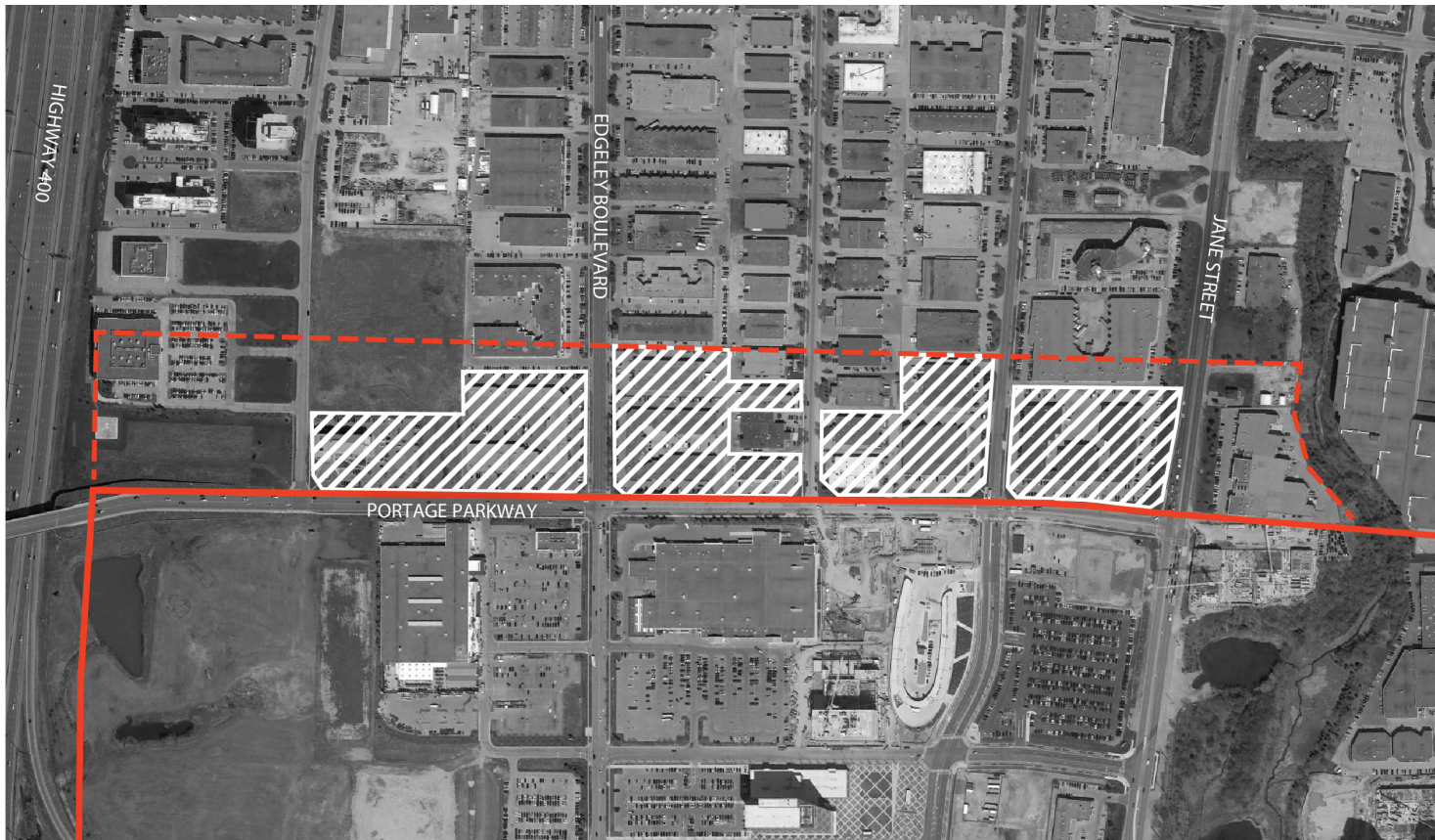
On October 15, 2020, York Regional Council approved employment conversions for properties within this potential expansion area: 201 Millway, 705 Applewood Crescent, 200/225/207 Edgeley Boulevard, 10,11,27, 38 Buttermill Avenue, 190/212 Millway Avenue.

Table 8 Top 10 Employment Sectors in Potential Expansion Area B (2019)

Employment Sector	Total Employment
Construction of buildings	428
Specialty trade contractors	262
Professional, scientific and technical	203
Insurance carriers and related activities	126
Personal and household goods merchant wholesalers	68
Furniture and related product manufacturing	65
Securities, commodity contracts and other financial investment and related activities	59
Waste management and remediation services	55
Building material and supplies merchant wholesalers	50
Food manufacturing	46

Source: York Region Employment Survey, 2019

Section 8: Boundary Expansion



LEGEND

- VMC Boundary
- - - Boundary Expansion Area
- ▨ Approved Employment Conversion Areas

Figure 20 Boundary Expansion Area B aerial



VMC Centre of Community

9. SUMMARY OF KEY ISSUES

9.1 Opportunities and Challenges

9.1 Opportunities and Challenges

The City of Vaughan has achieved a great deal in creating a downtown in the VMC, based on the policy framework established by the 2010 Secondary Plan. The Secondary Plan update will refresh the framework, continuing the original's trajectory recalibrated for emerging conditions and addressing challenges to achieving the Plan's complete vision.

OPPORTUNITIES

Creating a Downtown and Central Business District

The VMC will be Vaughan's downtown and a centre of economic activity. The arrival of the subway and its connection to other higher order transit gives the VMC a marked competitive advantage relative to other office-attracting centres in the 905 region. The excellent work accomplished by the City of Vaughan to date in realizing office development and attracting high profile anchor tenants should be continued. The pursuit of this ambition will have to be undertaken in light of the potential changes to the office market related to the COVID-19 pandemic.

Creating a Destination

As Vaughan's downtown, the VMC will be a focal point for the city, drawing people to the area for multiple reasons:

- to work;
- to access a unique retail and entertainment offer;
- to experience a dynamic and attractive urban environment;
- to enjoy arts and culture; and
- to access public facilities and services.

The creation of a hub of cultural and arts-based institutions, facilities and installations has been identified as an offer with great potential to draw people to the VMC.

Creating a Place

The initial phases of development in the VMC, particularly around the VMC Subway Station and SmartVMC Bus Terminal, demonstrate a conscientious approach to creating an attractive and engaging built environment through building orientation and animation, the inclusion of public spaces and investments in the quality of the public realm. Vaughan must continue to hold developers to high

standard, while itself investing in parks, open spaces, streets and public facilities to create an exceptional built environment with a strong sense of place.

Creating a Home

The VMC will be a destination, but also a home for the people that live there. As such, it should offer all the things that people need in their daily lives – retail, services, parks, community facilities, and even work – at a walkable scale. The VMC should above all be a community, with diverse venues for the flourishing of civic life and a strong sense of place, identify and belonging. That community should be accessible to all regardless of age, ability or income.

Creating Real Choice in How to Get Around

Vaughan, as a suburban community, is a car community. However, in the VMC, real steps have been taken towards creating viable alternatives for moving around without relying on the automobile. The presence of the subway and bus rapid transit (BRT) provide access to the broader region by transit. The next critical step is to continue to implement a comprehensive network for pedestrians and cyclists to move within the VMC and surrounding areas. The

network must continue to focus on the quality of the experience to make active ways of getting around efficient, convenient and enjoyable.

Harnessing Development Interest to Realize a Broader Vision

As discussed throughout this report, development interest in the VMC is much more intense than anticipated. This development interest is the fuel that will power the realization of the City’s ambitions for its downtown. However, it must be harnessed to achieve a built environment and a community that meets the public interest. The Secondary Plan update includes an extensive landowner and resident consultation process.

CHALLENGES

Finding a Balance of Uses

Development interest in the VMC is far greater than anticipated in the 2010 Secondary Plan and heavily weighted to residential uses. Employment uses and retail and services are also important parts of a complete community. Although there has been initial success in attracting office uses, there has also been push back from some developers to providing

office space in accordance with the 2010 plan. Careful thought must be given to what needs to be done to continue achieve a balance of uses in Vaughan’s downtown.

Serving the Population with Public Amenities

The provision of parks and community facilities included in the 2010 Secondary Plan was calibrated to a much smaller anticipated population. This provision needs to be re-evaluated to reflect new development projections. The ability to adequately provide these amenities in the VMC may lead to measures that tie new growth to the provision of these amenities.

Achieving Built Form Variety, Including Mid-Rise Built Form

To date, development interest in the VMC is heavily focused on high-rise tower form buildings, with some interest in townhouses. Rarer is interest in mid-rise form buildings. The 2010 Secondary Plan envisaged a VMC that had areas of varying character and built form intensity. The Secondary Plan update must strengthen and reinforce the policy framework to deliver on this vision and avoid an undifferentiated mass of tall buildings.

Tying Growth to the Provision of Amenities

As the points above indicate, it will be a challenge to reconcile the kind of community envisaged in the 2010 Secondary Plan with current development pressures should these continue into the future. The Secondary Plan needs to evaluate the new opportunities presented by future development interest while staying true to its vision of creating a place of exceptional quality and contributing to an outstanding quality of life for those that experience it.

Creating an Attractive Public Realm

This is both an opportunity and a challenge. While there has been a great deal of effort and impressive detailed planning for the public spaces surrounding the VMC Subway Station, north of Highway 7, this effort needs to continue in other areas as new development comes on stream to create an enjoyable experience for people walking around. This means that both the space in front of the buildings adjacent to the streets, as well as the first, and even the first few floors of the buildings, need to be designed to create attractive and intimate zones of activity.

Realizing the Housing Variety Necessary for an Inclusive Community

Everyone should be able to find a home in the VMC, regardless of age, household size, or income. Housing variety means different building types, options to rent or own, units of various size and housing choices for all incomes. The Secondary Plan must focus on stimulating the kinds of housing that may not be provided otherwise, including purpose-built rental, family size units and affordable housing

Planning During a Period of Profound Disruption

The COVID-19 pandemic has changed everything, in the short term at least. The nature of office-based work, working from home and retail has been especially impacted. In setting out a plan for the future, the Secondary Plan must distinguish between this immediate disruption and the long-term trends.

Establishing Transitions at the VMC's Boundaries

The vision for the VMC is a stark contrast, in terms of built form intensity and quality of place, to its surroundings, especially the low density industrial commercial areas to the north and east. The Secondary Plan update is contemplating two boundary expansions and these must be considered in the context of the long-term plans for the relationship of the VMC to its surroundings.



Expo City across from Edgeley Pond

10. CASE STUDIES

10.1 Case Studies

10.1 Case Studies

To help inform the Secondary Plan Update, a number of recently planned or developed nodes across Canada and around the world were examined. These case studies vary in scale, from single developments to large districts, and in location, from the edges of existing downtowns to outer suburban areas.

Identifying precedents for the VMC is challenging because the Greater Toronto Area is generally ahead of the rest of North America in achieving high-density suburban nodes. Vancouver has gone through a similar process, but at a smaller scale, while Montreal is still at an early stage with regards to the development of a major node in Laval.

The first generation of growth nodes in the GTA, including North York, Scarborough Centre, and Mississauga Centre, were initially considered but ultimately excluded for this analysis. When compared to the VMC, North York is much more conventional, relying on a historic street grid and surrounding neighbourhood fabric. Scarborough is highly dependent on a single use and owner, the Scarborough Town Centre Mall, although that may change in future with the planned extension of the TTC subway. Mississauga is perhaps more similar to the VMC, but also reliant on a shopping mall and has struggled to achieve a truly urban quality.

American cities have struggled to produce new suburban nodes because of a governmental system that impedes regional planning. In most cases, suburban intensification has come through reinvestment in historic outlying city centres; for example, Oakland, California, outside of San Francisco. Reston and Tysons, Virginia remain two of the strongest examples of completely new nodes in the post-war era, as planned downtowns within Fairfax County. Reston is more idealistic and civic, while Tysons is more commercial and developer-driven. However, our analysis indicates that even Reston has struggled to achieve a civic identity beyond a collection of individual developments.

Precedents from Europe and Australia were also reviewed. A number of Asian cities, including Ho Chi Minh City, Singapore, Hong Kong, and Shanghai, were considered for analysis; however, the scale of suburban intensification there is far greater than what is planned in the VMC. These examples also contain less variation in built form, generally limited to towers with lesser richness at the ground plane.

The comparison matrix shown in Table 10 across pg. 126-131 is not exhaustive but intended to present a variety of different potential precedents for the VMC. These case studies present a number of lessons for the VMC and will influence further thinking toward the Secondary Plan Update.

KEY TAKEAWAYS

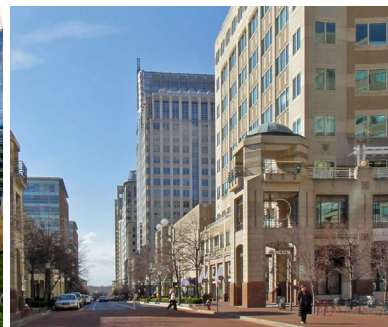
- **Built form variety** is essential in achieving interest and quality of experience within a node. This can be challenging in centres that do not have a historic legacy to draw on. The VMC may achieve this, but it also runs the risk of falling into the trap of high-rise monoculture.
- **Substantial parks and open spaces** are key features in almost all of the precedents, providing them with character and functional recreational opportunities. Previous planning has also identified this as essential to the VMC; however, the VMC faces challenges of implementation and ensuring that open space keeps pace with density of development.
- As with the VMC, almost all of the precedents were able to **achieve density through access to higher order transit**. However, most of the precedents were also able to successfully tap into major active transportation routes — something that the VMC still must do.
- **Incorporating infrastructural improvements** (ideally timed to coincide with development) was a part of most of the precedents. The VMC has done this as well, with regard to the TTC subway extension and Edgeley Park plan, but there may also be future opportunities of which to take advantage.
- On the other hand, few of the precedents included **affordable housing** — one of the biggest struggles and paradoxes with otherwise admirably-designed new communities. Working to make the VMC welcoming to people of a variety of demographics and income levels will be a critical task if Vaughan is to do better than some of these examples.

	Canary District (West Don Lands), Toronto	Etobicoke Centre (Six Points), Toronto	Marine Gateway, Vancouver	East Fraser Lands (River District), Vancouver	Surrey City Centre, Surrey
Brief Overview	Mixed use (although predominantly residential) district constructed on formerly industrial lands near the Don River. Housed the temporary PanAm Games athletes’ village. Currently under development.	High-density mixed-use node in Etobicoke, based around the Kipling subway/GO stations and the former Six Points interchange. Future home of a relocated Etobicoke Civic Centre. Currently under development.	Mixed-use node on Vancouver’s new ‘Canada Line,’ constructed on formerly industrial lands. Essentially a single development but spread over several discrete sites.	Large planned sustainable mixed-use waterfront node, consisting of multiple neighbourhoods and major new park space. Will incorporate a variety of housing types and community facilities. Currently under construction.	Planned mixed-use downtown node for Surrey, in the neighbourhood formerly known as Whalley. Developing gradually.
Built Form Variety	When complete, will combine mid-rise, towers and some townhouses along with non-residential buildings.	While new development will be mostly in the tower-podium form, the Centre incorporates a number of pre-existing building types.	Although smaller, it incorporates some variety: two neighbourhood plazas, an office building and two residential tower-podium buildings.	Incorporates a mix of tower-podium buildings, mid-rise buildings and townhouses. Podiums accommodate significant retail space.	Intended to incorporate a wide variety of built forms. Currently includes city hall, the PwC office building, a shopping mall, several older residential towers and a variety of suburban forms.
Hierarchy of Development Intensity	Mostly mid-rise, but with a modest height peak at Corktown Common. Recently-approved tall buildings west of the site challenge this structure somewhat.	A Planned focus for intensity is the former Six Points intersection and adjacent transit stations.	Not applicable. This is a single development.	Steps up to a height peak at a major central intersection (Kent Avenue and River District Crossing).	Planned to transition from a central height peak to existing low-rise residential neighbourhoods around the periphery.

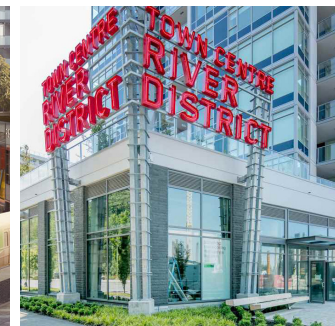
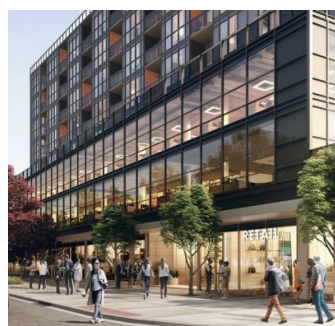


Table 10 Comparison of precedent case studies (continued to pg. 131)

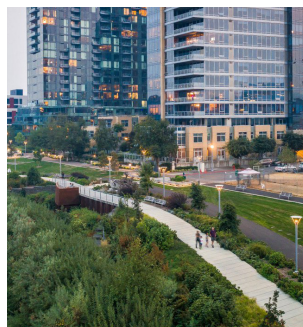
	Parramatta City Centre, Sydney	South Waterfront, Portland	Reston, Virginia	Porto Nuova, Milan	Nuevo Morte, Madrid
Brief Overview	Evolved as Sydney's secondary node. A 2011 Urban Design Strategy was implemented to guide further intensification along its river front and to encourage active transportation.	Newly-constructed mixed use (although primarily residential) node on former industrial lands, accessed by an extension of Portland's LRT system.	Truly mixed-use suburban node that incorporates shopping, offices and a variety of residential building types, outside of Washington, DC. Part of a larger post-War planned community, Reston Town Centre was begun in the 1980s.	New node planned in the late 1990s on formerly industrial lands, just outside of the traditional city centre. It houses many of the city's corporate headquarters as well as upscale, high density residential uses.	Redevelopment of Madrid's northern train station in one of the largest-scale urban renewal and placemaking initiatives in Europe to date – with a total site of 300 hectares.
Built Form Variety	Urban Design Strategy calls for mostly high-rise infill along river (both podium and non-podium buildings). Wider existing community contains a range of built form.	Relies predominantly on tower-podium buildings, but also incorporates some mid-rise. Podiums contain retail and office uses, as well as grade-related residential units. Completed work includes major office / hospital complex.	Wide variety of buildings, including mid to high-rise office and residential, as well as indoor and outdoor shopping areas. Low-rise residential, particularly townhouses, in peripheral areas.	Predominantly tall buildings, but also includes some low and mid-rise. Incorporates several pre-existing historic buildings.	Intended to incorporate a variety of uses, including residential, office, retail and civic. Primarily a mix of towers and mid-rise buildings.
Hierarchy of Development Intensity	Tall buildings range in height and step upward toward a node.	No clear hierarchy (although this is a relatively small district).	Broadly, there is a transition from low-rise residential at the periphery to more intensive uses within the Town Centre. However, peripheral areas remain dotted with 'tower in the park' style complexes.	No clear hierarchy (although this is a relatively small district).	A variety of forms stepping up to a major node adjacent to the train station.



	Canary District (West Don Lands), Toronto	Etobicoke Centre (Six Points), Toronto	Marine Gateway, Vancouver	East Fraser Lands (River District), Vancouver	Surrey City Centre, Surrey
Parkland & Community Services and Facilities in High-Density Environments	Incorporates a YMCA, and new parks, including Corktown Common. Achievement of parkland made easier due to government ownership of lands, and floodplain considerations.	Achievement of several small new parks through development process. Major civic focus will be planned relocation of Etobicoke Civic Centre on the former Westwood Theatre lands.	No public parkland or community facilities. Does produce a transit plaza, POPS and green roofs.	Over 10 hectares of new waterfront parkland generated over a length of 1.5 km, as well as numerous smaller, more urban park spaces. Will eventually incorporate a community centre, schools, two childcare families and a public library.	Will produce two major parks, plus several smaller parks and open spaces. Will incorporate greenways that follow existing watercourses.
Affordable Housing & Housing Variety	Incorporates social and affordable housing. Variety of typologies will offer differing unit sizes.	Likely primarily condo tenure in new developments, but will include affordable housing in keeping with minimum requirements.	High-rise condo tenure.	Wide variety of different typologies (including townhouses) will offer different unit sizes. Incorporates affordable rental housing.	Likely will include different types of housing tenure. Much of the plan is yet to be realized. Peripheral neighbourhoods include a variety of low-rise typologies that complement central node.
Achieving a True Downtown/Destination	Not intended as a downtown, but could become a local destination. Adjacent to the Distillery District, which serves as a destination.	If successfully implemented, Etobicoke Centre will bring together rapid transit, residential intensity, retail and civic facilities. Intended as a 'downtown' for Etobicoke.	Single development, not intended as a downtown.	Not intended as a downtown, but could become a local destination	Intended to be the centre of Surrey and one of the major nodes in suburban Vancouver.



	Parramatta City Centre, Sydney	South Waterfront, Portland	Reston, Virginia	Porto Nuova, Milan	Nuevo Morte, Madrid
Parkland & Community Services and Facilities in High-Density Environments	New waterfront park will be created along river.	Incorporates central park as well as waterfront greenway.	Anchored by the Town Square, a large formal space surrounded by buildings. There are a few other significant recreational spaces in the Centre, but many exist nearby in peripheral neighbourhoods.	Designed around one large contemporary central park, the 'Tree Library,' which forms one of the major open spaces in Milan. Also incorporates several smaller piazzas associated with individual developments.	A central green axis will connect the former hunting grounds of El Pardo to the north of the city with downtown's El Retiro park. Will also include a variety of smaller parks and play spaces.
Affordable Housing & Housing Variety	High-rise condo tenure residential units.	High-rise condo tenure residential units.	Primarily mid- and high-rise, but low-rise townhouses at periphery offer some variety of built form. Little if any of the housing appears to be affordable.	High-rise condo tenure residential units.	20% of residential buildings, twice what is required, will be set aside for social housing. Mix of rental and condo housing.
Achieving a True Downtown/Destination	Intent is to rebrand Parramatta as a major urban destination within Sydney.	Not intended as a downtown, but could become a local destination	The clear 'downtown' of the larger community of Reston and one of two downtowns in Fairfax County. Incorporates an intensive mix of uses that goes beyond residential to include offices and major shopping destinations.	A destination, but not a downtown on its own. Located a little outside of the traditional city centre. Emphasis on offices and proximity of Garibaldi train station makes it a major secondary destination.	Not intended as a downtown, but could become a local destination



	Canary District (West Don Lands), Toronto	Etobicoke Centre (Six Points), Toronto	Marine Gateway, Vancouver	East Fraser Lands (River District), Vancouver	Surrey City Centre, Surrey
Placemaking & Quality of Life	A public realm of notably high quality, including broad boulevards, plantings, furnishings and public art. Good integration of built form with public realm.	Quality of placemaking varies, but new civic centre site will be important focal point for the Centre. Reconstructed streets will drastically improve public realm. Introduction of public art.	Sensitively integrates built form with the new Skytrain and bus station. Produces a transit plaza lined with active uses.	Designed as a special, sustainable-focused community that will integrate urban and naturalized areas together sensitively.	Intended as a complete, urban community with a variety of new commercial and civic spaces.
Active Transportation	Porous block structure and high-quality public realm encourages walking. Incorporates cycling facilities and connects to existing Lower Don Trail.	Incorporates cycling facilities. Improved pedestrian realm on reconstructed streets.	Although not directly part of development, the adjacent Cambie Street includes a bikeway.	Will generate a network of cycling facilities. Incorporates a multi-use river-front trail.	Existing cycle network will be expanded through redevelopments.
Higher Order Transit Facilities	Currently limited to streetcar service. Planned subway (Downtown Relief Line) and GO train service nearby at East Harbour.	Existing Kipling Mobility Hub (GO and TTC Subway stations).	Integrated with Marine Drive Station on Skytrain Canada Line.	Currently no higher order transit, although there may be future potential.	Served by Surrey Central and King George Stations on the Skytrain Expo Line.
Aligning Timing of Development & Infrastructure Investment	Street infrastructure either tied to developments or preceding it. PanAm Games led to a push to implement much of the infrastructure early.	Reconstruction of the Six Points interchange was required to free up much of the land now planned for development. Reconstructed streets incorporate upgraded boulevard designs and active transportation facilities.	Entire development was related to building of the Skytrain 'Canada Line' and was timed to coincide with the construction of the track and station facilities.	Will see the construction of a network of local streets to support the development. Existing internal streets such as Kent Avenue are being reconstructed to coincide with redevelopment.	Transit infrastructure long pre-dated current intensification efforts. However, the opportunity it provides is now beginning to be realized.



Section 10: Case Studies

	Parramatta City Centre, Sydney	South Waterfront, Portland	Reston, Virginia	Porto Nuova, Milan	Nuevo Morte, Madrid
Placemaking & Quality of Life	Activates the river waterfront as a major urban park. Introduces a number of laneways between the existing Parramatta CBD and the river.	Excellent quality public realm, including parks and streetscape design. Extensive plantings give the area an established and lush feel. Buildings frame streets and provide activation.	Density and good local placemaking have been achieved, but it lacks a civic quality due to its quasi-private nature. May give the impression of being a collection of individual developments, with the Town Centre feeling a bit like a theme park.	Characterized by its large central park with a uniquely contemporary and naturalized design, which sets it apart from more historic spaces in the city. The district stands out in the city because of its tall buildings and contemporary architecture.	Intended to incorporate a rich mix of uses, including civic facilities and parkland.
Active Transportation	An accompanying Walkability Strategy promotes walking and cycling, including multi-modal trips (combined with ferry). Laneways are designed to provide additional intimate spaces for pedestrian movement.	Incorporates cycle facilities and waterfront trail. Generous boulevards encourage walking.	Connection to regional cycling network via the Washington and Old Dominion Trail. Good public realm within the Centre, but poor pedestrian connections around its periphery discourage walking from surrounding neighbourhoods.	Located in a highly walkable context and featuring a quality public realm. Several cycling facilities run along the edges of the district.	Planned to include 13 km of bike path.
Higher Order Transit Facilities	Served by the Parramatta commuter train station.	Served by light rail, with the South Waterfront Loop forming the southerly end of the N-S Line, and by gondola (aerial tram), via the South Waterfront Station, which connects up the adjacent slope.	Centre is about 2 km from an existing above-grade metro station on Washington’s Silver Line. The Silver Line’s extension to Dulles Airport will add a station immediately at Reston Town Centre in 2022.	Built atop two metro lines, with a third running nearby. Closest metro stations are Garibaldi and Gioia, with Repubblica and Centrale train stations nearby.	Served by Madrid-Chamartin train station. Several adjacent subway stations.
Aligning Timing of Development & Infrastructure Investment	As a long-standing secondary node, transit infrastructure has pre-dated current intensification efforts.	Developed in concert with the South Waterfront extension of the NS Light Rail Line, and by parallel extensions of active transportation facilities.	Historically, 20th-century planning origins related to the proximity of the highway, while the current metro rail station was timed to coincide with the introduction of the Town Centre.	Made use of an historic rail junction by decking over the tracks (the role of the central park) and building around them. The deck also covers two subway lines.	Planned as a major TOD, and tied to the redesign of Chamartin train station, which will activate lands previously cut off by the tracks.





Transit City building

11. NEXT STEPS

11.1 Next Steps

11.1 Next Steps

The VMC Secondary Plan Update is a multi-year project with five phases, shown in Figure 18. Work is being aligned and coordinated in conjunction with parallel studies being undertaken in the VMC, City of Vaughan, and York Region.

A Public and Stakeholder Engagement Plan is guiding consultation to ensure diverse groups are involved throughout the project, including a Technical Advisory Committee, landowners, Vaughan City Council, City staff, and members of the public. Dedicated touchpoints at regular intervals will ensure work is continuously informed by their important perspectives. Due to the COVID-19 pandemic, online tools are being used to carry out activities remotely. In-person activities (adopting physical distancing measures) will resume when it is safe to do so, based on the guidance of public health authorities.

As part of Phase 1, this report was prepared to review existing policies, initiatives, developments, and studies and to develop an understanding of current conditions and the opportunities and challenges facing the VMC. Analysis gleaned from this background study and consultation will serve as the foundation for work to follow. Subsequent phases of the project will explore different ideas for the future

of the VMC, including mixes and locations of uses, densities, and built form in the context of population and employment growth, parks and open spaces, transportation, and municipal servicing. In addition, a strategy will be prepared for provision of community services and facilities.

A preferred concept for the VMC will be developed, refined, and recommended as the basis for the updated Secondary Plan. The draft plan will be presented to the Committee of the Whole for revisions before the final VMC Secondary Plan is presented to Vaughan City Council for implementation.

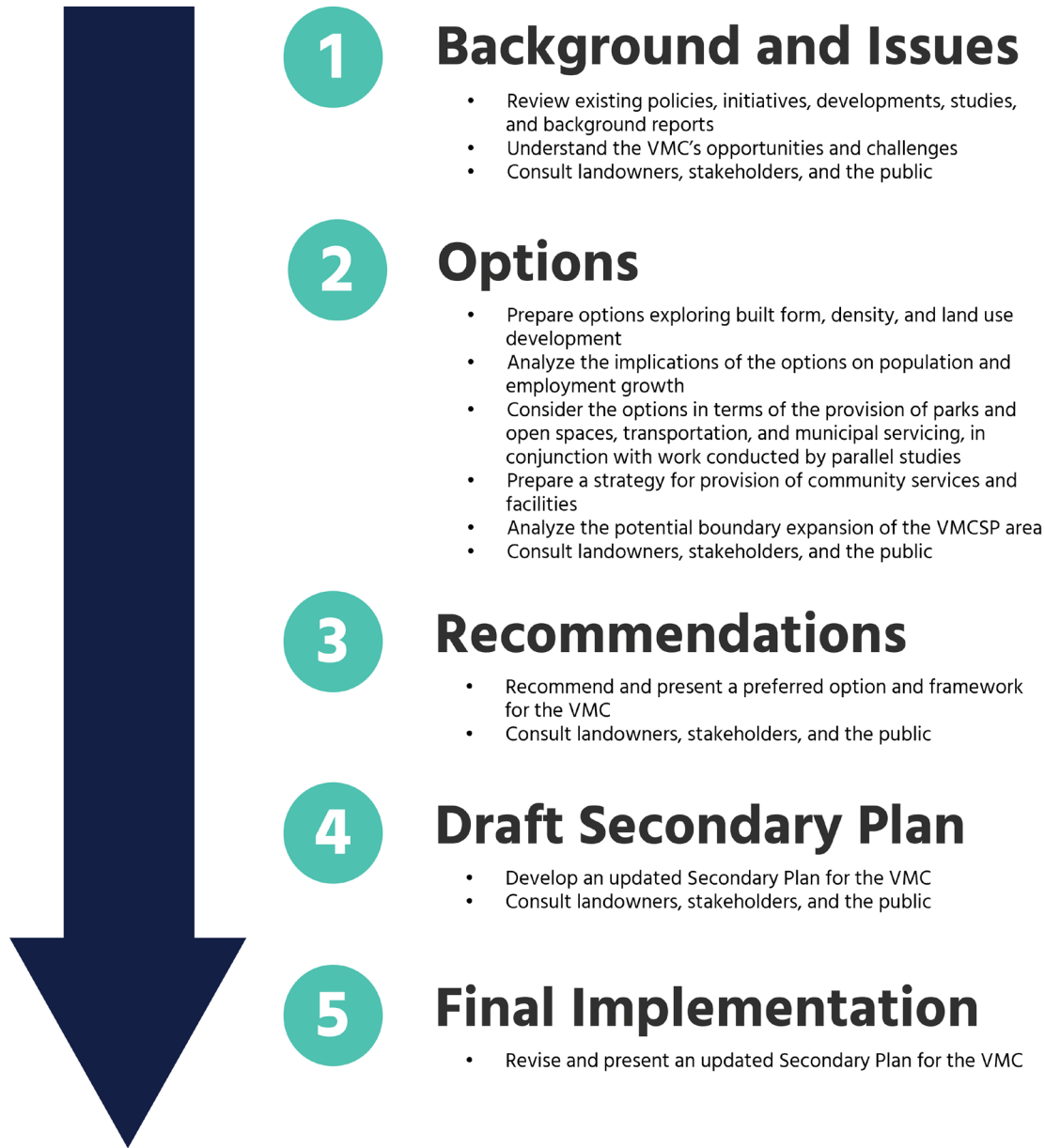


Figure 18 VMC Secondary Plan Update process



DOWNTOWN

vaughan

METROPOLITAN CENTRE