

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OCTOBER 30, 2012

Item 3, Report No. 41, of the Committee of the Whole (Public Hearing), which was adopted without amendment by the Council of the City of Vaughan on October 30, 2012.

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

The Committee of the Whole (Public Hearing) recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Planning, dated October 16, 2012, be approved;
- 2) That the presentation by the Director of Policy Planning and Mr. Tim Smith, Senior Associate, Urban Strategies, Spadina Avenue, Toronto, be received;
- 3) That the following deputations and communications be received:
 1. Mr. Michael Bissett, Bousfields Inc., Church Street, Toronto, on behalf of the Pandolfo Group, and communication C5, dated October 15, 2012;
 2. Mr. Adriano Volpentesta, America Drive, Vaughan;
 3. Ms. Carmen Coppola, on behalf of Mr. Tony Di Benedetto, Sharpecroft Boulevard, Downsview, and communication C2, dated October 9, 2012;
 4. Mr. Jeffrey Stone, Bathurst Street, Vaughan;
 5. Mr. Jim Levac, Weston Consulting Group Inc, Millway Avenue, Vaughan, on behalf of Goldpark Group/ZZen Group, and communication C11, dated October 16, 2012;
 6. Ms. Maria Gatzios, Gatzios Planning, Woodbine Avenue, Markham, on behalf of 1042710 Ontario Limited (Royal Centre), and communication C10 from Ms. Kimberly L. Beckman, Davies Howe Partners LLP, Spadina Avenue, Toronto, dated October 16, 2012;
 7. Ms. Paula Bustard, SmartCentres, Applewood Crescent, Vaughan;
 8. Mr. Stephen Roberts, Bentoak Crescent, Thornhill; and
 9. Mr. Serge Babahekian, Richmond Street West, Toronto; and
- 4) That the following communications be received:
 - C4. Mr. Jim Kirk, Malone Given Parsons Ltd., Renfrew Drive, Markham, dated October 10, 2012;
 - C6. Ms. Amy Shepherd, IBI Group, Richmond Street West, Toronto, dated October 15, 2012;
 - C7. Mr. Victor Labreche, Labreche Patterson & Associates Inc., Trillium Drive, Kitchener, dated October 16, 2012; and
 - C8. Ms. Jennifer Drake, Goodmans LLP, Bay Street, Toronto, dated October 16, 2012.

Recommendation

The Commissioner of Planning recommends:

1. That this report on the proposed modifications to the Council Adopted VMC Secondary Plan be received; and that any issues identified by the public and Council, be addressed in a comprehensive report to Committee of the Whole.

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Contribution to Sustainability

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

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

Economic Impact

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

The VMC Secondary Plan review was funded through the capital budget PL-9003-07 for the Vaughan Official Plan 2010.

Communications Plan

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

- Posted on the www.vaughan.ca online calendar, Vaughan Tomorrow website www.vaughtomorrow.ca City Page Online and City Update (corporate monthly e-newsletter);
- Posted to the City's social media sites, Facebook and Twitter;
- By Canada Post to landowners of lands within the study area; to residents within 150 m of the study area boundary, to ratepayer associations; and to all those requesting notification of the review of the VMC Secondary Plan;
- By Canada Post to almost 1500 addresses on the Vaughan Tomorrow/Official Plan Review mailing list, updated to include the parties identified in the letters directed to the Region of York; and,
- To the Official Plan Review e-mail list.
- Placed in the Vaughan Citizen and Thornhill Liberal on October 4, 2012.

The notices for the October 16, 2012 Public Hearing were mailed directly to all landowners within the study area, to surrounding neighbours within 150 metres of the study area boundary, to ratepayer associations, and to individuals who had previously requested notification. In addition, the notice was posted on the City of Vaughan website on September 27, 2012, and placed in the Vaughan Citizen and Thornhill Liberal on October 4, 2012, to promote City-wide awareness of this Public Hearing.

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Purpose

The purpose of this report is to present proposed modifications to the adopted Secondary Plan for the Vaughan Metropolitan Centre at a Committee of the Whole Public Hearing. A final report with recommendations, which takes into consideration comments from the Public Hearing, and other public agencies, will proceed to a future Committee of the Whole meeting. The revised Plan is the result of a Council directed review of two specific areas of the adopted VMC Secondary Plan, consideration of various modification requests from land owners within the VMC planning area, and general refinements to the Secondary Plan as a result of ongoing related studies.

Background - Analysis and Options

Location

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

Existing Uses

The VMC is located within a major regional employment area which is served by a multi-modal transportation network. Black Creek is located just east of Jane Street. It flows parallel to the arterial road, and through the VMC area adding a natural heritage complement to the site. There are a scattering of buildings, including an 8-storey office building, three mid-rise hotels and a number of low-rise, retail and employment buildings in the VMC Secondary Plan area; however, a substantial portion of the VMC Plan area remains vacant.

Zoning

The zoning provisions of By-law 1-88 applicable to the Secondary Plan area will remain in effect until they are updated or replaced by zoning consistent with the new Vaughan Official Plan 2010, and the VVMC Secondary Plan. The preparation of the new City zoning by-law is now in its initial stages.

City of Vaughan Official Plan (VOP) 2010

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

Secondary Plan Review Process: The Initial Community, Government and Agency Consultation Process

The VMC Study involved extensive consultation. The City, Region of York, transit agencies, School Boards and Toronto and Region Conservation Authority (TRCA) were engaged throughout the process. Landowners in the study area were involved through a series of interviews at the beginning of the study process and again in November and December of 2009 as the structural framework and policy direction were taking shape. In addition to the consultation which occurred at the City Official Plan Open Houses of May 28, and November 18, 2009, the following meetings and workshops were held:

- (i) Visioning Workshop 1- Setting the Stage for a New Downtown, May 7, 2009:

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- a. With Industry and Stakeholders (afternoon)
 - b. Residents' workshop and Open House (evening)
- (ii) Workshop 2- Exploring Development Concepts for the New Downtown, September 30, 2009:
 - a. With Stakeholders (afternoon)
 - b. Community Open House (evening)
- (iii) Public Information Meeting - March 8, 2010
- (iv) Statutory Public Open House - April 19, 2010
- (v) June 14, 2010 – Statutory Public Hearing.
- (vi) June 29, 2010 – Council Meeting, ratifying the recommendations made by Committee of the Whole at the Public Hearing.
- (vii) August 31, 2010 – Special Committee of the Whole Meeting to consider responses to public, government and agency submissions, for incorporation into the VMC Secondary Plan.
- (viii) September 7, 2010 – Council meeting ratifying the recommendations made at the August 31, 2010 Special Committee of the Whole Meeting. The following recommendation of the Committee of the Whole (in part) was approved by Council:

“That the draft Vaughan Metropolitan Centre Secondary Plan (May 2010) be revised in accordance with the recommendations set out in Attachment No. 1 to this report;

The revised version of the VMC Secondary Plan proceed to Council for adoption at the Council meeting of September 7, 2010 as part of Volume 2 of the new Official Plan; and that the plan reflect the changes approved by Committee of the Whole at this meeting;

And whereas the draft Secondary Plan includes only part of the 7601 Jane Street lands within the Urban Growth Centre boundary and part of the lands are outside of the Urban Growth Centre boundary;

And whereas it is more appropriate from a comprehensive point of view for the Subject Lands to be designated entirely “Downtown Mixed Use” rather than only partially downtown mixed use;

Now therefore, be it resolved that staff be directed to consider the feasibility of the requested changes to the Draft OP and the draft Secondary Plan and report to Council as part of a future report dealing with modifications to the adopted plan.”

It is also noted that the staff report of August 31, 2010 contained a recommendation to:

“Revisit the northwest quadrant of the VMC Secondary Plan to complete a further transportation and land use review, following the Council approval of the VMC Secondary Plan.”

Approval Process

The VMC Secondary Plan was adopted by Council on September 7, 2010, as part of Volume 2 of the VOP 2010. On June 28, 2012, the Region of York endorsed the adopted City of Vaughan

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modifications to Volume 1 of the VOP 2010, and recommended the approval of the modified Volume 1 to the Ontario Municipal Board. Staff are also addressing modification requests to Volume 2 of the Official Plan, which have been received since the time of adoption.

It is anticipated that the revised VMC Secondary Plan will be brought forward to a Committee of the Whole meeting later this fall, for final consideration. Upon Council approval, the modified Plan will then be sent to the Region of York for Council comment and endorsement, and then to the OMB for final approval if appeals still remain after the City and Regional processes. Timely approval of the Plan would be of assistance in assessing a number of development proposals within the VMC Secondary Plan area.

Consultation Process for the Review of Adopted VMC Secondary Plan

The consultation process respecting the post-adoption review of the VMC Secondary Plan has been extensive and involved Provincial, Regional, and City staff; the City's Consultant for the VMC Secondary Plan Study; many meetings with landowners of the areas subject to the specific reviews; and meetings with other landowners requesting modifications to the Plan since its adoption on September 7, 2010.

Since the VMC Secondary Plan review began in the fall of 2010, the Policy Planning Department has been involved in on-going consultation with VMC landowners. In the fall of 2011, an inter-agency working group "The VMC Implementation Team" was established to help facilitate projects related to the development of the VMC lands. This group, which includes Provincial, Regional, City, and Toronto and Region Conservation Authority staff (TRCA), has been meeting on a monthly basis, since September of 2011. In addition, the VMC Sub-Committee was formed in the fall of 2011. The status of and proposed changes to the Secondary Plan are discussed at the meetings of this Sub-Committee.

In the spring of 2012, a presentation was provided to the VMC Sub-Committee outlining major directions towards finalization of the VMC Secondary Plan. The proposed modifications which are the subject of this report, were presented to the VMC Sub-Committee on September 13, 2012, for input and discussion. All VMC landowners, and others requesting notification of Sub-Committee meetings, are notified by mail of upcoming meetings. In addition, all meetings and corresponding agendas are posted on the City website.

VMC Sub-Committee of Council meeting of September 13, 2012

The proposed modifications to the adopted VMC Secondary Plan were presented to the VMC Sub-Committee on September 13, 2012, and the forum was then opened for questions and deputations. The following comments were noted:

- (i) **Would we consider combining a school site with the Community Centre/ library facility, or a combined public/Catholic school site in the VMC?**

Staff Response:

The School Board representatives are not adverse to a combined facility with the City, or to combined public/Catholic school sites; however, the co-ordination of timing with respect to the need for the community facility or school site, is often a deciding factor as to whether this option can be realized. The School Board cannot fund a school facility in advance of the actual requirement for the site (which is based on residential population numbers). Therefore this is an option which can be explored at the draft plan of subdivision application stage.

- (ii) **Given the modifications to the office permissions schedule, approximately how much office gross floor area is now permitted in the VMC?**

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Staff Response:

Office buildings are permitted in all precincts within the VMC, with the exception of the neighbourhood precincts, so the capacity for office gross floor area (GFA) is abundant. Practically speaking, there is effectively no limit on how much office space can be built in the foreseeable future. The Secondary Plan establishes an employment target for 2031 that assumes approximately 5,000 office jobs will be created in the VMC in the next 20 years. This estimate, which was based in part on York Region's office employment forecast for Vaughan, equates to approximately 1.5 million sq.ft of office space (140,000 sq.m).

The physical vision for the VMC used in developing the Secondary Plan, illustrated approximately 5.3 million sq.ft of office space (500,000 sq.m) at full build-out. Policies have been provided in the Secondary Plan to ensure a minimum amount of office use in close proximity to the mobility hub, to ensure a balance of commercial and residential development that supports the employment target for 2031 and the economic viability of the downtown area. This is also the preferred location for high density office buildings. Should the demand for office space be higher than reflected by the target, the office GFA by 2031 and at full build-out of the VMC, could be much more than the projected numbers.

Requests were also made at the Sub-Committee meeting, that the report on the proposed modifications to the Secondary Plan be forwarded to a future Committee of the Whole Special meeting, or Public Hearing meeting, to permit greater resident participation. This evening's Public Hearing responds to these requests.

Additionally, deputations were heard by representatives of four landowners/landowner groups, requesting further consideration of previously submitted modification requests to the Plan. Staff have been addressing these through additional communications with the individual landowners, and the results of these discussions will be provided through written responses in a matrix format, as part of the future Committee of the Whole technical report.

The Policy Context

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

(i) The Provincial Policy Statement (PPS)

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

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

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

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

Metrolinx, an agency of the Ontario government, designates the VMC as an Anchor Mobility Hub in the Regional Transportation Plan. This designation reflects the fact that the VMC will be the site of the connection between 2 rapid transit lines; the Spadina Subway Extension and VIVA's Highway 7 Bus Rapid Transit line, and will also be well connected to the local and regional bus network through the York Region Transit Bus Terminal. The Bus Terminal is proposed at the northwest corner of Applemill Road and Millway Avenue, just north of the subway entrance; with a planned future below ground pedestrian connection to the subway service. Anchor Mobility Hubs are envisioned as the foundations of a successful regional transportation network and are recommended to achieve a density of 200-400 people and jobs per hectare. They are to evolve as vibrant places of activity and major regional destinations.

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

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

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

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

(v) The Vaughan Official Plan (VOP) 2010

The VOP 2010 establishes the boundaries for the VMC, removing the lands west of Highway 400, and the lands east of Creditstone Road from the former District Area of the Vaughan Corporate Centre. It also states that the VMC Secondary Plan area (larger area as shown on Attachment 2), will comprise distinct development precincts, and that the VMC Secondary Plan will establish growth targets of 12,000 residential units and 6,500 new jobs by 2031. The VOP 2010 also highlights the VMC's role as the strategic location for the concentration of the highest densities and widest mix of uses in the City, including but not limited to commercial, office, residential, cultural, entertainment, hospitality and institutional uses.

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Overview of the VMC Secondary Plan as Adopted

The VMC boundary area is intended to accommodate a minimum of 11,500 jobs, including 5,000 new office, and 1,500 new retail and service jobs, by 2031, and a minimum of 12,000 residential units (approximately 25,000 people). In the interim phase of build-out to 2021, the employment numbers are projected to be approximately 7,000 jobs, and approximately 4,800 new residential units (a population of approximately 10,000 people).

The Precincts

The VMC lands have been organized into four different precincts each with variations in land uses, policies, and maximum and minimum density/height ranges. The precincts are described briefly as follows:

(i) The Station Precinct

A broad mix of uses is encouraged in the Station Precinct shown on Attachment 3, with a concentration of office and retail uses around the subway station. A mix of commercial/residential high-rise and mid-rise buildings is also encouraged. The primary commercial streets are located within this precinct. The greatest densities are proposed within the central area of the Station Precinct, with a minimum and maximum floor space index (FSI) ranging from 3.5 - 6.0, and heights ranging from a minimum of 6 to a maximum of 35 storeys, to take advantage of the close proximity of planned subway/VIVA stations.

(ii) The South Precinct

A mix of uses is encouraged in the South Precinct shown on Attachment 3, including a high proportion of office uses overall and retail on Interchange Way. This is also the preferred location for a post-secondary institution. A mix of commercial/residential mid-rise and low-rise buildings is encouraged in the South Precinct, as well as high-rise buildings up to a potential 25 storeys in the northerly portion of the precinct. The minimum and maximum densities within this precinct range from 1.5 - 4.5 FSI.

(iii) The Neighbourhood Precincts

The Neighbourhood Precincts, one of which is located in each quadrant of the VMC area (see Attachment 3), shall be developed primarily with residential uses, complemented by community amenities such as schools, parks, community centres and daycare facilities, as required. A mix of high-rise, mid-rise and low-rise buildings is encouraged. The density and building height ranges proposed for the Neighbourhood Precincts are 1.5 - 4.5 FSI, and 4 - 25 storeys (a minimum height of 3 storeys is permitted for townhouses).

A minimum of 10% of the residential units on each development block or combination of development blocks in the Neighbourhood Precincts on either side of Highway 7 are required to be grade-related units, integrated into the bases of apartment buildings, or in the form of townhouses or stacked townhouses.

(iv) The Technology/Office Precincts

The Technology Precincts which are located at the east and west limits of the proposed built area of the VMC (see Attachment 3), are to include a mix of office and other non-noxious employment uses in high-rise, mid-rise, and low-rise buildings. In addition to office uses, research and development facilities, light industrial uses, and institutional uses are permitted. Hotels and conference facilities are also permitted provided they are

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located on development blocks adjacent to Highway 7. The density and building height ranges within the Technology Precincts are 2.5 - 4.5 FSI, and 5 - 25 storeys, in blocks adjacent to Highway 7, and 1.5 - 3.0 FSI, and 4 - 10 storeys, in the remainder of the Technology Precinct blocks.

The Urban Design Framework

Urban design and architecture in the VMC lands must be of the highest quality. In addition to the design policies which follow, the VMC Secondary Plan includes a policy requiring that all development in the VMC be subject to review by the City Design Review Panel prior to Council approval, in order to ensure a high standard of design.

(i) Built Form

A wide variety of building types are encouraged across the VMC including low-rise (4 storeys), mid-rise (5 - 10 storeys), and high-rise (above 10 storeys) buildings. The following policies apply to buildings within the VMC:

- The perceived mass of mid-rise buildings should be reduced through vertical articulation of the façade and building step-backs of the upper floors.
- To maintain a human scale street wall and mitigate the impact of shadow and wind, high-rise buildings generally shall take a podium and point-tower form.
- Buildings should be built at a consistent build-to line defined in the corresponding Zoning-By-law for the VMC and form a street wall.
- Buildings shall be located and massed to define the edges of streets, and massed to minimize the extent and duration of shadows on parks, public and private amenities space, and retail streets in the spring, summer, and fall.
- The perceived mass of longer buildings will be broken-up with evenly spaced vertical recesses or other articulation and/or changes in material.
- There should be variation in the building materials and design treatments on lower floors or podiums of buildings on a block.
- Mechanical penthouses/elevator cores shall be screened and integrated in the design of buildings.
- Generally balconies shall be recessed and/or integrated in the design of the building façade.
- Finishing materials for buildings in the VMC should be high quality, using materials such as stone, brick and glass.

Recommended Modifications to the Council Adopted VMC Secondary Plan

- (1) The Northwest Quadrant (area between Highway 400 to the west, Jane Street to the east, Highway 7 to the south, and Portage Parkway to the north – see Attachment 1)

At the time of Council's adoption of VOP 2010, the landowners for this quadrant had requested modifications to the VMC Secondary Plan to permit a central park and an alternative resolution to the Highway 400 ramp connections. As a starting point for the review of this portion of the Plan, the landowners were requested to submit an alternative

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concept plan for consideration by the City. Staff set-out the parameters for proposed modifications to the subject area, including the submission of a justification report to accompany the alternative concept. Subsequently, staff and the City's Consultant met with the landowners and their representatives several times to discuss alternative proposals. The common themes of each of the alternatives have been the central park feature and the location of the YRT Bus Station at the southwest corner of Portage Parkway and Millway Avenue. The revised VMC Secondary Plan incorporates both these elements as well as the following modifications to the northwest quadrant:

(i) Highway 400 and Highway 7 Connections

Attachment 12 of this report shows the two options under study in the Region of York and City of Vaughan Joint Transportation Study for the VMC and surrounding areas. Both options provide good operations at the Highway 400 off-ramps and their associated intersections. However, recognizing the need for additional detailed design work involving MTO, City staff are of the opinion that Option 2 better accommodates the future urban context for pedestrians and cyclists, and provides opportunities for superior urban design at this important gateway to the VMC. This option also permits the development of additional lands in the gateway area relative to Option 1.

(ii) Local Street Modifications

A grid street network for the northwest quadrant has been maintained; however, modifications have been made to accommodate a horizontally aligned central park stretching over three large city blocks (see Attachment 7). A notable difference is the extension of Applemill Road and Vaughan Street through the quadrant; as well, minor changes have been made to local street alignments. An east-west local street connection between Buttermill Avenue and Millway Avenue has been eliminated to accommodate the new location of the York Region Transit (YRT) Bus Station between Portage Parkway and Applemill Road (thus increasing the necessity of the two remaining east-west links). A north-south street between Millway and Edgeley has also been eliminated leaving only one north-south local street between the two major collector streets, reducing the porosity of the block structure.

(iii) Land Use Changes

In conjunction with adding a large central park in the northwest quadrant of the Plan, the extent of environmental open space at the westerly boundary of the quadrant has been reduced, and the neighbourhood parks which had been oriented north/south have been removed. With the re-alignment of Applewood Road, the "Technology Precinct" in this quadrant has been shifted to the west side of Applewood Road and expanded to the north. This change was possible due to the reduction of environmental open space, and re-configuration of the ramp to Highway 400.

The YRT Bus Terminal site, which had been located at the northeast corner of Highway 7 and Millway Avenue in the adopted VMC Secondary Plan, has now been re-located to the southwest corner of Portage Parkway and Millway Avenue (see Attachment 7). All parties (York Region Transit, the landowner and the City), have accepted this corner as the site for the permanent bus terminal.

The primary commercial area in the northwest quadrant remains focused around the subway station, with secondary retail areas located around the other VIVA stations. Staff has been advised by VivaNext that the potential Highway 7 rapidway stop proposed at Maplecrete Road is to be re-sited to Creditstone Road. As a result of this change, the

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secondary commercial retail areas have been removed at the intersection of Maplecreek and Highway 7, and are now proposed at the northwest and southwest corners of Creditstone Road and Highway 7 (see Attachment 9).

Other proposed modifications to the retail structure will also permit retail along Applemill Road, Vaughan Street, and a short stretch of Buttermilk Avenue facing the central park; and on Edgeley Road and Highway 7 (see Attachment 9). It is noted that the on-going VMC Streetscape and Open Space Plan Study has identified a need for a retail study for the VMC to provide greater detail respecting the retail strategy. This study may result in further modification recommendations to the Secondary Plan, which would then be considered at the time that the Region of York reviews the Plan.

In the proposed Secondary Plan, two school sites continue to be shown on sites north of the central park (see Attachment 8). The School Boards have identified the potential need for two schools in this quadrant. The sites are sized to meet their land requirements (4-5 acres) to the extent possible. The City and landowners are pursuing discussions with the School Boards on opportunities for reducing the school site footprints and potentially integrating the sites into the podiums of buildings.

A community block has been specifically sited in the northwest quadrant in the proposed Secondary Plan. It has been strategically located in close proximity to the transportation hub and across from the public square (see Attachment 8). This block could potentially accommodate a multi-storey community centre/library complex.

(2) 7601 Jane Street (located between Jane Street and Maplecreek Road, and immediately south of Doughton Road – see Attachment 1)

As per the Council direction of September 7, 2010, staff was directed to consider the feasibility of the landowner's request to designate the entire subject area as "Downtown Mixed-Use", permitting greater density, and to allow the entirety of the lands to be developed in the preliminary stages as part of the Urban Growth Centre (UGC). Similarly as in the review of the northwest quadrant, the landowner was requested to submit a concept plan with the appropriate justification. Further to this request, City staff and the VMC Consultant met with the landowner on November 30, 2010, to clarify the principles of the VMC vision, and to advise on the required submission material. A second meeting, at which the landowner introduced a preliminary concept plan, was held on March 1, 2011. The preliminary plan was reviewed by staff and the City's Consultant and comments were discussed with the landowner and his Consultants on April 20, 2011. Staff met again with the landowner and his consultant on September 5th, 2012, to discuss the proposed modifications to the VMC Secondary Plan.

As a result of the further review of this area the following changes are proposed to the adopted VMC Secondary Plan:

(i) Black Creek Channel Re-alignment

The VMC Black Creek Renewal EA (Phases 3 and 4) is currently underway and projected for completion by February of 2013. The landowner of 7601 Jane Street had indicated that he prefers that the alignment of the channel be shifted westerly towards the Jane Street corridor. This shift is being examined in the EA, and if it is confirmed in the final recommendations, will permit an additional portion of the 7601 Jane Street property to be developed. This would be subject to the phasing policies applicable to the remediation area emerging from the EA.

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(ii) Modifications to Density and Phasing of Development

As a result of the proposed increase to the area of the VMC lands within the 2.5 – 4.5 FSI and 5 – 25 storey density/height classification (see Attachment 4); a larger proportion of the subject lot will now fall into this greater intensification area. The lands abutting Maplecrete Road remain subject to the 1.5 - 3.0 FSI and 4-10 storey density/height classification to provide a transitional area between the high density proposed to the west and the existing low density employment area to the east.

In addition, a policy has been added to the Secondary Plan (section 8.1.7), permitting residential uses to be developed outside the UGC prior to achievement of 8,000 residential units within the Urban Growth Centre (UGC), provided they meet the following criteria:

- The subject property on which redevelopment is proposed is contiguous to property within the VMC UGC, or the property is otherwise part of a coordinated master plan that includes land in the UGC. In either case, the proposed development shall be part of a planned phased redevelopment of the larger property or combined properties, and the first phase of development shall occur within the UGC.
- The proposed development will replace an existing use that is not consistent with the long-term vision and policy objectives for the VMC.
- Convenient pedestrian and cycling connections between the proposed development and the planned subway station and nearest VIVA station in the VMC, either exist or will be built in conjunction with the development.
- The proposed development will not prevent or unreasonably delay the planning and construction of neighbouring development within the VMC UGC.

It is noted that the foregoing (section 8.1.7), will apply to all lands in the VMC that meet the requirements of the policy.

(3) Modifications to the VMC Secondary Plan as a result of the VMC Black Creek Renewal EA Stages 3 and 4

The preliminary findings of the Municipal Class EA (Stages 3 and 4) for the channel have determined that almost the entire width of the environmental land reflected in the adopted VMC Plan is within the 100 year flood level. In order to permit the pedestrian trail system/urban amenity areas which have been envisioned for this part of the VMC Secondary Plan, there is a need for an additional (approximately 25 m wide) linear park adjacent to the east side of the channel environmental lands. This additional park area is shown in Attachment 5. The final EA results will confirm the specific extent of the environmental area and linear park width. Since the Secondary Plan will precede the completion of the EA, the Secondary Plan will contain a policy which refers to the final EA document as setting the specific widths of both the environmental land and linear park.

It is noted that the entire extent of the Black Creek study area was not captured in Schedule "G" of the adopted VMC Plan. This schedule has now been revised to reflect lands north and south of Highway 7, and adjacent to Jane Street which are subject to the Special Study Area B (see Attachment 3). Section 10.2.9 - Black Creek Remediation Strategy (see Attachment 13) has been added to the VMC Secondary Plan to define phasing policies for the development of lands within the Black Creek remediation area. These policies will permit the implementation of the recommendations of the Black Creek Renewal EA which is now underway. The Toronto and Region Conservation Authority (TRCA) has been consulted on the details and is supportive of the proposed updated

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policies. An additional schedule, Schedule "K" (see Attachment 11), has also been added to the Secondary Plan; it will correspond to and help clarify the phasing policies of the newly added section 10.2.9.

(4) Modifications to the VMC Secondary Plan as a result of the Streetscape and Open Space Master Plan

As a result of the on-going VMC Streetscape and Open Space Master Plan Study, the following modifications have been recommended to section 6.0 - Parks and Open Spaces, of the adopted VMC Secondary Plan:

- (i) Sections of the public square that stretch from Portage Parkway to Interchange Way on the west side of Millway Avenue, are referred to as the "Millway Park" (see Attachment 5), in the adopted VMC Secondary Plan. The Streetscape and Open Space Master Plan Study is recommending the removal of the Millway Park Design Principles- Section 6.2.1, a-q, from the Secondary Plan; and, their inclusion instead in the VMC Streetscape and Open Space Master Plan, once a more refined vision for Millway Park is developed. A policy will be included in the Secondary Plan stating that the design of Millway Park should be in conformity with the principles identified in the VMC Streetscape and Open Space Master Plan.

(5) General Modifications to VMC Secondary Plan

(i) Precincts

The Station Precinct area has been expanded in the revised Plan to include the blocks north and south along the length of Highway 7 from Applewood Road to just west of Creditstone Road (see Attachment 3). This will permit more office development along Highway 7, where it would be well supported both from a visibility and transportation point of view.

The areas of the Neighbourhood Precincts along Highway 7 have been reduced as a result of the expansion of the Station Precinct along this corridor.

The South Precinct has been expanded to include three blocks on the north side of Interchange Way; and, two South Precinct blocks formerly on the east side of Jane Street, between Interchange Way and Highway 407, have been removed and replaced with parkland/environmental land use designations. This latter change will facilitate the Black Creek Remediation Strategy, and also permits a public park designation on vacant lands.

The Technology Precincts remain sited at the easterly and westerly boundaries of the VMC Secondary Plan. The configuration and area of the Technology Precincts at the westerly boundary have been modified and increased as a result of changes to the street connections to Highway 400, a decrease in the environmental open space (n/w quadrant), and adjustments to the local street network in both the northwest and southwest quadrants. The name of the Technology Precincts in the proposed modified Plan has also been changed to "Technology/Office Precincts". Adding the office component to the name is thought to better convey that this designation permits a broad mix of office and other non-noxious employment uses.

(ii) Density/Height Classifications

The lands subject to the 2.5-4.5 FSI density and 5-25 storey height classification extend farther to the north and south in the westerly quadrants of the proposed VMC Plan; and,

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slightly farther east in the southeast quadrant of the Plan, generally as a result of modifications to the street network and re-location/re-configuration of parkland within the proposed VMC Plan. The proposed reconfiguration of the Highway 400/Highway 7 connections has also permitted an extension of the lands subject to this density/height classification farther west towards Highway 400 (see Attachment 4).

(iii) Other Street and Open Space Network Modifications

The street network in the southwest quadrant has been modified to better accommodate property lines, existing developments, larger sized school blocks, and the revised alignment of the Colossus overpass. It is noted that minor adjustments to street alignments are permitted at the development application stage without amendment to the VMC Secondary Plan (section 4.3.1- Street Network).

The parks in the southwest quadrant have also been re-located. The neighbourhood parks which were shown at the westerly portion of the quadrant in the adopted Plan, have now been arranged as a central east-west stretch of park blocks. In addition, retail uses are now permitted on the north side of Doughton Road, facing the park blocks. The large neighbourhood park between Millway Avenue and Jane Street has been reduced in size; and the public parkland in the westerly quadrants of the VMC is now connected through the arrangement of walkways (mews) and park blocks (see Attachment 5).

In the southeast quadrant, a smaller park formerly sited between Doughton Road and Freshway Drive, has been removed to accommodate a larger school site. The neighbourhood park which had been sited in this southeast quadrant has been re-located to vacant lands between Jane Street and the Black Creek Channel environmental lands.

Overall the total amount of parkland in the proposed VMC Secondary Plan is slightly less than the 20.0 ha provided for in the adopted Plan; however, policies are being considered to provide for parkettes/public squares (minimum 0.2 ha in area) at various locations in the VMC (see Attachment 5). These smaller parks or squares will provide an important complementary function as places for gathering, passive recreation and landscaping.

Attachment 5 identifies the general locations for parkettes and squares; however, the precise location, size, shape and characteristics of each will be determined to the satisfaction of the City during the review of development concept reports and draft plans of subdivision. The general locations for these smaller parks/public squares were based on a number of factors, including, location on vacant lands to help ensure that initial phases of residential and other development are adequately served by public open space; location on the larger identified school blocks (over 5 acres in area), where there would be a surplus of land; and, as bump-outs to augment the proposed Millway Avenue linear parks.

(iv) School Sites

Staff and the City's Consultant met with representatives of the Region of York District and Catholic School Boards in August of 2012 to present a first draft of the revised VMC Secondary Plan. The School Boards' representatives were in agreement with the re-location of the potential school site originally requested in the northeast quadrant of the Plan (this site was reflected in error in the southwest quadrant of the adopted Plan), to the southeast quadrant; and, with the slight shifting of other sites as a result of the changes to the local street network and parkland distribution (see Attachment 8).

In the first draft of the revised Plan school sites of approximately 2.5 acres had been located adjacent to public parks to encourage the school use of the public parks as the

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outdoor play areas. This proposed arrangement would also have required a joint maintenance agreement between the School Boards and the City of Vaughan. The School Boards' representatives however, expressed serious concerns with this proposal. They explained that school outdoor play area design and facilities needs, are very different from those that would be provided in a typical public park. They also predicted conflicts with the general public at times when the school would need exclusive use of the park.

In conclusion, the School Boards' representatives indicated that they would require minimum 5 acre school sites in order to accommodate their curriculum and other standard site needs. It was explained that although they are not opposed to a more urban school format; their current provincial funding for the construction of school sites is not sufficient to cover the cost of building urban format schools. The School Boards' representatives recognize that typical suburban standards for schools may not be appropriate in the VMC and will welcome opportunities to work with developers to minimize their site areas to the extent possible. The adopted VMC Secondary Plan contains policies which speak to the need for more compact urban school sites. These policies will be further articulated in the modified Plan. Staff are also facilitating the development of new urban school design standards through workshops and dialogue with urban design Consultants, School Boards' representatives, and other stakeholders. The proposed VMC Secondary Plan provides for 4-6 acre school sites; but anticipates that all efforts will be made to reduce the school site areas at the precinct plan and draft plan of subdivision stage.

(v) Revisions to Section 37-Bonusing Policies

The City is currently examining various procedures and guidelines developed by other municipalities for the use of the Section 37 Bonusing provisions of the Planning Act, to develop a more comprehensive set of guidelines for the use of this development tool in intensification areas city-wide. Once these guidelines are developed and approved by Council they will also apply to the VMC area.

For the purposes of the VMC Secondary Plan, however, it is important to build on the Section 37 policies in the VOP 2010, in order to identify a list of preferred benefits which could be achieved through the use of these policies. The adopted VMC Secondary Plan, section 8.1.12 included a benefits list which has now been revised to exclude benefits which are typically budgeted for by the City and paid for through Development Charges; and, expanded to include additional benefits which are considered desirable in the VMC.

The proposed list is as follows:

- Subway entrances in buildings adjacent to Millway Avenue;
- Cultural facilities, such as a performing arts centre, amphitheatre or museum;
- Special park facilities and improvements identified by the City as desirable for the area, but which are beyond the City's standard services;
- Public amenities within identified environmental open spaces, including but not limited to permanent pathways, recreational trails and bridges, that are not accommodated by the City's standard levels of service;
- Structured parking for vehicles and/bicycles (below or above grade) to be transferred to a public authority for use as public parking;
- Public art;

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- Upgrades to community facilities which are beyond the City's standard services;
- Streetscape, mews or open space design enhancements which are above the City's standard levels of service; and,
- Other community facilities identified by the City as desirable for the VMC, but which are not accommodated by the City's standard levels of service.

(6) Review of Submitted Modification Requests

Approximately 9 written submissions have been received requesting modifications to the VMC Secondary Plan, since Council adoption on September 7, 2010. The majority of the modification requests address land use designations and policies relating to specific properties while other responses pertain to general policy issues.

These submissions are being considered on the basis of conformity with VOP 2010 principles, Provincial and Regional policy frameworks, and on sound planning principles. They will be addressed in a matrix format in the comprehensive staff report projected for a Committee of the Whole meeting in the fall of 2012.

Common themes that have emerged through the review of the written submissions include the following;

(i) **Proposed urban design policies are considered to be too prescriptive and may result in unwarranted uniformity of design.**

Staff Response:

The design policies in the adopted VMC Secondary Plan are meant to achieve the vision for the VMC and are considered important to the quality of urban form and character of place. However, staff has reviewed specific policies included in section 8.6 – Built Form, of the VMC Secondary Plan in consultation with the City's Consultant for this project, and have revised the wording to add flexibility where it was considered appropriate. Staff and the VMC Consultant have also met with members of the City's Design Review Panel (DRP) to review the urban design policies. Through discussions with the DRP and with City Urban Design staff, it was identified that additional urban design policy is required with respect to building typologies; and, that it would be beneficial to provide more information regarding the surrounding context of the proposed development at the time that it is reviewed by the DRP. The relevant Secondary Plan policies will be reviewed to address the needs identified. Therefore, subsequent revisions and additions to design policies will be proposed in a comprehensive report to a Committee of the Whole meeting projected for the fall of 2012.

In addition, it was determined that Urban Design Guidelines should be developed for the VMC area to address other elements, including, building interface with public space, above ground parking structures, entrances/ramps to parking garages, loading area locations/ design, building lobbies of different types, private amenities and their interface with internal driveways; all of which are presently posing design challenges as staff and the DRP review applications. The Urban Design Guidelines document, once it is prepared and approved by Council, will either form an appendix to the VMC Secondary Plan, or alternatively be provided as a separate document.

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City staff are also considering the implementation of “precinct level planning” in the VMC as a preliminary step to the review of development applications. Precinct implementation strategies are intended to address such matters as urban design, pedestrian connectivity, environmental performance standards; and, phasing of schools, community services, parks, and stormwater management servicing and transportation infrastructure, on a more comprehensive scale than the single draft plan of subdivision application permits.

(ii) Strata parking arrangements should be permitted within the VMC planning area.

Staff Response:

The City commissioned a study on Strata Parking and is developing principles and guidelines for such arrangements in primary intensification areas of the City. Input from stakeholders, City departments, and other levels of government are being prepared for consideration of the VMC Sub-Committee at a future meeting. Since it was important to include strata parking policies in the VMC Secondary Plan, the following policies have been developed specifically for the VMC area, based on the principles of the City initiated study on Strata Parking:

Add to Section 4.3 -Street Network, following 4.3.5:

- The City may permit private parking, including access to parking, under a local street or mews, provided the intended purpose, function and character of the street or mews, including its function as a right-of-way for transportation and utilities and its streetscape, are not materially or qualitatively compromised. In such cases, a strata title agreement arrangement that outlines in detail issues such as access, maintenance, liability, and monetary contributions, shall be required. Alternatively, where underground parking is proposed, the City may consider a permanent public easement on private land to accommodate a street or mews.

Replace Policy 6.2.5 in Section 6.2 (Public Squares and Neighbourhood Parks) with the following:

- Parks in the VMC shall not contain surface parking areas, other than those required for service vehicles. Generally, parks shall be unencumbered by underground parking, utility easements, or utility structures located above or below grade. The City may permit parking or utilities under a park only where it is satisfied that the intended purpose, function and character of the park are not materially or qualitatively compromised. In such cases, a strata title agreement arrangement that outlines in detail issues such as access, maintenance, liability, and monetary contributions, shall be required. Structures associated with below grade uses, such as ramps, pedestrian entrances/exits, emergency access, and vents shall be integrated into the adjacent buildings. Where unavoidable, structures associated with below grade uses, shall be integrated into the design of the open space. The area occupied by such structures shall not count toward the parkland dedication.

(iii) Alternative parkland dedication policies should be considered for the VMC.

Staff Response:

A report to the Finance and Administration Committee of June 18, 2012,

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recommended that a review of appropriate parkland credits within the intensification areas of the VMC and the Yonge/Steeles Secondary Plan be completed. A further report is to be delivered to the Finance and Administration Committee in the fall of 2012 on the unit rate to be used in the calculation of cash-in-lieu of parkland dedication, and may contain further recommendations with respect to this matter.

Relationship to Vaughan Vision 2020/Strategic Plan

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

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

Regional Implications

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

"To achieve complete, diverse, compact, vibrant, integrated and well-designed Regional Centres that serve as focal points for housing, employment, cultural and community facilities, and transit connections."

"To ensure streets support all modes of transportation including walking, cycling, transit, automobile use, and the efficient movement of goods."

"To plan and protect future urban and rural streets to accommodate transportation demands."

Conclusion

The Vaughan Metropolitan Centre (VMC) Secondary Plan was adopted by Council on September 7, 2010, with the direction that the northwest quadrant and the 7601 Jane Street lands, be reviewed in consideration of the respective landowners' requests for modifications to the Plan. Since the adoption of the Secondary Plan the City has also received notice of modification requests from other land owners in the VMC. The post adoption review has involved substantial consultation with the landowners of the identified areas, as well as discussions with other landowners respecting written requests for modifications. In addition, there has been on-going consultation with the VMC Sub-Committee of Council, the VMC Implementation Team, the City's Design Review Panel, and the City's Consultants for the VMC Secondary Plan and the VMC Streetscape and Open Space Plan, on these and other proposed changes which have evolved through on-going VMC studies since Council adoption of the Plan.

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Comments on the proposed modifications received from the public and Council at this Public Hearing or in writing, will be addressed in a comprehensive report to a future Committee of the Whole meeting.

Attachments

1. Location Map
2. Vaughan Metropolitan Centre Boundaries
3. Land Use Precincts
4. Height and Density Parameters Map
5. Parks and Open Spaces
6. The Street Network
7. The Transit Network
8. Community Services and Cultural Facilities
9. Areas for Retail Uses
10. Areas for Office Uses
11. Black Creek Remediation Area
12. Highway 400/Highway 7 Connections (Options 1 and 2)
13. Proposed New Section 10.2.9- Black Creek Remediation Strategy

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/lm

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