

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF OCTOBER 29, 2013

Item 18, Report No. 42, of the Committee of the Whole, which was adopted, as amended, by the Council of the City of Vaughan on October 29, 2013, as follows:

By approving the following:

That Communication C3 from Mr. Jeffrey E. Streisfield, Landlaw, dated October 15, 2013, be received.

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**YONGE STEELES CORRIDOR SECONDARY PLAN
REPORT ON REQUEST FOR MODIFICATIONS AND
STATUS UPDATE TO ADOPTED SECONDARY PLAN
FILE: 25.5.12.4
WARD 5**

The Committee of the Whole recommends:

- 1) That this matter be referred back to staff for a further report to a future Committee of the Whole meeting addressing the comments from Members of Council regarding additional options for the area;**
- 2) That the deputation of Mr. Guido Masutti, Riverview Avenue, Woodbridge, be received;**
- 3) That Communications C17 and C18, from Mr. Ryan Mino-Leahan, KLM Planning Partners Inc., Jardin Drive, Concord, dated October 15, 2013, be received; and**
- 4) That the coloured elevation drawings submitted by the applicant be received.**

Recommendation

The Commissioner of Planning recommends:

1. THAT York Region be requested to expedite the preparation of the “Yonge and Steeles Area Transportation Study” in order to inform any final modification requests by York Region in respect of the Yonge-Steeles Corridor Secondary Plan, leading to its ultimate consideration and approval by the Ontario Municipal Board;
2. THAT York Region be advised that the City supports modifications, to respond to stakeholder requests and ongoing studies by the City including an increase in density and density bonusing provisions on those properties designated High-Rise Mixed-Use located south of Crestwood Road to Steeles Avenue on Yonge Street and on Steeles Avenue to a point approximately 200 m west of Yonge Street, as shown on Attachment 6 to this report;
3. THAT York Region be requested to evaluate the implications of the following matters as they relate to density and phasing in the analyses being undertaken in the Yonge and Steeles Area Transportation Study:
 - a) The implications of the appeals against the Yonge Steeles Corridor Secondary Plan;
 - b) The density increase referenced in Recommendation 2 above; and
 - c) Recent approvals and landowner investments in uses (primarily car dealerships) that are of a lower density than envisioned in the Yonge Steeles Corridor Secondary Plan.

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4. THAT City staff, in consultation with York Region, continue to negotiate with the appellants to work toward the resolution of the Ontario Municipal Board appeals;
5. THAT City staff report back to Council on settlement negotiations, on the results of the Yonge and Steeles Area Transportation Study and on any further modifications originating with the City/ York Region/parties to the Yonge Steeles Corridor Secondary Plan, as part of the effort to secure a timely Ontario Municipal Board approval; and
6. THAT this report be forwarded to York Region for its information and action.

Contribution to Sustainability

Consistent with Green Directions Vaughan, the City's Community Sustainability and Environmental Master Plan, the Yonge Steeles Corridor Secondary Plan will conform to York Region's policies for complete communities through policies that provide for environmental protection, sustainable community design, and economic vitality and growth. More specifically, the proposed Yonge Steeles 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 2: To protect green space and the countryside by establishing a Natural Heritage Network and limiting urban expansion;
- Goal 3: Ensures that the Yonge Steeles Corridor area 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 Vaughan Official Plan (VOP) 2010, which includes the Yonge Steeles Corridor Secondary Plan, establishes the planning framework for development throughout the City to 2031. The Official Plan, when approved and operational, 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 Corridors. The approval of the Yonge Corridor Steeles Secondary Plan will set the stage for desired transit investments including the Yonge Street Subway extension, which is expected to be a catalyst for redevelopment. The Yonge Steeles Corridor Secondary Plan review was funded through the capital budgets PL-9009-07 for the Yonge Street Area Study and PL-9003-07 for the Vaughan Official Plan 2010.

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Communications Plan

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

- Posted on the www.vaughan.ca online calendar, 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 all those requesting notification in respect of the Yonge Steeles Corridor 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.

Purpose

To report on appeals/modifications to the Yonge Steeles Corridor Secondary Plan and changes in circumstances since the adoption of the Secondary Plan for the purpose of requesting further actions by York Region and providing direction to staff in respect of modifications and further reporting.

Background - Analysis and Options

Location

The lands subject to the Yonge Steeles Corridor Secondary Plan are located along the west side of Yonge Street between Steeles Avenue West and Thornhill Public School and on the north side of Steeles Avenue West between Yonge Street and Palm Gate Boulevard in the south plan area; and between the Thornhill Golf and Country Club and Longbridge Road in the north plan area as shown on Attachments 1 and 2.

Zoning

The current 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 Vaughan Official Plan 2010 and the Yonge Steeles Corridor Secondary Plan. The preparation of the new City zoning by-law is now in its initial stages.

Status of the City of Vaughan Official Plan 2010 (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 Yonge Steeles Corridor 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. Both Volumes 1 and 2 have been appealed to the Ontario Municipal Board. This report deals with the policies, appeals and modifications specific to the Yonge Steeles Secondary Plan. VOP 2010 received partial approval on July 23, 2013. Previously, the North-Kleinburg Nashville Secondary Plan was approved by the OMB. Resolution of the appeals against the balance of the Plan is underway.

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

The Yonge Steeles Corridor Secondary Plan is the result of an extensive public engagement and consultation process. The process incorporated three public workshops, a statutory open house and public hearing, with a full range of stakeholders including residents, landowners, developers and their agents. Consultation also included other City Departments, project status updates to the Official Plan Review Committee, and consultation with public agencies such as the School Boards, York Region, and the Toronto and Region Conservation Authority. 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:

- June 5, 2008: Public Open House introducing the project and team members;
- September 16, 2008: Public Meeting to present the results of the SWOT (Strengths, Weaknesses, Opportunities, and Threats) Analysis;
- November 4, 2008: Public Design Charette;
- March 30, 2009: Public Meeting/Open House to provide a project status update;
- March 2, 2010: Public Information Meeting to gather public input on the Background Report (February 2010);
- March 12, 2010: Public Consultation with land owners to discuss the Royal Palm Drive extension east of Hilda Ave;
- April 12, 2010: Statutory Public Open House to provide an overview of the draft Yonge Steeles Corridor Secondary Plan;
- June 14, 2010: Statutory Public Hearing;
- August 31, 2010 – Special Committee of the Whole Meeting to consider responses to public; government and agency submissions, for incorporation into the Yonge Steeles Corridor Secondary Plan; and
- September 7, 2010 – Council adoption of the Yonge Steeles Corridor Secondary Plan.

The Policy Context

Regional Policy

The York Region Official Plan has been updated to recognize recent Regional initiatives and to bring it into conformity with Provincial policies. The Regional Official Plan provides a framework for coordinated and detailed planning affecting municipalities in York Region. The Regional Official Plan must also conform to the policies articulated in the Provincial Growth Plan (Places to Grow). The policy initiatives focus on sustainability and the intensification of already built up areas. Some of the key policies that relate to Vaughan include:

- The overall intensification in built up areas;
- Growth must be concentrated along Yonge Street as this area is designated as a Regional Corridor in the York Region Official Plan;

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- Local municipalities are required to complete comprehensive secondary plans for areas designated Regional Corridors;
- Transit-supportive densities are required through intensification along the designated Regional Corridors of Highway 7 and Yonge Street which will be served by Rapid Transit; and,
- The Yonge Street subway extension between Steeles Avenue West and Highway 407 is identified in the York Region Transit Network Map and the Transit Project Assessment for the subway extension has been approved and is one of Metrolinx's priority "Big Move" projects.

Public Agency Comments Received Prior to the Adoption of the Plan

The draft Yonge Steeles Corridor Secondary Plan was made available for public comment on May 25, 2010, in advance of the statutory public hearing. Policy planning staff continued to accept submissions until August 12, 2010 until the final draft of the August 31, 2010 "Yonge Street Secondary Plan", Response to Public, Government and Agency Submissions report was completed. Approximately 25 written submissions were received and addressed in the report to the Special Committee of the Whole meeting. The respondents represented a cross-section of interests including ratepayers, landowners, development interests and their representatives, utilities, other public agencies and City departments. Staff provided analysis and recommendations on the modification requests. Those modification requests approved by Council were incorporated into the plan that was adopted by Council on September 7, 2010.

Overview of the Yonge Steeles Corridor Secondary Plan as Adopted

The Yonge Steeles Corridor Secondary Plan is divided into two plan areas, a North Plan Area and a South Plan Area, which are separated by the section of Yonge Street extending from Thornhill Public School to the Thornhill Golf and Country Club. The Secondary Plan provides the development framework for intensification and sets out the required transit oriented planning policies to support the introduction of rapid transit service from the Richmond Hill/Langstaff Gateway to Finch Avenue. It is projected to accommodate a residential population of 9,660 people and 4,500 new jobs in the South Plan Area and a population of 760 people and 800 new jobs in the North Plan Area at full build out. The two Plan Areas are described below:

South Plan Area

The South Plan Area provides the largest proportion of developable/redevelopable lands in the Secondary Plan area and recognizes the Yonge Street and Steeles Avenue intersection as a transit hub and gateway into the City. In Schedule 1, Urban Structure of the Vaughan Official Plan 2010 (Volume 1), the South Plan Area is identified as a Primary Centre. Given its significance as a gateway to the City and the urban hierarchy established in VOP 2010, the corner development block at the Yonge/Steeles intersection has been designated High-Rise Mixed Use with some of the greatest heights and densities in the City. Refer to Attachment 3 for Schedule 2, Land Use Designations (South). The maximum heights of 5.0 FSI and 30 storeys at the Yonge/Steeles corner are only exceeded by the Vaughan Metropolitan Centre (VMC).

The Secondary Plan also provides policies to support high quality transit oriented mixed use development that encourages walking and cycling. To create more active and animated street level development along Yonge Street and Steeles Avenue, policies for mandatory retail frontages were included for the areas from the first development block at the corner of Yonge/Steeles up Yonge Street to the CN Railway, and at both corners on Hilda Avenue and Steeles Avenue. As the urban built form is expected to develop along these two major arterial

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roads, the intensity of height, density and mixed-use characteristics are reduced as development steps back into the adjacent established, stable residential neighbourhoods. The transition strategy minimizes the impact on existing low-density residential areas and consider factors such as shadow impacts, access to sunlight, wind conditions, sky views and overlook issues. The transition strategy allows for a maximum development adjacent to low density residential uses at 5 storeys with maximum density of 1.5 FSI which also includes parks and private open spaces that serve as an added buffer, amenity area and important pedestrian connections.

A new internal local street network runs parallel to Yonge Street and Steeles Avenue and provides alternative and permeable connections for vehicular, bicycle and pedestrian traffic flow. Where feasible, the local street network in Vaughan will align with the existing streets in surrounding communities in Markham and Toronto to allow for more efficient movement across municipalities. A proposed pedestrian connection bridge across the CN Railway is also identified to create a stronger link to the South Plan Area communities that are currently divided by the CN Railway.

North Plan Area

The North Plan Area is the smaller component of the Secondary Plan area and provides for less development at lower heights and densities than the South Plan Area. Although located outside the Urban Centre designation on Scheduled 1, Urban Structure of the Vaughan Official Plan 2010 (Volume 1), it is part of the Regional Intensification Corridor Area. However, the development in the area is limited by several factors including the shallow lot depths of the properties that front onto Yonge Street; portions of the North Plan Area south of Helen Avenue are part of the existing Thornhill Heritage Conservation District; and the proximity of the existing stable residential uses west of Yonge Street. To provide an adequate buffer as a transition to adjacent residential uses, the maximum heights and densities in the North Plan Area were set between 5 to 8 storeys with a maximum density of 1.5 FSI. The Plan also includes built form policies that require sufficient setbacks and step down of heights. Refer to Attachment 4 for Schedule 2 Land Use Designations (North).

The Dorian Place Land Use Review

Dorian Place is a cul-de-sac located at the northwest corner of Bunker Road and Yonge Street in the North Plan Area. The Official Plan, as adopted, only identified one lot (5 Dorian Place) as being included in the Secondary Plan Area as a Mid-Rise Mixed Use area. The remaining lots on Dorian place were designated Low-Rise Residential as per Volume 1. During the review process for the draft VOP 2010 (Volume 2), the City received two letters dated May 28, 2010 and July 25, 2010 from residents of Dorian Place, most originating from landowners with properties backing onto Yonge Street. The letters requested that a modification be made to the Yonge Steeles Corridor Secondary Plan to redesignate their lands for commercial re-development. In the August 31, 2010 staff report for the “Yonge Steeles Corridor Secondary Plan – Response to Public, Government and Agency Submissions” staff provided comments and recommended “That further review be undertaken to determine if a higher density mixed-use designation is appropriate.”

On September 7, 2010 the Yonge Steeles Corridor Secondary Plan was adopted by Council without any further changes to the status of Dorian Place. However, Council directed as follows:

“That staff be instructed to conduct a study of Dorian Place in relationship to the issues raised by certain residents of that street regarding its designation under the Official Plan.”; and

“That any changes to the current designation determined by that study be dealt with through modifications at the York Region stage of review of this plan”.

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The Dorian Place Land Use Study was undertaken in 2011. The study concluded that there was merit in providing for a mix of uses and greater densities, heights as well as a public park in the Dorian Place subdivision. However, the study concluded that the maximum heights and densities should be consistent with the development limitations of the surrounding North Plan Area. The results proceeded to a Committee of the Whole Public Hearing meeting on September 4, 2012. The report included for consideration, a range of policies to implement the results of the land use study. On September 4, 2012 Committee of the Whole adopted the following recommendation, which was ratified by Council on September 25, 2012:

“That the Dorian Place draft Land Use Plan and policies be received and any issues identified by the public and Council be addressed in a comprehensive report to Committee of the Whole.”

Currently there are 2 appeal letters submitted to the OMB by property owners on Dorian Place. This will be discussed below in the section discussing Ontario Municipal Board appeals.

Modification Requests Not Subject to Current Appeals to the Ontario Municipal Board

Since the adoption of the Secondary Plan, several requested modifications remain pending a further land use study or review by staff. The following is a brief summary of the outstanding issues currently under review:

7080 Yonge Street – Telast Properties & Tan-Mark Holdings

The proponent is requesting that the development block at the corner of Yonge Street and Steeles Avenue be designated for 7.0 FSI and that the same densities be extended north to include their property which is adjacent to the corner development block. There is also a concern that the proposed new local roads which includes the extension of Royal Palm Drive will result in the need to expropriate land that will leave remaining property undevelopable. The existing frontage is approximately 110ft in width.

City of Toronto – City Planning Division

The City of Toronto has requested further review of phasing policies in relation to the transportation provisions and the planned build out of the Yonge Street and Steeles Avenue area. There is concern that a disproportionate amount of development will proceed prior to the construction or commitment of funding for transportation improvements. Discussions with the cities of Vaughan, Markham and Toronto and York Region have taken place regarding policies for development phasing. York Region is undertaking a transportation study that will inform the preparation of phasing policies if required. If any phasing policies are required they are expected to be brought forward by York Region as a requested modification to the Plan at the OMB.

Ontario Municipal Board Appeals

The City has received seven appeals specific to the Yonge Steeles Corridor Secondary Plan and is currently in discussions with the appellants to scope and possibly resolve identified issues. As settlement negotiations are underway or may commence in the future, there is nothing to report in the way of agreements at this time. Staff will continue to work towards the resolution of the appeals, in consultation with York Region, and report to Council as required. A map showing the location of the 7 appeals forms Attachment 5: “Yonge Steeles Corridor Secondary Plan: Appellant Site Map”. The general nature of the appeals are outlined below.

- Appellant #38 - 7040 Yonge Holding Limited and 72 Steeles Holding Limited
- 7040, 7054 Yonge Street and 72 Steeles Avenue West

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- Appellant #39 - 2 Steeles Avenue W Ltd.
- 2 Steeles Avenue West
- Appellant #40 - Auto Complex Limited
- 7200 Yonge Street
- Appellant #51 - Salz & Sons Limited
- 100 Steeles Avenue West

Appellants #38, #39, #40 and #51 are appealing the policies related to the high-rise and mid-rise designations which include policies on land use, heights, densities and built form. The appellants are also appealing the policies related to Intensification Areas, phasing, parking cash in lieu and all policies related to parks and open space.

- Appellant #7 - Haulover Investment Ltd
8100 Yonge Street

Appellant #7 is appealing the policies related to Intensification Areas, the mid-rise designation which include policies on land use, heights, densities and built form. The appellant is also appealing the policies related to phasing and parkland dedication.

- Appellant #42 - David and Katy Lundell
5 Dorian Place

Appellant #42 is appealing the policies related to Intensification Areas, mid-rise designation which include policies on land use, heights, densities and built form. The appellant is also appealing the policies related to phasing and parkland dedication.

- Appellant #123 - Theresa Marando
9 Dorian Place

Appellant #123 is appealing the policies related to mid-rise designation which include policies on land use, heights, densities and built form. The appellant has also submitted a letter of support from the landowners of Dorian Place at 6, 12, 15, 18, 22, 23, 26, 27, 30, 31, 34 Dorian Place.

Issues Related to the Yonge Steeles Corridor Area Emerging Since the Adoption of the Secondary Plan

Development Phasing Policies

Staff from the City of Vaughan has been working with York Region and the surrounding municipalities of Toronto, Markham and Richmond Hill to discuss strategies to coordinate the growth strategies across York Region and the City of Toronto. A common theme from ongoing discussions includes the implementation of development phasing policies as it relates to transportation planning. The prospect of the planned transportation investments has created redevelopment opportunities in the form of greater heights and densities in intensification areas like the Yonge Street Corridor. The focus is now on ensuring that any planned transportation infrastructure is in place or funded prior to permitting a partial or full build out of the respective plans. Since the adoption of the Yonge Steeles Corridor Secondary Plan, the following studies and plans have been completed, are ongoing, or will be initiated shortly; all of which have a potential impact on the policies in the Yonge Steeles Corridor Secondary Plan:

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Regional Official Plan Amendment (ROPA) 4

On June 23, 2011, York Region considered a staff report in respect of Regional Official Plan Amendment (ROPA) 4, which establishes policies for application through the local planning for the Richmond Hill/Langstaff Gateway Centre. ROPA 4 adds new policies to the Section 5.4 Regional Centre policies of the new York Region Official Plan (YROP) that take into consideration the emerging urban form, land use and transportation issues in the Richmond Hill/Langstaff Gateway Centre. The new policies are provided as follows:

28. That the development of the Richmond Hill/Langstaff Gateway Centre shall proceed according to comprehensive phasing and sequencing plans, as established in the Secondary Plans for the Centre, that include the following at each phase:
 - a. the specific amount of residential and non-residential development (e.g. number of residential units and gross floor area of non-residential uses);
 - b. a range and mix of uses including residential, office, retail, cultural and civic uses including human services;
 - c. the necessary services and infrastructure including community facilities, human services, streets and transit;
 - d. a mobility plan that identifies specific modal splits and Transportation Demand Management measures, such as parking restrictions and car-share programs, to achieve a high proportion of travel by modes other than single occupancy vehicles, and that specifically identifies transportation elements linking the Secondary Plan areas to provide for an integrated Regional Centre; and,
 - e. a monitoring program to be undertaken to the satisfaction of the Region, in collaboration with the Towns of Markham and Richmond Hill, to assess travel modes and the performance of the planning requirements, in order to inform the release of each phase or sequence of development.
29. That the infrastructure, servicing and land use planning requirements for each phase and sequence of development must be achieved, in order for development to occur in the subsequent phase.
30. That any amendments to the Richmond Hill/Langstaff Gateway Centre Secondary Plans will require Regional approval, and will be considered based on the planning and development vision for the Centre, and shall include an assessment of Provincial and all Regional interests such as cost and timing implications.
31. The provision of cross-boundary transportation facilities unifying the Regional Centre will be coordinated by the Region, in collaboration with the Towns of Markham and Richmond Hill.”

The new policies are consistent with one of the Shared Principles in section 5.0 Implementation of Community and Servicing Requirements of the York Region Official Plan, subsection 5.4 which states:

5.4 Phasing and staging of development within each precinct or neighbourhood will be tied to triggers related to infrastructure capacity, including community and social services and facilities, transportation, on-site energy generation (e.g. district energy), and water and waste water.

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The new policies are also consistent with section 5.4 Regional Centres of the York Region Official Plan which identifies one of the key objectives in subsection 5.4.20.f. as follows:

5.4.20.f. Sequencing of development that is coordinated with infrastructure availability, including transportation, water and wastewater, and human services

ROPA 4 recognizes the need for more comprehensive implementation strategies as the potential densities created by the Richmond Hill/Langstaff Gateway Regional Centres rely on the progression of planned transportation infrastructure. Development will be phased accordingly to ensure all the required transportation and servicing measures are in place prior to moving forward on subsequent phases. This precedent for phasing policies in a York Region Official Plan amendment establishes a template for more specific phasing policies in the Yonge Street Corridor.

City of Markham

Langstaff Gateway Secondary Plan

The Langstaff Gateway Secondary Plan (OPA 183) was adopted by the City of Markham Council on June 8, 2010 and approved with modifications by York Region on June 30, 2011. The Langstaff Gateway Secondary Plan guides and coordinates the redevelopment of approximately 47 hectares of existing and predominantly low density industrial uses located south of Highway 407 between Yonge Street to Bayview Avenue. The area is planned for a compact, sustainable, vibrant high density urban centre and at full build-out, will accommodate as many as 32,000 residents in 15,000 dwelling units and 15,000 jobs.

The Langstaff Gateway Secondary Plan is intended to be a complete and integrated community with a mix of office, retail, cultural, institutional, residential, open space and recreational uses that emphasizes transit and pedestrian-supportive built form to encourage non-auto modes of transportation. It will be served by a number of potential rapid transit lines, including the planned Yonge Subway Extension, the Viva Bus Rapid Transit System, and the 407 Transitway. Consistent with the policies of ROPA 4, development will be phased in three stages that are directly linked to the implementation of transit infrastructure. The threshold for development in each phase is shown in Table 1.

Table 1 - Development Phasing Thresholds Langstaff Gateway Plan					
Phase	Max. Residential (Units)	Min. Retail and Service GFA (m2)	Min. Community Services GFA (m2)	Min. Office GFA(m2)	Min. Parks and Open Space (ha)
1 - Pre-subway	5,000	21,600	6,100	33,600	4.83
2 - Subway	3,650	20,300	5,350	132,700	1.64
3 – 407 Transitway	6,514	24,400	1,775	126,555	0.5
TOTALS	15,164	66,300	13,225	292,855	6.97

In each of the three phases of the project, benchmarks have been developed that must be met before development can proceed to later phases. The use of phasing policies tied to transportation improvements has been part of active discussions by staff at the local and regional

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levels. Many of the recent redevelopment plans and studies by municipalities in York Region and in the City of Toronto are contingent on upgraded transportation infrastructure. The issue of implementing similar phasing policies has become an important discussion as traffic concerns grow while the timing of funding for transit improvements is uncertain.

Yonge Steeles Corridor Study (Markham)

The Yonge Street Corridor Study in Markham was completed September 2008 and was endorsed by Markham's Development Services Committee but is currently not Council approved. The study updates the Thornhill Secondary Plan which was approved in June 1997 and contains built form principles and guidelines on urban design, the public realm and environmental design. Most lands fronting onto Yonge Street within the Study Area are designated Community Amenity Area (commercial designation) with the exception of the High Density Housing designation of the existing apartment lands north of Clark Avenue. The remaining Study Area lands are a combination of residential designations. The study provides a policy regime that permits mixed-use development at transit supportive densities along Yonge Street, and provides for transition to the adjacent stable adjacent residential communities. The policies in the Plan provide for the following:

- an average density of 2.5 FSI;
- an additional 1.0 FSI for commercial buildings or commercial floor space within existing mixed residential/commercial buildings (maximum density for a mixed-use building is 3.5 FSI);
- a maximum 1.5 FSI closest to established low density neighbourhoods; and,
- a required minimum of 1.0 FSI on all development sites.

Recent Development in Markham

As part of its Official Plan Review, Markham is revising the Yonge Steeles Study. This process is currently underway and includes a Transportation Study. Recognizing recent trends, it is expected that densities resulting from this plan will be comparable to the Yonge Steeles Corridor Secondary Plan. Two recent approvals on Markham's side of Yonge Street are noted below.

Liberty "World on Yonge" OMB Approved Development

In May 2009, the property south of the CN Railway in the City of Markham known as Liberty "World on Yonge" received OMB approval to permit mixed-use high rise development with a density of approximately 3.5 FSI. The plan is currently approved for the following development:

- (1) 20 storey office and hotel building;
- (2) 31 storey residential towers on the Yonge Street frontage;
- (2) residential towers fronting Doncaster at 27 storeys and 18 storeys;
- approximately 665,000 square feet of retail space distributed at the base of the residential and hotel and office buildings and in a stand-alone 1 and 2-storey retail building at the north east corner of the site.

This development is nearing completion.

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Frangian Holdings OMB approved Development

In April 2013, the OMB approved the Official Plan and Zoning By-law Amendments at northeast corner of Yonge Street and Grandview Avenue by Frangian Holdings to permit a mixed use high rise development of approximately 3.5 FSI, including approximately 2.9 FSI for residential and 0.6 FSI for non-residential uses. Details of the proposal include the following:

- (1) 21 storey mixed use building (first 4 storeys will include retail/office uses on the first 2 storeys followed by 2 storeys of mixed live-work units and residential above);
- A park fronting on Grandview Avenue.

The City of Markham is currently awaiting the submission of site plans for review

Both the approved OMB development plans by Liberty “World on Yonge” and by Frangian Holdings are consistent with the recommendation set out in Markham’s Yonge Steeles Corridor Study.

City of Toronto Official Plan and the Yonge Street North Planning Study

The City of Toronto is currently conducting its own Yonge Street North Planning Study that encompasses the area defined by Steeles Avenue to the north, Finch Avenue to the south, Hilda Avenue to the west and Willowdale Avenue to the East. The purpose of the study is to determine the level of development that can be supported by the existing and improved transportation network and the planned higher order transit system.

The primary objective of the study is to provide a comprehensive set of planning tools to realize the vision for the area and respond to increasing development pressures. The project commenced in December 2011 and is currently at the draft stages in their development of preferred options. The study has reviewed and is taking into consideration the redevelopment and build out of potential proposals, based on OP designations set out in both the City of Vaughan Yonge Steeles Corridor Secondary Plan and City of Markham Yonge Steeles Corridor Study. The Yonge North Planning Study target date for completion is December 2013 or January 2014.

York Region’s Yonge and Steeles Area Transportation Study

In response to Vaughan’s adopted Secondary Plan, Markham’s initiation of its Official Plan Review and the City of Toronto’s Yonge Street North Planning Study, York Region is in the initial stages of the Yonge and Steeles Transportation Study. The purpose of the study is to conduct a larger transportation exercise, led by the Region and in partnership with Vaughan, Markham and Toronto to link to and expand upon the locally-led transportation studies. The study will provide a framework for transportation and land use planning goals for the multi-jurisdictional area and provide the basis for any transit-supportive and auto trip reduction policies in local secondary plans. The Region plans to develop a cohesive and integrated transportation plan for the area of Yonge Street and Steeles Avenue. (The “Yonge and Steeles Area”). In Metrolinx’s Big Move plan the Yonge and Steeles area is identified as a Gateway Hub in the Greater Toronto and Hamilton Area (GTHA), which is planned to integrate subway, rapid transit and local bus service. The planning and build-out of the Yonge and Steeles Area will emphasize a high transit modal split, and a compact and mixed-used urban form as a part of a congestion-management approach to transportation. The procurement process has been completed and the initiation of the project imminent. The study timeline provides for its completion in one year. The objectives of the study include:

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- A review of existing and available studies and their conclusions/recommendations (e.g., Regional TMP, Markham Yonge and Steeles Corridor Study, Vaughan's Yonge and Steeles Secondary Plan and supporting traffic analysis, Toronto's Yonge Street North Planning Study, etc.) to clearly identify gaps in assumptions and opportunities;
- The development of a complete, integrated and strategic transportation network plan that will accommodate and support the land use plans of each municipality, with a focus on non-auto modes and the appropriate transit modal split target consistent with the phased implementation of new transit infrastructure and services over time;
- The development of a comprehensive Transportation Demand Management (TDM) plan that includes infrastructure, policies and programs to reduce travel needs, reduce single-occupant vehicle use, promote transit use and active transportation. The Plan would also include a governance structure (guidance on who does what) specific to responsibilities/roles for coordination and implementation of the TDM plan; and
- Development of a comprehensive transportation infrastructure and equitable development phasing plan if necessary (e.g., establishing certain thresholds for Level of Service) including, policies and programs, ensuring that the pace of development matches the timing of the implementation of required transportation infrastructure (e.g., subway construction) and transit services;

Basis for the Recommendation

Consideration of Development Phasing

Since the adoption of VOP 2010 and the Yonge-Steeles Corridor Secondary Plan, increasing attention has been paid to development phasing, particularly as it is affected by the availability of road network capacity and the transit improvements required to support planned development. This is especially significant in the case of Intensification Areas, like the Yonge-Steeles Corridor, where future development is predicated on major transit improvements, like the subway extension. Specific phasing policies were not originally included in the Yonge Steeles Corridor Secondary Plan.

Generally, development phasing is achieved by identifying a series of triggers where incremental amounts of development are released once certain system improvements have taken place. Phasing allows development to occur as capacity becomes available in the broader system. In the case of the Yonge-Steeles Corridor, the ultimate improvement would be the subway extension to the Langstaff-Richmond Hill Gateway Regional Centre. The subway would allow for all of the planned development in the Yonge Steeles Corridor Secondary Plan area to proceed. The determination of the intervening levels of development is at question as the road network capacity on Yonge Street, particularly at the Yonge-Steeles intersection, is already challenged and there is minimal opportunity for improvements to the Regional level (York and Toronto) road network or the surface transit system.

The issue of phasing for intervening levels of development is difficult for the local municipalities to address from a policy perspective. The Provincial Growth Plan and York Region's Official Plan require that local municipalities plan for intensification. The Yonge-Steeles Corridor Secondary Plan is consistent with these policies. However, implementation of most of the transportation based phasing tools reside with the Region and/or the Province. The City can provide for supportive improvements to the internal road network to provide porosity and connectivity and can require Transportation Demand Measures. These policy measures are current components

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of VOP 2010 and the Yonge Steeles Corridor Secondary Plan. However, the timing and nature of the improvements to the Regional road network and the rapid transit network, sufficient to support all of the planned development, are the responsibility of others.

The Yonge Steeles Corridor Secondary Plan in the Broader Perspective

Yonge Street has the potential to become one of the GTA's major intensification corridors in the section extending from the Langstaff-Richmond Hill Gateway through the Yonge-Steeles intersection in Vaughan and Markham and south into the City of Toronto to Finch Avenue. The Region, by way of an amendment to its new Official Plan, has required the incorporation of phasing policies into the Markham and Richmond Hill Official Plans to limit development until such time as certain transit improvements are implemented. The Richmond Hill/Langstaff Gateway Centre is a Regional Centre and, like the Vaughan Metropolitan Centre, is expected to have among the highest densities in the Region.

Yonge Street, south of the Richmond Hill/Langstaff Gateway Centre, is shared by Markham and Vaughan. Vaughan, through the Yonge-Steeles Corridor Secondary Plan, has articulated its vision for the corridor. Markham is currently undertaking its Official Plan review and is preparing a secondary plan for the area south of the Elgin/Arnold intersection to Steeles Avenue. South of Steeles Avenue, the City of Toronto has also initiated a land use study, the Yonge Street North Planning Study, to determine the level of development that can be supported by the existing transportation network and the planned higher order transit improvements, i.e. the subway extension.

The development potential in the shared corridor is substantial. A recent precedent in Markham is the "Liberty on Yonge" development which has been built at a density of 3.5 FSI, with a maximum height of 31 storeys. Similar densities are currently envisioned by the Yonge Steeles Corridor Secondary Plan in Vaughan. (See Attachment 3 and Attachment 4).

York Region's Response: The Yonge Street Area Transportation Study

In recognition of the overall development potential and the inter-municipal issues involved, the Region has initiated a Yonge Street Area Transportation Study, in partnership with the cities of Markham, Vaughan and Toronto. Its objective is to develop a comprehensive and equitable transportation and development phasing plan, including policies and programs that would ensure that the pace of development matches the timing of the required transportation infrastructure.

This study is expected to start in the fourth quarter of 2013 and will take approximately one year to complete, i.e. Fall 2014. As the implications of the study for the Yonge-Steeles Corridor Secondary Plan are unknown, it is inappropriate to finalize the City's position on potential modifications related to phasing and transportation. However, the endorsement of the modified secondary plan at this point in time provides the opportunity to inform the Region of the City's position on a number of matters. The City endorsed modification will provide clarity on the City's position, which will need to be taken into consideration in the Region's Yonge Street Area Transportation Study.

Density Adjustments

One area warranting further consideration is the area south of Crestwood Road and east of Powell Road to Yonge Street on Steeles Avenue as shown on Attachment 6. Currently the Yonge Steeles Corridor Secondary Plan designates these lands High-Rise Mixed Use and Mid-Rise Residential. The maximum heights and densities peak in the High-Rise Mixed Use designation at the Yonge-Steeles intersection at 30 storeys and 5.0 FSI and decline to the north and east to maximum heights and densities of 22 storeys and 3.5 FSI. The Mid-Rise Residential

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designation maintains a maximum height of 5 storeys and a maximum density of 1.5 FSI, buffering the adjacent Low-Rise Residential neighbourhood to the west and north.

It is recommended that the High-Rise Mixed Use designation in this area be subject to a density increase of 1.0 FSI and a height increase of up to 5 storeys subject to bonusing under Section 37 of the Planning Act. This will bring the maximum height, with bonusing, to 35 storeys and the maximum density to 6.0 FSI. This is based on the following considerations:

- It is at the most prominent gateway intersection into the City of Vaughan and York Region and warrants a strong architectural presence;
- It will abut the future Steeles Avenue Subway Station and the associated bus terminal, constituting a critical component of a Gateway Hub, as defined by Metrolinx's "Big Move" plan;
- It will constitute one of the City's best opportunities for Transit Oriented Development;
- There are a number of existing users in the Yonge Steeles Corridor Secondary Plan South Area that have long life spans, principally automobile dealerships. Since their re-development is unlikely in the time horizon of the secondary plan, the application of the early available density to this location is appropriate; and
- The allocation of density to this location is also appropriate as an inducement to comprehensive re-development;

Therefore, this modification to the plan is recommended, as shown on Attachment 6.

Settlement of the Appeals

There are currently seven appeals against the Yonge Steeles Corridor Secondary Plan, which are shown on Attachment 5. In light of the number of appeals to the VOP 2010, and the scheduling of related pre-hearings, mediations and initial hearing dates it is unlikely that the Board will be able to address outstanding appeals related to the Yonge Steeles Corridor Secondary Plan until well into 2014. This will allow some time for the Region's Transportation Study to progress. However, it should be advanced as expeditiously as possible as the Plan is currently before the Board.

At this point, the appeals are at varying levels of refinement. However, there is merit in continuing and/or initiating settlement negotiations with the appellants. Continuing discussions would allow for the appeals to be scoped and potentially resolved. Continuing discussions would also allow for the implications of any transportation or density related appeals to be assessed through the Region's Yonge Steeles Area Transportation Study. Staff, in consultation with York Region, will continue the dialogue with the appellants.

Recommendations and Next Steps

Based on the above, staff are recommending the following measures to advance the approval process for the Yonge Steeles Corridor Secondary Plan Area:

- York Region be requested to expedite the preparation of the "Yonge and Steeles Area Transportation Study" in order to inform any final modification requests by York Region in respect of the Yonge-Steeles Corridor Secondary Plan, leading to its ultimate consideration and approval by the Ontario Municipal Board;

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- York Region be advised that the City supports modifications to respond to stakeholder requests and ongoing studies by the City, including an increase in density and density bonusing provisions on those properties designated High-Rise Mixed-Use, located south of Crestwood Road to Steeles Avenue on Yonge Street and on Steeles Avenue to a point approximately 200 m west of Yonge Street, as shown on Attachment 6 to this report;
- York Region be requested to evaluate the implications of the following matters as they relate to density and phasing in the analyses being undertaken in the Yonge and Steeles Area Transportation Study:
 - a) The implications of the appeals against the Yonge Steeles Corridor Secondary Plan;
 - b) The density increase referenced in Recommendation 2 above; and
 - c) Recent approvals and landowner investments in uses (primarily car dealerships) that are of a lower density than envisioned in the Yonge Steeles Secondary Plan.
- City staff, in consultation with York Region, continue to negotiate with the appellants to work toward resolution of Ontario Municipal Board appeals;
- City staff report back to Council on settlement negotiations, on the results of the Yonge and Steeles Area Transportation Study and on any further modifications originating with the City/York Region/parties to the Yonge Steeles Corridor Secondary Plan, as part of the effort to secure a timely Ontario Municipal Board approval; and
- This report be forwarded to York Region for its information and action.

This approach would allow for the Region's study to proceed, while recognizing the need for a timely resolution of the OMB appeals.

Relationship to Vaughan Vision 2020/Strategic Plan

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

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

Regional Implications

The proposed Yonge Steeles Corridor Secondary Plan has been prepared pursuant to the policy requirements and provisions of the Vaughan Official Plan 2010, and the new York Region 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 Yonge Steeles Corridor Secondary Plan supports key objectives of the York Region Official Plan (2010).

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Conclusion

York Region is initiating the “Yonge Steeles Area Transportation Study” The outcome of this study may affect the policies of the Yonge Steeles Corridor Secondary Plan especially in regard to development densities and phasing. As the implications of the study for the Yonge-Steeles Corridor Secondary Plan are unknown it is premature to finalize the City’s position on modifications. However, endorsing the modified Secondary Plan in its current form provides the opportunity to clarify the City’s position for the information of York Region. This will allow the City’s position to be taken into consideration in the Yonge Steeles Area Transportation Study.

Since the adoption of the Yonge Steeles Corridor Secondary Plan on September 7, 2010, a total of seven appeals have been received that are specific to the Secondary Plan. While the study is underway, staff will continue to work toward the resolution of the appeals.

It will be important for the Region to proceed expeditiously with the Yonge Steeles Area Transportation Study recognizing the outstanding appeals and the on-going OMB process. In order to advance the processing of the Yonge Steeles Corridor Secondary Plan toward OMB approval, a series of actions have been identified, which have been recommended for Council approval.

Attachments

1. Location Map (South)
2. Location Map (North)
3. Schedule 2 (South)
4. Schedule 2 (North)
5. Yonge Steeles Corridor Secondary Plan: Appellant Site Map
6. Proposed Density Adjustment

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