

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 13, 2016

Item 11, Report No. 43, of the Committee of the Whole, which was adopted without amendment by the Council of the City of Vaughan on December 13, 2016.

11

**VAUGHAN METROPOLITAN CENTRE (VMC) SECONDARY PLAN
PROPOSED MODIFICATIONS TO THE
NORTHEAST QUADRANT OF THE SECONDARY PLAN
FILE: 25.5.12.1
WARD 4**

The Committee of the Whole recommends approval of the recommendation contained in the following report of the Deputy City Manager, Planning and Growth Management and the Director of Policy Planning and Environmental Sustainability, dated December 6, 2016:

Recommendation

The Deputy City Manager, Planning and Growth Management and the Director of Policy Planning and Environmental Sustainability, in consultation with the Deputy City Manager, Legal and Human Resources and the Chief of Corporate Initiatives and Intergovernmental Relations recommend:

1. That the Vaughan Metropolitan Centre (VMC) Secondary Plan, forming part of Volume 2 of the City of Vaughan Official Plan 2010 (VOP 2010), adopted September 7, 2010 and modified on December 11, 2012 and October 20, 2015, as partially approved by the Ontario Municipal Board on November 18, 2016, be further modified in accordance with Attachment 3 – “Modifications to the VMC Secondary Plan Schedules – Northeast Quadrant – December 2016”, to this report which includes all changes as described in the body of the report;
2. That this report and Council minutes be forwarded to the Ontario Municipal Board (OMB) and the Regional Municipality of York (Region), as the City of Vaughan’s recommended modifications to the VMC Secondary Plan of Volume 2 of the VOP 2010 and that the Region and the OMB be requested to consider the requested modifications to the VMC Secondary Plan accordingly, as part of the process leading to its approval;
3. That City staff be authorized to make any additional changes to the text and schedules of this Plan necessary to ensure consistency with the direction provided above and to provide clarity in the interpretation of the Secondary Plan policies; and that staff be authorized to work with the Region, as necessary, to finalize the necessary wording to effect the modifications reflected in this report; and
4. That the OMB and the Region be advised that the Council modifications approved in respect of the VMC Secondary Plan, VOP 2010, Volume 2, meet the requirements of Subsections 26.(1)(a), (b) and (c) of the *Planning Act* R.S.O. 1990, c.P.13, as amended.

Contribution to Sustainability

Consistent with *Green Directions Vaughan*, the City’s Community Sustainability and Environmental Master Plan, the VMC Secondary Plan will conform to the 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 VMC Secondary Plan addresses the following goals outlined by *Green Directions Vaughan*:

- Goal 1: Supports enhanced standards for stormwater management.
- Goal 2: Ensures sustainable development and redevelopment.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 13, 2016

Item 11, CW Report No. 43 – Page 2

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

Economic Impact

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

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

Communications Plan

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

- Posted to the www.vaughan.ca website;
- Posted to the City's social media sites: Facebook and Twitter;
- By email to all VOP 2010 and VMC Secondary Plan appellants and those who have requested notice.
- By mail to all landowners within the areas proposed to be modified and adjacent landowners

Purpose

The purpose of this report is to introduce proposed revisions to the land use distribution and road alignment in the northeast quadrant of the VMC Secondary Plan in response to the recently completed Class Environmental Assessment Study for the widening and extension of Portage Parkway to Creditstone Road. The modifications recommended in this report also reflect the results of ongoing staff review and negotiation with the affected appellants to the VMC Secondary Plan. The proposed revisions are to the schedules of the VMC Secondary Plan and only affect the northeast quadrant, particularly the lands bounded by Portage Parkway to the north, Creditstone Road to the east, Barnes Road to the south and Maplecrete Road to the west. The revised schedules can be found in Attachment 3 "Modifications to the VMC Secondary Plan Schedules – Northeast Quadrant – December 2016".

Background - Analysis and Options

Executive Summary

This report is structured in the following manner:

- Background on the location and policy context of the VMC Secondary Plan
- Review of Council's previous decisions and the partial approval of the VMC Secondary Plan
- Review of the existing uses and permissions in the northeast quadrant of the VMC Secondary Plan and the OMB appeal by 350 Creditstone
- Review of the outcome of the Portage Parkway Class Environmental Assessment

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 13, 2016

Item 11, CW Report No. 43 – Page 3

- Identification of the recommended modifications to the northeast quadrant of the VMC Secondary Plan, specifically as they relate to the following:
 - Street Network
 - Neighbourhood Park Location
 - Proposed School Site
 - Land Use, Height and Density
- The conclusion leading to the report's recommendation

Location

The VMC is located between Highway 400 to the west, Creditstone Road to the east, Portage Parkway to the north, and Highway 407 to the south. The area proposed to be modified is bounded by Portage Parkway to the north, Creditstone Road to the east, Barnes Road to the south and Maplecrete Road to the west (see Attachment 1).

The Policy Context

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

(i) The Provincial Policy Statement (PPS)

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

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

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

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

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

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

The ROP identifies the VMC as one of four Regional Centres, which are to "contain a wide range of uses and activities and be the primary focal points of intensive

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 13, 2016

Item 11, CW Report No. 43 – Page 4

development, including residential, employment, live-work, mobility, investment, and cultural and government functions”. The ROP calls for the preparation of local secondary plans for Regional Centres that include, but are not limited to:

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

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

(v) The Vaughan Official Plan 2010

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

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

Zoning

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

Modifications and Partial Approval of the VMC Secondary Plan

Following the adoption of the VMC Secondary Plan on September 7, 2010, the City began an

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 13, 2016

Item 11, CW Report No. 43 – Page 5

extensive consultation and review process involving Provincial, Regional, and City staff, the City's consultant team, landowners within the VMC and other stakeholders.

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

Following an extensive mediation process to assist in the resolution of appeals, staff prepared a report recommending several revisions to the Secondary Plan and presented the revisions to the VMC Sub-Committee on September 17, 2015. The modifications were recommended for approval by the Sub-Committee and subsequently adopted by Council on October 20, 2015. The OMB partially approved the Secondary Plan, with the adopted modifications, on November 18, 2015.

Existing Uses and Permissions in the Northeast Quadrant of the VMC Secondary Plan

The VMC consists of four quadrants defined by the intersection of Jane Street and Highway 7. The northeast quadrant of the VMC contains three land use designations: Station Precinct, Neighbourhood Precinct, and the East Employment Precinct. Within the area subject to the proposed modifications in this report (see Attachment 1), only the Neighbourhood Precinct and Employment Precinct designations are permitted. The Neighbourhood Precinct designation permits primarily residential uses, complemented by amenities such as schools, parks community centres and daycare facilities. Both a Neighbourhood Park and a school are proposed for this area. The Employment Precinct designation, adjacent to Creditstone Road, permits a range of uses including offices, research and development facilities, light industrial uses, and ancillary uses including retail stores, restaurants, personal and business services and financial institutions. The current VMC schedules, as partially approved by the OMB, are attached to this report as Attachment 2.

There are five existing low-rise industrial buildings within the area subject to the proposed modifications in this report. Two of the existing industrial sites will be directly impacted by the realignment of Portage Parkway.

Portage Parkway Extension from West of Black Creek to Creditstone Road

In May 2015, the City of Vaughan initiated an Environmental Assessment (EA) Study for Portage Parkway Widening and Extension to Creditstone Road, a strategic network improvement which was identified in the Vaughan Transportation Master Plan – A New Path (2013). The Transportation Master Plan (TMP) identified the need to widen Portage Parkway to four lanes from Applewood Crescent to Jane Street (Part A), and establish a new four lane road from Jane Street to Creditstone Road (Part B) as a key element of the planned street network in support of the VMC.

The EA for Part B was completed on September 8, 2016. The alignment options for Portage Parkway were constrained by Transport Canada's Grade Crossing Standards respecting the minimum 30 metre separation from the existing CN Rail tail track that crosses Creditstone Road immediately north of the VMC boundary. The preferred alignment therefore curves much further south on approach to Creditstone Road than originally anticipated when the VMC Secondary Plan was adopted by Council. As a result, staff have re-examined the land use planning framework, street pattern and block organization in the northeast quadrant of the Secondary Plan.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 13, 2016

Item 11, CW Report No. 43 – Page 6

Recommended Modifications to the Northeast Quadrant of the VMC Secondary Plan

The following modifications to the VMC Secondary Plan schedules are proposed to accommodate the realigned Portage Parkway and assist in the resolution of certain VMC Secondary Plan appeals. The revised schedules can be found in Attachment 3 to this report.

1. Street Network

The limited distances separating the realigned Portage Parkway extension, Barnes Road and Highway 7, combined with the existing parcel fabric and development approvals in the northeast quadrant, present unique challenges for the local street network. This is particularly true with respect to providing additional east-west connections to Creditstone Road. As a result of these constraints, it is proposed that a single local street connecting Maplecrete Road to Barnes Road be provided as the primary internal connection for the area north of Barnes Road, with a secondary north-south local street being provided subject to the final form of development of the school site, which is discussed in greater detail below.

The east-west mews previously identified south of Portage Parkway is proposed to be eliminated given its proximity to the realigned Portage Parkway. The north-south local street is proposed to be reclassified to a “mews or local street” with a width of 15-17 metres, and will function primarily as a pedestrian connection through the relocated Neighbourhood Park. The ultimate use and classification of the mews or local street will be determined during the development review process.

The revised street network for the northeast quadrant can be found on Schedule C of Attachment 3 to this report.

2. Neighbourhood Park Relocation

The realignment of Portage Parkway significantly reduces the development potential of the Neighbourhood Precinct and Employment Precinct sites located immediately south of the parkway. This is particularly true for the site at the southwest corner of Portage Parkway and Creditstone Road, as vehicular access to the site will be limited.

The proposed revisions to the VMC Secondary Plan relocate the Neighbourhood Park from north of Barnes Road to south of Portage Parkway, extending the entire length of Portage Parkway between Maplecrete and Creditstone Roads. This location provides an east-west park connection linking to the Black Creek Greenway that is otherwise missing from the eastern quadrants. The size of the relocated park will be approximately 2.6 acres, which represents an increase of approximately 0.4 acres from the park proposed in the adopted VMC Secondary Plan.

The revised park location can be found on Schedule D of Attachment 3 to this report.

3. School Site

The relocation of the Neighbourhood Park allows the school site to be relocated further south, such that it is south of the park and north of Barnes Road, with no frontage along Portage Parkway. This is desirable from a land use compatibility perspective. The approximate location of the school site can be found on Schedule E of Attachment 3, identified with a “S1” notation. All school sites within the VMC have been allocated approximately 5 acres of land, which has been maintained in the proposed revisions. The

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 13, 2016

Item 11, CW Report No. 43 – Page 7

ultimate size and configuration of the school site will be determined in consultation with the school board(s) during the development application approvals process. Likewise, the need for the proposed local street under the “S1” notation will be dependent on the form and development of the school.

4. Land Use Designations, Height and Density

The lands formerly designated as a Neighbourhood Park are proposed to be re-designated to Neighbourhood Precinct to accommodate for the reduction in residential land use permissions immediately south of Portage Parkway. To further compensate for the reduction in both neighbourhood and employment areas, it is proposed that the split height and density permissions be eliminated such that the greater of the two permissions is applied consistently to all properties fronting the north side of Barnes Road. This will result in a height permission of 5 storeys minimum to 25 storey maximum, and a density permission of 2.5 FSI minimum to 4.5 FSI maximum.

The revised height and density permissions can be found on Schedule I of Attachment 3 to this report.

Relationship to Term of Council Service Excellence Strategy Map (2014-2018)

This report relates to the Term of Council Service Excellence Strategy by supporting the following initiatives:

- Continuing to develop transit, cycling and pedestrian options to get around the City
- Facilitate the development of the VMC
- Invest, renew and manage infrastructure and assets
- Continue to ensure the safety and well-being of citizens
- Update the Official Plan and supporting studies
- Continue to cultivate an environmentally sustainable city

Regional Implications

The VMC Secondary Plan, as modified, has been prepared pursuant to the policy requirements and provisions of the VOP 2010 and the ROP. Accordingly, it includes the minimum density requirements and targets for Regional Centres and the implementing urban design, phasing, and sustainability policies prescribed by the ROP. 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 review of the northeast quadrant of the VMC Secondary Plan, following the completion of the Class Environmental Assessment for the Portage Parkway Extension from West of Black Creek to Creditstone Road, has involved consultation with City staff across a number of departments,

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 13, 2016

Item 11, CW Report No. 43 – Page 8

the York Catholic District School Board, and the appellants located within the portion of the Secondary Plan that is proposed to be modified.

The revised schedules to the VMC Secondary Plan, forming Attachment 3 to this report, represent the changes recommended by staff as described in this report. Staff is only recommending changes to the area located south of Portage Parkway, west of Creditstone Road, north of Barnes Road and east of Maplecrete Road, as identified on Attachment 1. The remainder of the VMC Secondary Plan has either been approved by the OMB following the November 2015 motion for partial approval, or is subject to a site- or area-specific appeal yet to be resolved.

Council approval of the recommended modifications represents an important step in moving the Plan forward, potentially to the scheduling of an OMB motion for partial approval to resolve certain appeals and to bring the proposed modifications into effect. Staff support the modifications recommended herein as maintaining the intent of the Plan and being consistent with the pertinent Regional and Provincial policies.

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

Attachments

1. Location Map
2. Existing Schedules to the VMC Secondary Plan
3. Modifications to the VMC Secondary Plan Schedules – Northeast Quadrant – December 2016

Report prepared by:

Steven Dixon, Senior Planner – OMB, ext. 8410

(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.)