

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, Report No. 44, of the Committee of the Whole which was adopted, as amended, by the Council of the City of Vaughan on December 15, 2015.

By approving the following in accordance with Communication C4 from the Deputy City Manager, Planning & Growth Management, dated December 11, 2015:

- 1. That the revised Policies in Section 3.3 Density, 5.5 Pedestrian Amenity, 5.10 Local Streets Strata Parking forming Attachment 1 and a special policy for 7080 Yonge Street described in detail in this communication be approved as further modifications to the Yonge Steeles Corridor Secondary Plan;***
- 2. That the Attachment 5 - Track Change Version: Yonge Steeles Corridor Secondary Plan (November 2015) of the Committee of the Whole on December 1, 2015 be replaced with Attachment 1, dated December 11, 2015;***
- 3. That the Yonge Steeles Corridor Secondary Plan of Volume 2 of the Vaughan Official Plan-2010 be forwarded to the Ontario Municipal Board and the Region of York as the City of Vaughan's recommended modifications; and***
- 4. That staff of the Economic Development & Culture and Policy Planning & Environmental Sustainability Departments, be directed to work with the Region and landowners to identify key components to a Community Improvement Plan under s.28 of the Planning Act with a focus on developing office incentives for the Yonge Steeles Corridor (South Area) once the Secondary Plan is approved taking into account the timing of the Yonge Subway Extension; and***

By approving the following in accordance with Communication C6 from the Deputy City Manager, Planning & Growth Management, dated December 15, 2015:

- 1. That the recommended policy in this communication be endorsed by Vaughan Council and be forwarded to the Region of York for consideration as a further modification to the Yonge Steeles Corridor Secondary Plan as follows:***

That the following policy be added to "Section 8.0 implementation" in the Yonge Steeles Corridor Secondary Plan:

"As a condition of approval of development in this Secondary Plan, the City shall require the implementation of appropriate and reasonable measures and development agreements, which may include front ending agreements and/or cost sharing agreements, to ensure that the development in the Secondary Plan is coordinated and that the required commitments of funds, lands and services are secured and/or in place. These measures and agreements shall ensure that the reasonable costs of the municipal and community infrastructure, land/or facilities are fairly and equitably shared without adverse impact on the City's financial capability. The measures and agreements permitted by the policy shall be only those which are permitted by law and are otherwise agreed to by the landowner(s) and the City"; and

By receiving the following Communications:

- C2. Ms. Johanna R. Shapira, Wood Bull LLP, Queen Street West, Toronto, dated December 9, 2015;***
- C5. Mr. Ryan Guetter, Weston Consulting, Millway Avenue, Vaughan, dated December 14, 2015; and***
- C7. Mr. Ryan Mino-Leahan, KLM Planning Partners Inc., Jardin Drive, Concord, dated December 14, 2015.***

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

**14 MODIFICATIONS TO THE VAUGHAN OFFICIAL PLAN – 2010
YONGE STEELES CORRIDOR SECONDARY PLAN (VOLUME 2)
RESPONSE TO PUBLIC, GOVERNMENT AND AGENCY SUBMISSIONS
FILE 25.5.12.4
WARD 5**

- 1) That the recommendation contained in the following report of the Deputy City Manager, Planning & Growth Management and the Director of Policy Planning and Environmental Sustainability, dated December 1, 2015, be approved;
- 2) That in recognition of the issues raised in the November 30th, 2015, correspondence from Weston Consulting on behalf of the owners of 7080 Yonge Street and the importance of encouraging redevelopment and a future intersection at this location, be it resolved that staff review and report back on a site specific policy or policies to address the outstanding matters prior to the Council meeting of December 15, 2015;
- 3) That the deputation of Mr. Ryan Guetter, Weston Consulting, Millway Avenue, Vaughan, and Communication C4, dated November 30, 2015, be received; and
- 4) That the following Communications be received:
 - C1 Mr. Jeffrey E. Streisfield, Landlaw, dated November 25, 2015;
 - C3 Mr. Joel D. Farber, Fogler, Rubinoff, King Street West, Toronto, dated November 30, 2015; and
 - C5 Mr. Ryan Mino-Leahan, KLM Planning Partners Inc., Jardin Drive, Concord, dated November 30, 2015.

1. That the Yonge Steeles Corridor Secondary Plan (YSCSP), forming part of Volume 2 of the City of Vaughan Official Plan 2010, be modified to reflect the changes outlined in this report as incorporated in the revised YSCSP forming Attachment 5 to this report.
2. That all section references to the Vaughan Official Plan – 2010 (Volume 1) be revised to; be consistent with Volume 1 as approved; reflect the approval by the Ontario Municipal Board on March 26, 2014 of the policy and schedule amendments resulting from the settlement of the Dorian Place appeals; and the modifications approved by Vaughan Council on April 8, 2014 pertaining to the Yonge Street intersection area; and the recommendations of the Region of York, City of Markham and City of Toronto related to the Yonge and Steeles Area Regional Transportation Study.
3. That this report and Council minutes be forwarded to the Ontario Municipal Board and the Region of York as the City of Vaughan's recommended modifications to the Yonge Steeles Corridor Secondary Plan of Volume 2 of the Vaughan Official Plan – 2010 and that the Ontario Municipal Board and the Region be request to consider the modifications to the Yonge Steeles Corridor Secondary Plan accordingly, as part of the process leading to its approval.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 3

4. 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 that staff be authorized to work with the Region, to finalize the wording to effect the modifications reflected in this report.
5. That the Ontario Municipal Board and the Region of York be advised that the Council modifications approved in respect of the Yonge Steeles Corridor Secondary Plan, City of Vaughan Official Plan – 2010, Volume 2, meet the requirements of Section 26. (1) (a) (i), (ii) and (iii) of the Planning Act R.S.O.1990, Chapter p.13 as amended.

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 development and economic vitality and growth. More specifically, the proposed Yonge Street Corridor Secondary Plan addresses the following goals outlined by the Green Directions Vaughan:

- Goals 1 & 5: Demonstrates leadership through green building and urban design policies;
- Goal 2: Ensures sustainable development and redevelopment;
- Goal 2: Protect green space and the countryside by establishing a Natural Heritage Network and limiting urban expansion
- Goal 3: Ensure 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;
- Goals 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 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 Steeles Corridor Secondary Plan will set the stage for desired transit investments including the Yonge Street Subway extension, which will 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.

Communications Plan

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

- Posted on www.vaughan.ca online calendar, and City Page Online;
- Posted to the City's social media sites, Facebook and Twitter;

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 4

- By Canada Post to almost 1500 addresses in 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 and obtain direction on further modifications to VOP 2010 (Volume 2) respecting the Yonge Steeles Corridor Secondary Plan. This report responds to modification requests originating from this process including discussions related to OMB appeals, and on-going staff analysis. The Council adopted report and recommended modifications will be forwarded to the Ontario Municipal Board and Region of York with the request that the modification be incorporated into the YSCSP as part of the Official Plan approval process.

Background – Analysis and Options

Executive Summary

This report is structured into sections which provide the following information:

- 1) Location and description of the study area and the land uses
- 2) Description of the current zoning provisions of the study area
- 3) Status of the City of Vaughan Official Plan
- 4) Yonge Steeles Corridor Initiation and Consultation Process
- 5) Public and Agency Comments Received Prior to the Adoption of the Plan
- 6) The Policy Context
- 7) Overview of the Yonge Steeles Corridor Secondary Plan as Adopted
- 8) Modification Requests Not Subject to Current Appeals to the Ontario Municipal Board
- 9) Previous Council Modifications – The Yonge Steeles Intersection
- 10) Other Issues
- 11) The Yonge Steeles Area Regional Transportation Study (2015)
- 12) The Study Identified a Number of Key Conclusions and Recommendations
- 13) Recommended Policy Response

1) Location

The Yonge Steeles Corridor Secondary Plan area is divided into two parts. The southerly part of the Plan area is 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. The northerly section of the plan area is located on the west side of Yonge Street between the Thornhill Golf and Country Club and Longbridge Road as shown on Attachment 1.

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 through the Comprehensive Zoning By-law Review or through privately initiated site specific amendments.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 5

3) Status of the City of Vaughan Official Plan

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. Volume 1 is now almost entirely approved, except for site specific appeals and several specific policies. This report deals with the policies, appeals and modifications specific to the Yonge Steeles Corridor Secondary Plan. Direction from Council on this matter will assist in advancing the settlement of the appeals against the YSCSP, which are now before the OMB.

4) Yonge Steeles Corridor Initiation and Consultation Process

The YSCSP was the result of an extensive public engagement and consultation process. The process incorporated three public workshops, an open house and statutory 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, Region of York, 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 landowners 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 SteelesCorridor Secondary Plan; and
- September 7, 2010 – Council adoption of the Yonge Steeles Corridor Secondary Plan.

5) Public and Agency Comments Received Prior to the Adoption of the Plan

The draft YSCSP was made available for public comment on May 25, 2010 in advance of the statutory public hearing and submissions were accepted until August 12, 2010. Submissions from approximately 20 different respondents were received and addressed in the response to the Special of Committee of the Whole meeting. Staff provided analysis and recommendations on the modification requests. Those approved by Council were incorporated into the plan that was adopted by Council on September 7, 2010.

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 6

6) The Policy Context

The study area is subject to provincial, regional and municipal policy as follows:

a) Provincial Policy Statement (PPS)

The Provincial Policy Statement (PPS) supports efficient land use, a mix of housing types and densities, residential intensification, public transit ridership, and the protection of cultural heritage. The PPS promotes development within settlement areas and away from sensitive resources. It encourages growth in built up areas by providing opportunity for mixed uses, housing and employment, parks and open spaces, transportation choices and pedestrian movement. Local centres are identified as key areas for intensification and redevelopment.

b) Places to Grow: The Provincial Growth Plan for the Greater Golden Horseshoe

Places to Grow provides a vision and growth plan for the Greater Golden Horseshoe in southern Ontario and is based on a set of principles for guiding decisions on how land is to be developed and public investments are to be managed. The Plan identifies the following principles:

- (i) Build compact vibrant neighbourhoods;
- (ii) Protect, conserve, enhance and wisely use valuable natural resources such as land, air and water for current and future generations;
- (iii) Optimize the use of existing and new infrastructure to support growth in a compact, efficient form;
- (iv) Provide for different approaches to managing growth that recognize the diversity of communities; and,
- (v) Promote collaboration among all sectors including government, private and nonprofit, and community members to achieve the vision.

c) The York Region Official Plan (ROP)

The Regional Official Plan provides a framework for coordinated and detailed planning of the local municipalities in York Region. The Regional Official Plan must also conform to the policies articulated in the Provincial Policy Statement and 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:

- (i) Directing intensification to built up areas;
- (ii) Growth must be concentrated along Yonge Street as this area is designated as one of many Regional Corridors in the York Region Official Plan which are planned to provide supporting rapid transit improvements;
- (iii) Local municipalities are required to complete comprehensive secondary plans for areas designated Regional Corridors;
- (iv) 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,

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 7

- (v) 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. It continues to be one of Metrolinx's priorities in its "Big Move" plan.

d) The Vaughan Official Plan 2010 (VOP 2010)

The "vision for transformation" set out in the City's new Official Plan, is based on eight key principles; the following of which relate directly to the YSCSP.

- (i) Strong and Diverse Communities: The Official Plan seeks to maintain the stability of existing residential communities, direct well-designed, sensitive growth to strictly defined areas, and provide for a wide range of housing choices, community services and amenities within each community;
- (ii) A Diverse Economy: The Plan intends to build on Vaughan's economic success through policies which aim to diversify the local economy;
- (iii) Moving Around without a Car: The Official Plan focuses on planning and design policies that make walking, cycling and transit use realistic options for transportation;
- (iv) Design Excellence and Memorable Places: The Humber River Valley, the historic village cores, and the parks, are identifiable place-making features in Vaughan.
- (v) There is a focus on accommodating growth, in a manner that contributes to the overall beauty of each of these features;
- (vi) A Green and Sustainable City: The main principles of sustainable land-use planning relate to the protection of the natural environment and agricultural lands, and the ability for people to live in communities that minimize energy use, water consumption, and solid waste generation, and allow for alternative transportation choices;
- (vii) Directing Growth to Appropriate Locations: The City provides an appropriate balance by accommodating 45% of new residential growth through intensification. These areas are outlined through the "Where and How to Grow Report" prepared by Urban Strategies Inc. for the purpose of informing the Official Plan review; and

VOP 2010 designates the majority of the south plan area as a "Primary Centre" and the remainder as a "Regional Intensification Corridor". These areas are shown on Schedule 1 to VOP 2010, urban structure. The following policies apply directly to the Primary Centres and Regional Intensification Corridors.

- (i) Primary Centres will be locations for intensification accommodated in the form of predominantly mixed-use high- and mid-rise buildings, developed at an intensity supportive of transit.
- (ii) Primary Centres will accommodate a wide range of uses and will have tall buildings, as well as lower ones, to facilitate an appropriate transition to neighbouring areas.
- (iii) Primary Centres shall be planned to:
 - a. develop with a mix of housing types and tenures, including housing suitable for seniors and families with children and affordable housing;

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 8

- b. include a mix of non-residential uses including retail, office, institutional, community facilities, and human services intended to serve both the local population and the City as a whole, and attract activity throughout the day;
 - c. develop at densities supportive of planned public transit;
 - d. have a fine grain of streets suitable for pedestrians and cyclists, with appropriate internal links and links to the surrounding Community Areas which may take the form of sidewalks and/or greenways;
 - e. include well designed public open spaces that are either landscaped parks, or public plazas or both in a manner that is appropriate to the local context;
 - f. encourage a pedestrian-friendly built form by locating active uses at grade; and,
 - g. be designed and developed to implement appropriate transition of intensity and use to surrounding Community Areas, and/or separation from adjacent Employment Areas.
- (iv) Regional Intensification Corridors will link Regional centres both in Vaughan and beyond and are linear places of significant activity. They may accommodate mixed-use intensification or employment intensification.
 - (v) Regional Intensification Corridors are Regional Roads which have been identified for major higher-order transit investments, such as Viva Rapid Transit on Highway 7 and Yonge Street. Development on the lands fronting on to these roads will serve to support the transit investments by creating urban main streets connecting Regional Centers and other Intensification Areas in Vaughan and across York Region.
 - (vi) The Regional Intensification Corridors will also safely and comfortably accommodate pedestrians and cyclists along with motor vehicles.
 - (vii) The Regional Intensification Corridors will evolve over time, both for mixed-use and employment-related *intensification*.

7) Overview of the Yonge Steeles Corridor Secondary Plan as Adopted

The YSCSP 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 the Finch Avenue subway station. The overall Vision and Principles for the YSCSP include:

- (i) Promoting well-designed intensification to maximize the use of existing and planned infrastructure including transit and servicing.
- (ii) Protecting stable residential neighbourhoods.
- (iii) Providing a wide range of housing choice for a diverse population.
- (iv) Encouraging a mix of uses including employment and housing within walking distance of each other.
- (v) Conserving land.
- (vi) Minimizing the ecological footprint of the residential and working population.

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 policies governing the two Plan Areas are described below:

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 9

a) 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 its role in 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 2 for Schedule 2, Land Use Heights & Density (South) as adopted by Council on September 7, 2010.

The maximum heights of 5.0 FSI and 30 storeys at the Yonge/Steeles corner are comparable to by the Vaughan Metropolitan Centre (VMC) which will also be served by a subway station. 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 and Steeles up Yonge Street to the CN Railway, and at both corners on Hilda Avenue and Steeles Avenue.

An urban built form is being planned along the frontage of these two major arterial roads. The intensity of the height/density and massing is 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 considers factors such as shadow impacts, access to sunlight, wind conditions, sky views and overlook issues. The transition strategy allows for a maximum development level adjacent to low-rise residential uses of 5 storeys with a maximum density of 1.5 FSI.

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. Such a link will be pursued as a condition of development approval.

b) North Plan Area

The North Plan Area is the smaller component of the Secondary Plan area and provides for less intense development at lower heights and densities than the South Plan Area. Although located outside the Primary Centre designation on Schedule 1, Urban Structure of VOP 2010 (Volume 1), it is part of the Regional Intensification Corridor Area. However, the development in the area is constrained 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 Thornhill Heritage Conservation District; and the proximity of the existing stable residential uses west of Yonge Street and the need to maintain compatibility. To provide an adequate transition to the 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 downs for building heights. Refer to Attachment 3 for Schedule 2 Land Use, Height & Density (North) as adopted by Council September 7, 2010.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 10

c) 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 on Dorian Place (5 Dorian Place – Appellant #42) as being included in the Secondary Plan Area. It was shown as a Mid-Rise Mixed Use area. The remaining lots on Dorian Place were outside of the YSCSP area and 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 YSCSP was adopted and Council directed staff 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”.

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.”

Two appeal letters were submitted to the OMB by property owners on Dorian Place as follows:

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

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

- Appellant #123 - Theresa Marando
9 Dorian Place

Appellant #123 appealed the policies related to the 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, and 34 Dorian Place.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 11

Staff worked with both Appellant #42 and Appellant #123 to resolve the appeals. On March 26, 2014, the YSCSP received partial approval by the OMB to add the Dorian Place cul de sac to the Secondary Plan (North Area) and allow for mid-rise mixed use development subject to site specific policies. The Board approved policies have been incorporated into the modified draft of the attached Secondary Plan (Refer to Attachment 5, Section 8.8 Special Policy Provisions for Dorian Place).

8) 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 requested 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 was also a concern that the proposed new local road, which includes the extension of Royal Palm Drive to Yonge Street, will result in the need to expropriate land which may leave the remaining property undevelopable. There is also a concern about the placement of a north south road which will impact lands at the rear portion of the property. The existing frontage is approximately 110ft in width. Staff have had ongoing discussions with this owner and a number of modifications are proposed in this report. Previously there was a change in density and land use policy for the Yonge Steeles intersection by way of Council modification. This is discussed later in the report under "Previous Council Modifications – The Yonge Steeles Intersection".

City of Toronto – City Planning Division

The City of Toronto requested further review of the phasing policies of the YSCSP in relation to the timing of transportation improvements and the planned build out of the Yonge Street and Steeles Avenue area. There was a concern that a disproportionate amount of development would proceed prior to the construction or commitment of funding to the transportation infrastructure required to support the planned level of development. Discussions with the Cities of Vaughan, Markham and Toronto and York Region have taken place regarding the need for phasing policies. York Region has undertaken a transportation study that informs the preparation of phasing policies. The study was the subject of a report to Regional Committee of the Whole on November 5, 2015. The study is discussed in more detail in the section entitled "The Yonge Steeles Area Regional Transportation Study" as set out below.

Ontario Municipal Board Appeals

There are currently six unresolved appeals specific to the Yonge Steeles Corridor Secondary Plan. Staff is currently in discussions with the appellants to scope and possibly resolve the identified issues. 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 six remaining appeals forms Attachment 4. The general nature of the appeals is outlined below.

The South Plan Area:

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

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 12

- Appellant #39 - 2 Steeles Avenue W Ltd.
2 Steeles Avenue West
- Appellant #40 – Auto Complex Limited
7200 Yonge Street
- Appellant #133 – 1306497 Ontario Inc. (Sisley Honda)
88 Steeles Avenue West
- Appellant #51 - Salz & Sons Limited
100 Steeles Avenue West

Appellants #38, #39, #40, #51 and #133 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.

The North Plan Area:

- Appellant #7 - Haulover Investment Ltd
8100 Yonge Street

Appellant #7 is appealing the policies related to Intensification Areas, the mid-rise designation which includes policies on land use, heights, densities and built form. The appellant is also appealing the policies related to phasing and parkland dedication. The Appellant has submitted a concept plan, which is not consistent with the policies of YSCSP. No application has been submitted.

9) Previous Council Modifications – The Yonge Steeles Intersection

The landowners located in the northeast quadrant of the Yonge-Steeles intersection have maintained a continuing interest in obtaining modifications to the plan that would permit greater residential density in the vicinity of the intersection. Staff undertook an analysis and reported back to Council.

On October 15, 2013 Committee of the Whole considered a staff report on the Yonge Steeles Corridor Secondary Plan in respect of the requested modifications. In the report it was recommended that a 1.0 FSI density increase, from 5.0 FSI to 6.0 FSI, be provided in the area surrounding the Yonge Street and Steeles Avenue intersection. The recommendation did not require a specific allocation of gross floor area to office uses. At the Committee meeting a desire was expressed to ensure an integrated mix of uses at the corner of Yonge Street and Steeles Avenue. This density was consistent with the Vaughan Metropolitan Centre Secondary Plan, which also prescribed a 6.0 FSI in districts immediately adjacent to a subway station.

As a result Committee of the Whole adopted the following motion, which was ratified by Council on October 29, 2013.

“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.”

A follow-up report was prepared for the November 26, 2013 Committee of the Whole meeting. At that time concern was raised over the need for a more substantial office presence at the corner of Yonge Street and Steeles Avenue. After consideration of further options the following motion was approved by Committee and ratified by Council on December 10, 2013.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 13

“That this matter be referred to staff for a future report to include additional options ranging up to office-only development generally in the vicinity of the former Chapters site approximately 150m north and west of the intersection of Steeles Avenue and Yonge Street and including the properties at 7040 Yonge Street, 7028 -7038 Yonge Street, 2 Steeles Avenue West, and 30-66 Steeles Avenue West.”

On March 25, 2014 further modifications were recommended to secure the development of a significant office presence adjacent to the future subway station, with the inclusion of an “Office Priority Area”. The new policies supporting that designation provided for a minimum of 50% of the non-residential uses to be dedicated exclusively to office uses, in an office building, including its portion of any podium structure. Should a minimum target of 1.0 FSI, be met for the office building, then the maximum building height permitted within the entire Office Priority Area will increase from 30 stories to 35 stories, for all uses. The intent is to provide an incentive for a high profile architectural presence at the intersection of Yonge Street and Steeles Avenue.

The office building will be the primary non-residential focus of a mixed-use development serving not only the local community, but potentially businesses seeking office space at a major transportation gateway. The recommended modification to the YSCSP was approved by Council on April 8, 2014 (Refer to Attachment 5 Section 3.6.11 “Office Priority Area”). It has been incorporated into the updated YSCSP.

10) Other Issues

City staff has been working with the landowner interests/appellants in the south plan area to address a number of issues. Foremost of which has been the local street network and the size and distribution of parkland. These discussions have been with representatives of several of the appellants and the owners of 7080 Yonge Street. These are discussed below:

a) Site Specific Impacts of the Planned Road Network

City staff has been in ongoing discussions with multiple parties to resolve concerns related to the specific location and impact of the planned local streets on their lands. The existing policies of the Secondary Plan provide flexibility in the location of the proposed local street network as long as the general intent of the Plan is not compromised. If possible, proposed local streets will be positioned to be shared between adjacent landowners to minimize the impact on a single landowner. Furthermore, existing policy in the YSCSP also allows for density transfer from lands used the future local streets to the remaining development parcels.

As noted above, the owner of 7080 Yonge Street has expressed the concern that the planned Local Street running through the southern edge of this property will make the remaining lands undevelopable. The Plan identifies this east-west extension of Royal Palm Drive to Yonge Street as a critical component of the overall street network within the Secondary Plan area. It will link Royal Palm Drive to Woodward Avenue on the opposite side of Yonge Street in the City of Markham. This location will form one of the signalized intersections serving both Markham and Vaughan. Therefore it cannot be removed.

The location of the proposed extension has also been further reviewed and supported by the recently approved York Region Transportation Study (2015). The report concluded that the implementation of a fine grid local street network will not only serve automobiles but also provide accessible connections for pedestrians, bicycles, public transit and other modes of transportation.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 14

Staff is willing to consider a scenario where a shared road allowance between adjacent landowners is provided, subject to the resulting road meeting the City requirements for width of road allowance, geometrics and intersection location and design. This could be implemented over time through the development approval process. To proceed, there would need to be a level of agreement between the two affected landowners. Under this approach the owner of 7080 Yonge Street identified the need for strata parking under the proposed local streets in order to accommodate the required parking. Currently, only the Vaughan Metropolitan Centre Secondary Plan contains policies to enable strata parking. The VMCSPP and YSCSP are both unique Secondary Plans that are identified as intensification areas, supported by subway extensions, that function as gateways.

As a result, staff recommend that the YSCSP be modified to include policy to enable strata parking within the YSCSP under both local streets and parks. These areas will be subject to a strata title agreements with details and conditions set out in Section 4.5 and 5.10 of the modified YSCSP set out in Attachment 5. The addition of these policy does not imply an approval of strata parking. Each case will need to be evaluated on its own merits to the satisfaction of the City.

b) Other Road Network Issues: Crestwood Road and Access to Steeles Avenue

In response to other concerns identified by the landowners, the following measures are being proposed.

In the YSCSP (as adopted by Council on September 7, 2010), Crestwood Road was to be closed at Yonge Street. Alternatively Pinewood Drive and Royal Palm Drive would be extended to Yonge Street to allow for appropriate sized development blocks and spacing for the proposed local street network. Under this version the internal street network also provided for a mid-block system that included a north-south street connecting Pinewood Drive and Royal Palm Drive and an east-west street connecting from this new north-south street, which would continue to Yonge Street and at Grandview Avenue on the opposite side of Yonge Street in the City of Markham.

Crestwood Road does not have the potential to intersect with any existing roads on the opposite side of Yonge Street in the City of Markham. In consultation with the Region of York, the existing Crestwood Road will remain open with full movement access until such time as the extensions of Pinewood Drive or Royal Palm Drive are completed to Yonge Street as signalized intersections. Once the new east-west connections are established the Region of York will limit Crestwood Road to a right-in, right-out access only. In conjunction with this measure the local street, which would have connected the Pinewood Drive and Royal Palm Drive extensions, has been removed.

The proposed underground bus terminal servicing the Yonge subway extension is located under Steeles Avenue. As a result, the number of full movement accesses along Steeles Avenue will be limited. The approved subway Environmental Assessment identifies a landscape median, left turn lanes and a descending entry/exit ramp into the bus terminal along Steeles Avenue. This infrastructure extends from Yonge Street to the mid-point between Yonge Street and Hilda Avenue. The second entry/exit point is located near Dudley Avenue in the City of Markham. Consequently, proposed local street connections along Steeles Avenue within this area can only accommodate right-in, and right out access. Given the limited opportunities to provide full movement connections onto Steeles Avenue it is essential for the Secondary Plan to secure and optimize all possible signalized full-movement intersection locations.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 15

As a result, staff recommend that the YSCSP include a new policy to encourage mid-block local streets, mews and laneways that will provide additional connections to the existing and proposed local streets and enhance the fine grained street network set out by the YSCSP. This was further supported by the Yonge Steeles Area Regional Transportation Study (2015). The new policies have been incorporated in Section 5.3 “New Local Streets – Location” in the modified YSCSP that forms Attachment 5.

c) Parkland Distribution

City staff has been working with the representatives of Appellants #38, #39, #40 and #51, in the south plan area, to resolve the parkland issues related to park size and distribution. The landowners have also identified concerns with the proposed requirements for parkland dedication in the YSCSP that relies on policies from Section 7.3.3 Parkland Dedication of the VOP 2010 (Volume 1). Section 7.3.3 Parkland Dedication is under appeal, in its entirety, at the OMB and discussions are currently in progress.

Providing appropriately sized and distributed parkland is an important consideration for the Secondary Plan. This is a particular concern for the southern plan area due to the projected residential population of approximately 9,900 people.

Changes have been made to the parks plan, as originally adopted, to respond to the landowners' input. The effect has been to eliminate the connecting “linear park” system and to provide parks at regular intervals, of sufficient size and flexibility to accommodate the needs of an intensifying urban centre. In Attachment 5, Schedule 4 (South) “Parks & Publically Accessible Open Space” has been revised to show the location of the park areas. Linking these park areas and the community together are several “Publically Accessible Open Space” corridors which replace the linear parks.

In consultation with the Parks Development department, it is proposed that the most western park in the YSCSP south area be extended further to the north up to Royal Palm Drive. This will allow for greater visibility (community presence) and public access from Royal Palm Drive. It is also proposed that the smaller and narrow park areas fronting on Steeles Avenue and Royal Palm Drive, as well as behind the existing homes south of Royal Palm Drive be removed and be redesignated to “Publically Accessible Open Space”. This will allow for a continued connection to the parks and flexibility to better integrate these areas into future developments. (Refer to Attachment 5 – Schedule 4 (South) Parks & Publically Accessible Open Space).

While there is a continuing preference on behalf of the landowners for the park sizes to be reduced, there is still a need for appropriately sized urban parks to service the new population. A further refinement of the park sizes and locations may result from further discussion with the affected owners.

d) Remaining Issues for Resolution:

Parkland Dedication and Cash-in-lieu

The YSCSP references existing policies from Section 7.3.3 Parkland Dedication of the Official Plan (Volume 1) which is currently under appeal at the OMB. City staff is currently working with landowners to resolve the city wide appeals to this policy. The landowners currently appealing the parkland dedication policies in the YSCSP are also part of the City-wide appeal. Staff will continue discussions with these landowners on the remaining issues related to parks policies on a City-wide basis at the OMB.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 16

Building Heights and Density

Some landowners have concerns regarding the heights and densities in the YSCSP proposed for their properties. They note the newly constructed (OMB approved) World on Yonge development in the City of Markham, has greater heights and density than what is proposed in the YSCSP For their property, while being in a comparable location. The proposed YSCSP was completed prior to the OMB approval of World on Yonge in the City of Markham. Staff will continue to hold discussions with the landowners to determine if alternative heights and densities are warranted.

11) The Yonge Steeles Area Regional Transportation Study (2015)

Since 2013, Staff from the Cities of Vaughan, Markham and Toronto have been involved with the Region of York's Yonge and Steeles Area Regional Transportation Study. Concerns from stakeholders, including the City of Toronto, in relation to the transportation and phasing policies were reviewed through this process. The recommendation from the study includes development phasing and an infrastructure improvement strategy for a pre-subway and post subway population target.

Outcome of the Study

On November 5, 2015 the Region of York Committee of the Whole considered the Yonge and Steeles Area Regional Transportation Study. The purpose of the study was to coordinate the transportation-related improvements necessary to address the inter-jurisdictional transportation impacts of the significant growth that is anticipated for the Yonge-Steeles Area over the next 15-20 years. On November 19, 2015 the following Committee recommendation will be before Regional Council for endorsement.

"It is recommended that:

1. Council endorse the following recommendations of the Yonge and Steeles Area Regional Transportation Study:
 - a) The proposed residential development phasing for the pre-subway and post-subway scenarios in Table 1 of this report be included in the Cities of Markham and Vaughan secondary plans for the Yonge and Steeles Study Area, which include:
 - i. The total pre-subway new population development level be 3,562 for Markham and 2,963 for Vaughan.
 - ii. The post-subway new population development level be 5,660 for Markham and 7,457 for Vaughan.
 - b) The Region, through jurisdictional cooperation, work to implement transportation infrastructure, such as the Yonge Subway Extension, Steeles Avenue improvements, local fine grid road network and transportation demand management measures.
2. The Region form an Implementation Team with the Cities of Markham, Vaughan and Toronto and the Town of Richmond Hill to develop a strategy in the event the Yonge Subway Extension is delayed.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 17

3. The Regional Clerk circulate this report to Metrolinx and the Clerks of the Cities of Markham, Vaughan, and Toronto and the Town of Richmond Hill.”

12) The Study Identified a Number of Key Conclusions and Recommendations

The following emerged from the study in regard to the future of the Yonge-Steeles area.

- The Yonge Subway Extension is the most critical element as it plays a very important role in providing increased transit capacity for local residents and employees.
- The Yonge Subway Extension will help shape new development into more compact and walkable forms.
- Recognizes the need for phasing provisions in the absence of secured funding and definitive construction timelines for the Yonge Subway Extension
- Recommends a development threshold for a pre-subway and post-subway extension (refer to Table 1 below). Once a pre-subway population limit is reached it will trigger a further infrastructure capacity review to ensure the necessary level of transportation infrastructure is in place at the time of redevelopment.

Table 1 – Proposed Development Phasing (New Population)

	Net New Population		
	Pre-Subway	Post-Subway	Total
Vaughan ⁽¹⁾	2,963	7,457	10,420
Markham ⁽²⁾	3,562	5,660	9,222
Sub-total York Region	6,525	13,117	19,642
Toronto (North) ⁽³⁾	4,780	9,375	14,155
Toronto (South) ⁽³⁾	2,560	4,755	7,315
Sub-Total Toronto	7,340	14,130	21,470

Source: The Yonge and Steeles Area Regional Transportation Study (November 2015)

(1) Area is based Yonge-Steeles Corridor Secondary Plan

(2) Area is based on the Yonge-Steeles Corridor Transportation Study area (subset of Traffic Zones 1147 and 1148)

(3) Areas based on the Yonge Street North Planning Area

- No development phasing is recommended for office and institutional development to help reduce and balance the number of inbound and outbound trips made during peak periods to promote live-work opportunities.
- Should the Line 1 subway and other rapid transit improvements (Finch and Steeles) be delayed past 2021, this phasing would need to be revisited.
- Recognizes the need to protect for a fine grain road system to create a more integrated active transportation network and recommends to secure and implement the proposed street network found in the Plans.
- Recommends that a Transportation Demand Management (TDM) strategy be included as a condition for development approval to secure necessary TDM measures so as to deliver TDM programs for both existing and new development more effectively and efficiently in the area.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 18

- Recommends implementing measures through multi-jurisdictional integration and cooperation.
- Recommends that the respective approval authority be responsible to carry out the infrastructure improvements, programs and policy implementation in their respective jurisdictions. The following are some key recommendations of the Study which included requiring the appropriate authority to:
 - (i) Implement the infrastructure improvements and transportation demand management measures recommended in the study through jurisdictional integration and cooperation;
 - (ii) Adopt the proposed residential development phasing for the pre-subway and post-subway scenarios in Table 1. The growth scenario will be implemented through the local municipalities Official Plans as development phasing until subway construction funding is committed;
 - (iii) Deal with each individual application separately and on a site-by-site basis requiring each application to meet the non-auto modal split requirement (transit, walking and cycling) for this area and to provide access through a local fine grid road network;
 - (iv) Review the development phasing and infrastructure improvements strategy and policies when a residential development phasing target is reached and make adjustment to the plan collectively as necessary if there is no subway construction funding commitment.

13) Recommended Policy Response

Although inquiries have been received, staff are not in receipt of any mixed use or office redevelopment applications in the southern plan area. Therefore, the suggested phasing should not limit redevelopment efforts in the near term. The Phasing Policies which reflect the outcome of the Region's Transportation Study are set out in a new Section 8.6 "Monitoring and Phasing of Development" of the YSCSP, which forms Attachment 5.

The City of Vaughan has met with landowners including some appellants to discuss the findings of this Study. The proposed modifications reflect input received during these discussions.

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

The actions recommended in this report will serve to further the implementation of the following Term of Council Priorities:

- Improve the Municipal Road Network;
- Continue to Develop Transit, Cycling and Pedestrian Options to get around the City;
- Update the Official Plan and Supporting Studies; and
- Attract Investment and Create Jobs.

Regional Implications

The Yonge Steeles Corridor Secondary Plan was prepared in consultation with Region of York staff and is in conformity with the Region's Official Plan. The Secondary Plan relies on the population and employment forecasts of the Regional Official Plan and takes into consideration recommendations from the Yonge and Steeles Area Regional Transportation

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 15, 2015

Item 14, CW Report No. 44 – Page 19

Study (2015) that was recently completed in collaboration with the Cities of Vaughan, Markham and Toronto. This report and resulting Council minutes will be forwarded to York Region for its consideration in the preparation of its report on the Yonge Steeles Corridor Secondary Plan as part of Volume 2 of the VOP 2010.

Conclusion

With the completion of the Region's "Yonge and Steeles Area Regional Transportation Study (2015)" it is now appropriate to move forward with the approval of the YSCSP. Staff have had discussions with the appellants/landowners and have recommended a number of further modifications to the Plan, for Council's consideration, to address some of the identified issues and to incorporate policies to implement the findings of the aforementioned transportation study. These changes are reflected in the "track changes" version of the YSCSP, which forms Attachment 5 to this report.

It is recognized that all of the issues raised by the appellants/landowners may not be addressed by this version of the Plan. In addition, the resolution of some issues will need to await the outcome of appeals against Volume 1, such as those pertaining to parks dedication and cash-in-lieu of parkland policies. However, the recommended changes represent an improved platform that can form the basis for further negotiation which can take place as part of the OMB approval process. In addition, the new policy framework provides greater certainty for investment where no OMB appeals are present.

Therefore, in order to advance the approval of this strategically important Secondary Plan, it is recommended that the recommendations set out in this report be approved.

Attachments

1. Location Map (North Area and South Area)
2. Schedule 2 (South) Land Use, Height & Density (Council Adopted September 7, 2010)
3. Schedule 2 (North) Land Use, Height & Density (Council Adopted September 7, 2010)
4. Appellant Map
5. Track Change Version: Yonge Steeles Corridor Secondary Plan (November 2015)

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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.)