

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF NOVEMBER 19, 2013

Item 1, Report No. 50, of the Special Committee of the Whole, which was adopted without amendment by the Council of the City of Vaughan on November 19, 2013.

**1 VAUGHAN HEALTHCARE CENTRE PRECINCT PLAN (THE “VHCP” PLAN)
NORTHWEST QUADRANT OF JANE STREET AND MAJOR MACKENZIE DRIVE
CITY OF VAUGHAN RESPONSE TO PUBLIC, GOVERNMENT AND
AGENCY SUBMISSIONS
FILE 15.107.3
WARD 1**

The Special Committee of the Whole recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Planning, dated November 5, 2013, be approved subject to approving the following in accordance with Communication C1, from the Commissioner of Planning, dated November 5, 2013;**
 - 1. That attachment 7 of the Report of the Commissioner of Planning, dated November 5, 2013, with respect to Vaughan Healthcare Centre Precinct Plan (The “VHCP” Plan) be deleted, and replaced with the revised Attachment 7 – Figure 7: Pedestrian & Bicycle Circulation and Connections Plan (modified Nov. 5, 2013) attached hereto;**
- 2) That the presentation by the Senior Policy Planner, and C2, presentation material entitled “*Vaughan Healthcare Centre Precinct Plan*”, dated November 5, 2013, be received; and**
- 3) That the following deputations and communications be received:**
 - 1. Mr. Altaf Stationwala, President and Chief Executive Officer, Mackenzie Health, and C3, presentation material entitled “*Creating a World Class Health Experience – Mackenzie Vaughan Hospital Planning Process*”, dated November 5, 2013;**
 - 2. Ms. Carrie Liddy, Humberview Drive, Woodbridge, and Communication C4, dated November 5, 2013;**
 - 3. Ms. Rose Savage, Radley Street, Woodbridge; and**
 - 4. Mr. Mario Racco, Checker Street, Thornhill.**

Recommendation

The Commissioner of Planning recommends that:

- 1. The modifications to the Vaughan Healthcare Centre Precinct Plan recommended in the section of the report entitled “Issues Resulting in Substantive Changes to the Plan” be approved;**
- 2. The modifications to the Vaughan Healthcare Centre Precinct Plan set out in Attachment 2 “Response Table for Agency and Public Comments” be approved;**
- 3. The Vaughan Healthcare Centre Precinct Plan be amended to reflect the Council approved modifications and that the finalized Precinct Plan form the basis for the submission of the implementing draft plan of subdivision and zoning amendment applications; and**
- 4. Mackenzie Health and stakeholders be requested to consider the guidance set out in the Vaughan Healthcare Centre Precinct Plan in the planning for the Mackenzie Vaughan Hospital.**

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Contribution to Sustainability

Green Directions Vaughan was approved by Council on April 2009. It is the City's Community Sustainability and Environmental Master Plan and is one of the foundations for the Vaughan Healthcare Centre Precinct Plan (VHCP Plan). It is designed to guide the community toward a more sustainable future by addressing environmental, cultural, social and economic issues. The goals, objectives and action items of Green Directions were considered in the preparation of the Plan. Under Objective 4.1 (To foster a city with strong social cohesion, an engaging arts scene, and a clear sense of its culture and heritage), action 4.1.8 states that the City is to provide continuing support for the development of a future hospital for Vaughan.

Economic Impact

The funding for the Precinct Plan will be drawn from the approved Vaughan Hospital Land Development Account for Capital Project CO-0054-09.

Communications Plan

Notice of this Special Committee of the Whole meeting was mailed on October 24, 2013 to those who requested notification at the September 3, 2013 Public Hearing and/or by written correspondence. This notice was also posted on the City's website at www.vaughan.ca, the City Page Online and through social media sites.

In addition Council adopted a motion on September 17, 2013 directing that this matter be considered at an evening meeting.

Purpose

To report on and obtain Council direction on requested modifications emerging from the September 3, 2013 Public Hearing and the agency and stakeholder review process for the purposes of the finalization and approval of the VHCP Plan.

Background - Analysis and Options

Background

On September 3, 2013 Staff brought forward a Public Hearing Report to Committee of the Whole presenting the draft VHCP Plan. The Public Hearing Report discussed the provisions of the Plan including: building height, setbacks and buffers; the street network and transportation, land use; servicing; urban design; sustainability; and implementation. In addition, it included a preliminary conceptual plan. The following recommendations of Committee of the Whole were ratified and further modified by Council on September 17, 2013 by approving the following:

That at the time this matter is addressed in a comprehensive report to Committee of the Whole, that the meeting take place in the evening; and...

- 1. THAT the Public Hearing report for the draft Vaughan Healthcare Centre Precinct Plan, File 15.107.3 (City of Vaughan), forming Attachment 14 hereto, BE RECEIVED and that any issues raised at the public meeting and comments submitted in writing be addressed in a comprehensive report to Committee of the Whole; and*
- 2. That written comments from the public be requested by September 17, 2013.*

As per Recommendation 2, staff have received comments from a number of sources which will be addressed in this report. Staff have held further discussions with the affected external agencies and have received the submissions received to-date. These are analyzed in the staff

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report and in the “Response Table for Agency and Public Comments”, forming Attachment 2. When warranted, modifications to the VHCP Plan have been recommended.

Recommended Modifications to the Draft VHCP Plan (September 2013)

For the purpose of responding to the comments and requested changes, two categories of revisions were identified. These include:

- a. Major Changes that would potentially have a substantive effect on the Precinct Plan; and
- b. Other issues that may be resolved through minor changes to the Plan or further clarification.

Issues that may result in a major change to the VHCP Plan are discussed in the staff report in the Section entitled “Issues Resulting in Substantive Changes to the Plan”. More minor issues are identified and commented on in the “Response Table for Agency and Public Comments”, forming Attachment 2.

Issues Resulting in Substantive Changes to the Plan

a) Building Heights and Setbacks

Issue:

Concerns were raised at the Public Hearing on September 3, 2013, and in subsequent correspondence, regarding the proposed setbacks and height restrictions. Concerns were mainly focused around the proximity of the High-Rise (maximum height of 75 metres) designation to the residential neighbourhood to the north. Concerns were also raised that the proposed combination of a 30 degree and a 45 degree angular planes, originating at the north property line, were inadequate to act as a visual transition between the High Rise designation and the residential, community to the north. Also, there was a desire to increase the 70 m separation distance from the High Rise designation, so as not to impact on the vistas and quality of life of the residents to the north of the site.

Comment:

City staff and consultants have met with the Ward Councillor and Mackenzie Health to discuss this issue. As a result, the following measures are recommended to address the concerns, which will be reflected in Figure 8 “Heights” and Figure 9 “Angular Plane”:

- Maintain the High Rise designation (maximum height 75 m) across the southerly portion of the site;
- Eliminate the Mid Rise and Low Rise designations in the northerly portion of the site;
- Replace the Mid Rise and Low Rise designations with a new Transitional Area designation, which is based on a 30 degree angular plane extending south from the northern border of the VHCP line which will define the maximum building heights within that zone;
- The Transitional Area will extend south to the point where the rising 30 degree angular plane intersects with the maximum height permitted by the High Rise designation (75 m), approximately 130 m from the north property line or boundary of the VHCP Plan.

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This proposed modification will result in a consistent building height transition across the whole northerly portion of the site. By relying solely on the 30 degree angular plane it will allow for a more gradual height transition from the northerly property line to the maximum height permitted in the High Rise area. The designation will provide Mackenzie Health with the flexibility to use adaptive measures, like tiered building forms, to fall within the angular plane.

To reinforce this measure, policies will be added to the Urban Design Guidelines of the VHCP Plan to require visual simulation models, that include a street view vantage point, to accompany development proposals to illustrate their effects and to test further mitigation measures. This will assist in minimizing any visual impacts on the lands to the north, particularly in relation to homes fronting on Melia Lane and LaMaria Lane. Mitigation measures that will be considered include reinforced tree planting on the north and south side of the northern property line in order to develop a substantial green canopy to screen the proposed buildings to the south. Consideration may also be given to undertaking an accelerated planting program to establish the basis for a substantial planted screen prior to or concurrent with construction commencing on the hospital.

Recommendations:

That Figure 8 “Heights” (Attachment 3), Figure 9 “Angular Plane” (Attachment 4) be replaced by Figures 8 and 9 as shown in Attachment 3 and Attachment 4; and that the policies of Sections 1.2.1.(4), 4.3 and elsewhere in the Plan, be modified to reflect the amended Figures.

That Appendix A “Urban Design Guidelines – Height and Massing” be modified by deleting bullet points 1 through 4 and inserting the following:

- The tallest buildings should be directed to the Major Mackenzie Drive frontage and Highway 400 corridor, with building heights declining toward the northerly boundary of the Precinct Plan area with the residential community to the north.
- A consistent transition in building heights should be provided, addressing the full length of the northern Precinct boundary from Jane Street to Highway 400,
- The transitional area should allow only Low Rise building forms in the areas immediately adjacent to the north property boundary.

That Appendix A “Urban Design Guidelines – Transition and Buffering” be modified by deleting bullet points 1 through 4 and inserting the following:

- Abrupt variations in building mass, height and size should be avoided to create an appropriate transition between land uses and buildings.
- To ensure that light, view and privacy is maintained for the existing residential neighborhood to the north, the maximum building heights will be defined by a 30 degree angular plane, measured from the north property line, to a point of intersection with the maximum height permitted in the High Rise area (75 m).
- Landscape and amenity areas can function as an appropriate buffer in specific locations. A minimum 30 metre non-structural setback from the north property line shall be required to provide a buffer to the residential community to the north.
- Prior to development taking place, the applicant, in consultation with the City, will undertake a 3D Visual Impact Assessment, based on visual simulation modeling, of any proposed development to illustrate the impacts on the residential area to the north. The parameters of the Assessment will be to the satisfaction of the

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City and will, at minimum, assess the effects from the perspective of residents on Melia Lane and LaMaria Lane or as maybe prescribed by the City. Such assessment will form the basis for any necessary mitigation measures.

- Landscape buffers will be established to address the needs of the individual situation. Adjacent to the residential area to the north, the landscape buffer treatment will focus on minimizing the physical presence of higher buildings to the south through reinforced planting on the intervening street boulevards to support the creation a solid canopy sufficient to mitigate any impacts arising from the buildings to the south.

b) Road Network - Street "F" and the Requirement for a Contiguous Hospital Site

Issue:

The City received correspondence from Mackenzie Health on August 30, 2013, indicating that Street 'F' compromises the objective of maintaining 50 contiguous acres of land for the initial development and the on-going expansion and regeneration of the Hospital and related uses on Blocks 2 (the "Hospital" Block) and 3 (the expansion and regeneration Block).

In addition, it was noted that the Precinct Plan indicates that Mackenzie Health may require the use of Block 3 to enable future redevelopment "contiguous to the initial phase of the Hospital", and that the Precinct Plan can be amended to allow the removal of Street 'F' based on traffic servicing studies and the replacement of its function subject to satisfactory agreements between Mackenzie Health and the City. However the conditions under which Street "F" would be eliminated and the infrastructure costs are not currently well articulated.

Comment:

Extensive transportation studies have been completed by the City's consultant which demonstrate that the optimum street pattern is reflected in Figure 6 "Street Hierarchy" of the VHCP Plan. The Transportation Study was conducted in consideration of the needs of Mackenzie Health, York Region, the Ministry of Transportation, and the proposed land uses and densities, traffic generation assumptions, and easement requirements in order to satisfy existing traffic conditions imposed by Canada's Wonderland to the south. The results of the analysis demonstrate that the proposed street configuration including Street "F" is optimal and should be maintained.

Subsequent to the September 3, 2013 Public Hearing, the City has had ongoing discussions with Mackenzie Health regarding the "permanency" of Street "F". It has been concluded that Street "F" is only required to service the transportation component of the site for the purposes of managing internal traffic capacity. However, the City has agreed to modify the Plan to relocate any subsurface municipal services (water and wastewater) from under Street "F" as shown in Attachments 5 and 6. This will provide more flexibility in the event that it is demonstrated that the lands are required for the use of regeneration and expansion for the hospital use. This will essentially allow for potential road closure and transfer for use of a private entity once required transportation analysis is approved to the satisfaction of the City and other approval authorities demonstrating non-disruptive alternative routes that can maintain the capacity levels.

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Recommendations:

- That Figures 13 and 16 of the Precinct Plan be modified to reflect the removal of the sanitary sewer and water mains from the Street “F” right-of-way;
- That Sections 7.1.1 “Option 1 - Connection to Existing Sanitary Sewer at Jane / Grand Valley” and “Option 2 - Section 7.1.2 - Connecting to Existing Pumping Station on Canada’s Wonderland Property” be modified to include policy to read as *“Any subsurface permanent municipal infrastructure such as sewers for water and wastewater, and utilities is not permitted on or under Street ‘F’”*;
- That Section 8.4 “Infrastructure” be amended to include the following paragraph:

Transportation analysis concludes that Street “F” is required to service the transportation component of the site to manage internal traffic capacity, however, in advance of a draft plan of subdivision or site plan for the Hospital portion of the site, any subsurface municipal services (water and wastewater) is not permitted under Street “F”, so as to incorporate more flexibility in the event that it is demonstrated at a later stage that the lands are required for the regeneration and expansion of the hospital use. This will allow for the potential road closure and its transfer for use by a private entity once the required transportation analysis is approved to the satisfaction of the City demonstrating that non-disruptive alternative routes can maintain the necessary capacity levels.

c) Maximum Gross Floor Area

Issue:

The plan assumes 1.2 million sq. ft. of GFA for Block 2 for hospital uses and 780,000 sq. ft. of GFA for Blocks 1, 4, 5, and 7 for other health care related uses. Development beyond the level of 1.98 million square feet will require a further transportation analysis to determine the transportation infrastructure, such as the Highway 400 northbound Off-Ramp Extension, required to support the additional floor space. The hospital contemplates two time horizons for development: Opening in 2018/19 with 1.2 M sq. ft. of GFA for hospital uses and 300,000 sq. ft. of GFA for a medical office building (10% for hospital programs); and in 2028/29 an expansion from 1.2 million sq. ft. of GFA to 1.5 million sq. ft. of GFA for the hospital is projected with the potential for an additional medical office building.

Comment:

The City recognizes there may be the need for additional development capacity beyond the initial 1.98 million sq. ft threshold for the entire VHCP Plan area. Preliminary numbers were confirmed with the consulting teams to determine the land area required for the initial development of the Hospital within Block 2 and residual development outside of the hospital block. The data was included in the assumptions used in the traffic modeling to inform the development of the concept plan. The results of the traffic analysis show that, due to access constraints and capacity limits at existing intersections including Jane Street and Major Mackenzie Drive, there is limited traffic that can be accommodated within the Precinct. However, an initial development of 1.98 M sq. ft can be supported by the road pattern proposed in the VHCP Plan. Additional floor space, not accounted for in the development of the Precinct Plan, that exceeds the numeric values identified in Section 4.0, 4.1.1 “Floor Space” of the Plan, must be evaluated through the submission of traffic impact studies and other required studies, which will be determined through the Pre Application Consultation process as part of the Development review process.

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Recommendations:

That Section 8 “Implementation” of the Precinct Plan, Plan be modified to add a new paragraph which provides as follows:

“All Development proposals, including zoning amendment and site plan approval applications, that exceed the maximum floor area values indicated in the Precinct Plan must be accompanied by the submission of the appropriate studies, including but not limited to traffic and functional servicing studies to be determined through the City’s Pre-Application Consultation process, to establish the measures required to support the additional floor space.”

d) Parking and Enforcement

Issue:

Concerns have been raised that there will not be enough parking on site to accommodate both staff and visitors in the VHCP Plan area. In addition there is, a concern from the residents in the neighbourhood to the north that paid parking on-site, will result in parking ‘overspill’ onto the residential streets surrounding the Precinct, so that visitors to the Hospital can avoid paying parking fees.

Comment:

The City recognizes the need for a Parking Management Strategy for the lands within and surrounding the Precinct Plan area. The City also acknowledges the concern of parking overspill to the residential communities surrounding the subject lands. More detailed analysis of Parking and Parking Strategy will take place through the Development Approvals process for the Hospital Site and remainder of the Precinct. The applications will inform the approach required to manage/enforce the Parking Management Strategy for the Precinct and surrounding neighbourhoods. The development applications will need to be accompanied by a detailed parking analysis / strategy. The City agrees that a Parking Management Strategy should be prepared to guide initial construction activities and be in force by the time of the opening of the Mackenzie Vaughan Hospital. City staff will be communicating this requirement to Mackenzie Health and Infrastructure Ontario.

Recommendations:

That the following paragraphs be added to Section 6.3 “Parking” of the Precinct Plan:

A Parking Management Strategy should be prepared prior to construction commencing and be in force by the time of opening of the Mackenzie Vaughan Hospital. The major elements of the strategy will include:

- Contemporary parking standards for the hospital and other users;
- A pricing strategy and understanding of the potential spill-over effects resulting from paid parking;
- An enforcement strategy to prevent parking ‘spillover’ into sensitive areas, particularly the residential area to the north;
- Design and way-finding measures to ensure that parking is easily and safely accessed;
- Consideration of opportunities for shared parking amongst users, which may or may not include the hospital;
- Consideration of the opportunity to create a Parking Authority.

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e) Sustainability – District Energy System

Issue:

One of the strategic measures identified in the Sustainability section of the Precinct Plan report is the development of a District Energy System to serve the entire plan area. The City of Vaughan through its wholly owned subsidiary Vaughan Holdings Inc. has recently decided not to pursue the development of a District Energy System in the Precinct Plan area at this time. However, there is merit in maintaining the opportunity to establish such a system in the future by protecting for connections via streets and by requesting that capacity for expansion be considered in the design of the hospital's energy system. The City's desire for protection of the opportunity for energy connections will be communicated to Mackenzie Health in the planning of the site.

Recommendations:

Therefore, it is recommended that the existing Section 5.1.2.1 "The District Energy System" be replaced by the following:

5.1.2.1 Preserving Opportunities for District Energy

District Energy Systems generally provide one or more of the following services:

- Hot and cold water for space heating and cooling and the production of domestic hot water;
- Process steam;
- Emergency electrical power;
- Possible co-generation of electricity associated with the production of hot water/steam to be sold on the grid or to be purchased for use within the service area.

The focus of District Energy Systems is on providing highly reliable energy services at competitive prices, which are produced in a sustainable manner. There are no immediate plans to develop a District Energy System for the Precinct Plan Area. It is expected that the Mackenzie Vaughan Hospital will be servicing its site with a Central Utility Plant (CUP). The means of serving the remaining lands will be determined through the subsequent development review processes. While a precinct-wide system is not being planned for at this time, it will be important to not foreclose on future opportunities to develop such as system.

Therefore, it is recommended that, throughout the development process, opportunities for the future installation of a District Energy be assessed, and where warranted, the necessary accommodations be made through measures including but not limited to:

- Protecting for energy transmission connections between development blocks
- Protecting for the CUP required by Mackenzie Health to be upgraded in the future to service an expanded hospital and or nearby health related uses.

On-Site Generation and Distribution

Roof-top photovoltaic cells provide an opportunity for the on-site generation of electricity. This should be explored for all buildings in the Precinct.

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Where individual buildings maintain emergency power systems, the potential for their use to augment the power supply during peak periods should be explored. This could be achieved either through a connection to the grid or supplanting grid supplied power for building functions.

In either instance there will be the need to undertake further investigation in cooperation with the local utility operator.

It is further recommended that Section 5.1.3 “Implementation” be modified by replacing paragraph 1 with the following:

The City of Vaughan will work with Mackenzie Health and Infrastructure Ontario to assess future opportunities for establishing a broader District Energy System to serve the entire Precinct and, where warranted, take measures to preserve and secure such opportunities through the development process and through the protection of: energy transmission connections between development blocks; and protecting for the CUP required by Mackenzie Health to be upgraded in the future to service an expanded hospital and or nearby health related uses.

f) Requirements for Other Approvals

Issue:

Section 8.5 of the VHCP Plan “Other Approvals and Consultations” identifies other matters that will require consideration throughout the development process for the Precinct. It has been determined by staff that the requirement exists to initiate a Municipal Engineers Association (MEA) Class EA for roadways, servicing infrastructure, stormwater management ponds, and the channelization of a watercourse. Input and studies conducted as part of the VHCP Plan will provide support and justification for Phases 1 and 2 of the MEA Class EA (Schedule B). To assist in integrating the Planning Act and Class EA processes, language will be added to the plan to ensure an appropriate level of coordination.

Recommendations:

It is recommended that the following paragraph be added at the end of Section 8.5 “Other Approvals and Consultations”.

Concurrent with the development of the VHCP Plan, the City (as proponent) will be conducting a MEA Class EA related to roadways, servicing infrastructure, stormwater management ponds and the channelization of a watercourse. The VHCP Plan will be used to support the preparation of the Class EA. The respective approval processes will be integrated where possible to ensure a comprehensive consideration of the issues and to provide for thorough public consultation.

g) The Response Table for Agency and Public Comments

The Vaughan Healthcare Centre Precinct Plan was made available for public review on August 29, 2013 and comments were received prior to the public hearing on September 3, 2013. Further submissions were requested by September 17 by the Council approved Recommendation 2 from the September 3 Public Hearing. Responses have continued to be received beyond that date. Staff have endeavoured to respond to all that have been received. As such, responses have been prepared to each submission, which are reflected either in the body of the report or in Attachment 2.

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It is recognized that some issues may not be resolved to the satisfaction of some respondents, upon the City's adoption of the Precinct Plan. Post approval, opportunities for adjustments may be considered through the development review process.

Submissions Review

Several objectives were used as the basis for analyzing the submissions made by landowners, public agencies, residents and interest groups regarding the VHCP Plan. This included ensuring that the principles of OPA 715 and OPA 725 were maintained, that the broader policy direction was considered (Regional Official Plan, Places to Grow) along with the application of sound planning principles. Meetings were held with Mackenzie Health, the TRCA, York Region, the Ministry of Transportation, the Ministry of Health and Long Term Care, and Infrastructure Ontario to clarify issues and to discuss potential solutions.

The submissions were each considered on their own merit and recommendations made on appropriate responses and actions. In addition, Staff has identified areas where changes should be made to the Precinct plan policies. The "Response Table for Agency and Public Comments" (Attachment 2) presents information response/concerns/requests, staff comments and any recommended policy and schedule changes. Summaries in Attachment 2 contain the following in tabular format:

- The Item number;
- The submission date;
- The correspondence content, as summarized by Staff;
- Staff comment on the submission; and
- Staff recommendation on the submission.

The "Response Table for Agency and Public Comments" (Attachment 2) will form part of the public record of comments.

Relationship to Vaughan Vision 2020/Strategic Plan

This report is consistent with the priorities of Council in the Vaughan Vision 2020 Plan, and in particular to the City's commitment to provide continued support for the development of a future hospital in Vaughan.

Regional Implications

This report and resulting Council minutes and the modified VHCP Plan will be forwarded to the Region of York and other agencies and stakeholders that have commented on the VHCP Plan for their information.

Conclusion

The modifications recommended in this report respond to public and agency concerns and reflect changes to better co-ordinate the policies with the schedules. The changes also clarify and provide guidance on issues that will need to be addressed through future development applications. Therefore, it is recommended that the recommendations of this report be approved and the VHCP Plan be modified accordingly for the purpose of informing the subsequent draft plan of subdivision and zoning amendment applications and to provide guidance to all future development proponents. Upon modification the VHCP Plan will be forwarded to all participating agencies and stakeholders for their information and application.

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Attachments

1. Location Map and Context Plan
2. Response Table for Agency and Public Comments
3. Figure 8 - Heights (Modified as of November 5, 2013).
4. Figure 9 – Angular Plane (Modified as of November 5, 2013)
5. a) Figure 13 – Option 1 – Sanitary Sewer System (Modified as of November 5, 2013)
b) Figure 14 – Option 2 –Sanitary Sewer System (Modified as of November 5, 2013)
6. Figure 16 – Water Supply System (Modified as of November 5, 2013)
7. Figure 7 – Pedestrian and Bicycle Circulation and Connections Plan (Modified as of November 5, 2013)
8. Figure 22 – Channel Cross Section (Modified as of November 5, 2013)
9. Cross Section Street “E” Collector Road (North-South)
10. Staff Report Committee of the Whole Meeting September 3, 2013 and Council Extracts September 17, 2013 “Vaughan Healthcare Centre Precinct Plan (The “VHCP Plan”) Northwest Quadrant of Jane Street and Major Mackenzie Drive City of Vaughan”

Report prepared by:

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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.)