

COMMITTEE OF THE WHOLE JUNE 19 2006

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DRAFT OFFICIAL PLAN AMENDMENT NO. 637

HIGHWAY 400 NORTH EMPLOYMENT AREA SECONDARY PLAN STUDY

Recommendation

The Commissioner of Planning recommends:

THAT draft Official Plan Amendment 637, the Secondary Plan for the Highway 400 North Employment lands, BE ADOPTED; and

THAT the Region of York be requested to initiate the process to amend the Region of York Official Plan, to expand the City of Vaughan Urban Area Boundary consistent with draft OPA 637, to permit employment uses to proceed.

Economic Impact

Development of the lands subject to the Highway 400 North Employment Area Secondary Plan will have a positive impact upon the City of Vaughan in terms of new development, assessment, job opportunities, etc.

Purpose

The purpose of draft OPA 637 is to implement the findings and recommendations of the Highway 400 North Employment Area Secondary Plan Study. The Study was undertaken to examine the rationale for an urban boundary expansion on the Highway 400 corridor, and to prepare a secondary plan adding to the City's supply of employment lands. This report discusses and responds to comments received at the May 29/06 public hearing, and summarizes the Study process, and the contents of the draft OPA 637.

Background – Analysis and Options

The Study Process to Date

On January 14, 2005, Council approved the Terms of Reference for the Highway 400 North Employment Area Secondary Plan Study. Subsequently, on June 15, 2005, Council approved the selection of the consulting firm, Macaulay Shiomi Howson Ltd., to lead a team of consultants in carrying out the Study.

During the summer of 2005, Staff met with staff from the Region of York, and the Province (Ministry of Municipal Affairs and Housing, Ministry of Public Infrastructure Renewal) regarding the Study Terms of Reference, and requirements and issues associated with securing approval for an urban boundary expansion.

On November 9, 2005, an Open House was held to introduce the consulting team to the public, to outline the Study Process, and to identify residents, public agencies and representatives of the development community who were willing to become members of a Stakeholder Consultation Group (SCG) to work with the consulting team and staff through the Study Process. Many residents, principally representing the Vaughanwood Estates Homeowners, and the Rimwood Estates Homeowners' Association, as well as landowners, and staff from the Region of York and the Toronto and Region Conservation Authority (TRCA) indicated their desire to participate.

A Technical Advisory Committee (TAC) composed of representatives from City departments was also formed to keep the departments advised about the progress of the Study, and to receive their input.

On December 23, 2005, two draft reports, "Highway 400 North: Working Paper On Employment Land Need" by Hemson Consulting, and "Highway 400 North Employment Lands Secondary Plan Study", were completed and loaded onto the City's web site to provide the public with access to the work completed to date. Subsequently, the latter report was updated to include additional information, and put onto the web site early in March.

On January 26, 2006, SCG Meeting #1 was held to discuss the background work and analysis, to present three alternative Development Scenarios, and to outline a set of evaluation criteria to be employed in assessing the Scenarios. The meeting was attended by 28 individuals.

On March 9, 2006, SCG Meeting #2 was held. This workshop meeting was used to evaluate the Development Scenarios and identify which scenario was preferred by the SCG. The meeting was attended by 29 individuals.

On March 28, 2006, at a Working Session of Committee of the Whole, the three alternative Development Scenarios were presented, and a Recommended Scenario was approved as the basis for preparation of a Secondary Plan.

On April 20, 2006, SCG Meeting #3 was held. The Recommended Scenario was discussed in detail and participants provided their comments. The meeting was attended by 31 individuals.

On May 3, 2006, notice of public hearing was published in the Vaughan Weekly. On May 9, 2006, the draft OPA 637 was made available to the public and posted onto the City's web site.

On May 25, 2006, SCG Meeting #4 was held to discuss draft OPA 637, which had reflected the Recommended Scenario, with a number of further refinements. The meeting was attended by 22 individuals.

On May 29, 2006, a statutory Public Hearing was held respecting the draft amendment to the Official Plan to implement the recommendations of the Highway 400 North Employment Area Secondary Plan Study.

Comments Received at the May 29, 2006 Public Hearing and Staff Response

A. Issues and Comments Identified by Members of the Public

1. Questioning the need for more employment land beyond the current urban boundary.

One resident expressed concerns regarding the timing of the Study, the need for more employment lands now, and the impact to the Greenbelt and other natural features north of Teston Road.

Staff Response: The purpose of this study, in part, is to examine the need for additional employment lands based on a comprehensive analysis, and to confirm the appropriateness of the location along Highway 400. The report by Hemson Consulting identified a shortage of employment lands in both the City of Vaughan and York Region in terms of current and forecast future needs. Until the Environmental Assessment process for the Highway 427 extension is complete, a significant portion of the remaining employment lands in the City is unavailable for development. It is important to address the shortfall to ensure the supply of developable employment lands, and to confirm the appropriateness of employment lands along Highway 400. Concerns respecting environmental impacts of future development are required to be addressed via

preparation of Master Environmental Servicing Plans during the block plan approval process.

2. Modifications are required to the road network and land use policies in the OPA 637.

A consultant representing a group of landowners with property within Block 34 East made the following requests with respect to the proposed primary road network and policies:

- a That the proposed primary road network is ineffective for the proposed employment uses, and should be modified to allow for appropriate lot sizes and to minimize valley crossings;
- b That a maximum Gross Floor Plate of 929 sq.m (10,000 sq.ft) in size limits the potential range of retail and commercial uses, such as large scale supermarkets; and
- c That drive-through facilities be permitted subject to site-specific urban design studies.

Staff Response: Staff does not support the requests as outlined below:

- a. Staff acknowledge the concern. As the proposed road pattern is conceptual in design, modifications, additions or deletions to the primary or collector road system may be further refined during the block plan process.
- b. OPA 637, Section 2.2.5.2, "Mixed Use Areas—Employment/Commercial" refers to the range of uses as "large-scale uses, as well as commercial facilities."The intention was not to permit large-scale commercial uses on the site because: Revisions to the text have been made to clarify the list of permitted uses as follows (revisions shown in italic):
 - The Purpose has been revised to read as follows:
"To permit a range of large-scale uses *such as institutional uses including places of worship, hotels and banquet halls*, as well as a range of small scale commercial facilities, in addition to employment uses";
 - Development Policies, Section 1, has been revised to read as follows:
"In addition to the permitted uses in the Prestige Areas designation, the Mixed Use Areas—Commercial/Employment permits a range of *small scale* retail and service commercial uses designed to serve through traffic, as well as the surrounding area, *such as restaurants, convenience stores, pharmacies and business supply uses*."
- c. The intent for the Employment Area Activity Centre designation is to create a pedestrian-oriented and transit-supportive environment. Although urban design can help alleviate the visual impacts, the introduction of drive-through facilities is not conducive to the objectives of the activity centre, as such uses cater to auto drivers, rather than pedestrians.

3. Redesignation of lands west of Highway 400.

A representative of the Goan Overseas Association (GOA), which owns property located on the southwest corner of Highway 400 and Kirby Road, requested that their property be included in the area to be designated by OPA 637 as "Employment Area Activity Centre". They intend to develop a cultural centre and recreational facilities catering to the Goan community in Vaughan.

Staff Response: Staff does not support the request to add these lands to the "Employment Area Activity Centre" designation as it is not appropriate, and not necessary in order to accommodate their development objectives. OPA 637 proposes to designate the property as "Prestige Area—Office/Business Campus". As an institutional use, the proposed center will be permitted. Also, Highway 400 east of the site, and the Provincial Greenbelt west of the site create significant physical separation between the lands and the two designated "Employment Area Activity Centres". Designating these isolated lands

as "Employment Area Activity Centre" would not be consistent with the objective of creating a compact and pedestrian-oriented activity centre along Kirby Road.

4. Limiting industrial uses.

- a. Two local resident groups, Vaughanwood Estates and Rimwood Estates, requested that the designation "Prestige Employment-Office/Business Campus", as proposed on the west side of Highway 400 north of the existing estate residential community, not include permissions for industrial, manufacturing, warehousing, and uses requiring any type of chemical storage. They also request the City's assurance that new development will not have a negative impact on existing wells.

Staff Response:

- a. The Provincial economy is, in part, an industrial economy. As such, the potential for an area of this significance to be restricted in use only to office campus development would severely limit its development potential. Flexibility is needed in the range of permitted uses in order to respond to market demand. At the same time, the intent of the designation is to provide an opportunity for higher order industrial operations. The policies already indicate that uses that generate significant truck traffic, particularly stand-alone warehouse operations, will not be permitted. Similarly, "heavy" industrial uses which involve chemical storage are not permitted uses because this designation is intended to provide for high quality business and office uses. The last sentence of Development Policies, Section 1, has been modified to reflect this direction as follows (revisions shown in italic):
"In addition, uses expected to *involve chemical storage* or to generate significant truck traffic, particularly stand-alone warehouse operations, shall not be permitted."
 - b. The impact of new development on existing groundwater systems will be thoroughly examined by the Master Environmental Servicing Plans (MESP) during the Block Plan process, including any required impact mitigation.
5. A consultant representing landowners in Block 34 West, Block 35 East and Block 35 West made the following requests:
- a. That the list of permitted land uses for "Prestige Areas–Office/Business Campus" be modified to exclude stand-alone warehouse operations, rather than accessory warehouse operations.
 - b. Questions the appropriateness of locating a new Regional Park within the Amendment Area, and the status of the Parks and Recreation Master Plan.
 - c. That the wording for Service Nodes be clarified as to whether the City intends to reduce or restrict the Service Node locations from those provided in OPA 450.
 - d. That clarification be given as to whether hotel uses are permitted in the Employment Area Activity Centre designations.
 - e. That retail warehousing be permitted in the area designated Prestige Employment subject to addressing urban design or other restrictions.
 - f. That the requirement for Significant Enhanced Landscaped Areas along Highway 400 be dealt with through integration of landscaping into site plans, rather than consuming developable land or restricting visibility from Highway 400.
 - g. That further clarification be provided as to uses permitted within Significant Interface Areas.
 - h. That further clarification is needed respecting the City's expectations about the number and location of Highway 400 interchanges, and timing of the EA process.
 - i. That the schedules do not make reference to the location of Storm Water Management (SWM) facilities.
 - j. That specific policy should be included indicating that Estate Residential uses do not require an OPA to develop.
 - k. Schedule "C" to OPA 637 should be referenced as Schedule "Z" to OPA 450.

- I. Schedule "H" to OPA 637, amending OPA 600, should identify the new lands to be designated Estate Residential.

Staff Response:

- a. Currently, the Prestige Areas-Office/Business Campus policies prohibit uses which generate significant truck traffic, particularly warehouse operations. The intent was not to prohibit accessory warehousing, the extent of which will be limited in the zoning regulations, but to prohibit stand-alone warehousing. Therefore the proposed change is appropriate and the section has been modified accordingly.
- b. Staff support the identification of a Regional Park site within the Amendment Area west of Highway 400. The need for a Regional Park in the north part of Vaughan has been identified by the Parks Department. The need and the location of the Regional Park will be addressed by the City's Parks and Recreation Master Plan, which will be undertaken in the near future. The preferred location is on the west side of Highway 400, as the east side will be served by the Maple Valley Regional Park. As a regional facility, location near the highway will provide excellent access and minimize traffic impacts on residential areas.
- c. The proposed policies for Highway 400 North related to Service Nodes (Section 2.2.5 g), make it clear that the intent is to encourage service uses to locate in the "Employment Area/Activity Centre" or the "Mixed Use-Employment/Commercial" area. At the same time, they do not preclude consideration of some service nodes in other locations. The extent and form of these will be determined through the Block Plan process, or specific zoning by-law amendments.
- d. The Activity Area policies permit a broad range of uses, and hotels would be included, however, for clarification specific reference has been added to Section 2.2.5.1, Development Policies, Section 1.
- e. Staff are now recommending that no retail warehousing be permitted in the Plan. The Highway 400 Employment Area is intended to address the employment needs of the City. In order to secure Regional and Provincial approval of the Plan, the City will have to demonstrate that an urban expansion is essential if the demand for developable employment land in the City and Region is to be satisfied. Permitting retail warehousing within the Amendment Area weakens the case for an urban expansion. Therefore, upon further reflection, Staff are recommending that retail warehousing uses not be permitted in any designation within the Amendment Area.
- f. 'Significant Enhanced Landscaped Areas' will be addressed in terms of their definition, extent, permitted uses, etc., in the Urban Design Guidelines to be prepared and submitted to Council in September. The intent is not to restrict visibility from the 400 but to substantially enhance the view from the 400 to any development adjacent to it. Developed areas along the 400 are to present a significant green component, which is consistent with the green nature of the area and which complements the Green Belt, and Oak Ridges Moraine. As well as providing an interesting and high quality architecture that properly signifies a gateway to Vaughan.
- g. The policies for "Significant Interface Areas" do not relate to use but to urban design. The following sentence has been added at the end of Section 2.3.1 f) ii) to clarify this intent:
"The permitted uses in Significant Interface Areas shall be those in the underlying land use designations."
- h. Given the importance of access to Highway 400 to facilitate development and minimize the amount of truck traffic on arterial roads, the following policy has been added to OPA 450, Section 2.3.3 – Transportation, respecting new Highway 400 interchanges:
"Upon approval of this Plan, the City will immediately initiate discussions with the Ministry of Transportation and the Region of York regarding completion of an Environmental Assessment to provide additional interchanges with Highway 400 within the Amendment Area."

- i. Stormwater Management Facilities have been added to Schedule 'C' Employment Area (Highway 400 North) Land Use Plan to OPA 637, as shown on the revised schedule attached to this report.
- j. The additional Estate Residential designation will be established through OPA 637, amending OPA 600.
- k. A reference has been added to Schedule 'C' to OPA 637 to identify it as Schedule 2D to OPA 450, and the references in the text of the amendment to Schedule '2' have been changed to '2D'.
- l. Schedule 'H' correctly identifies the new estate residential area. However, there is a small area south of the new area which has not been identified as "Estate Residential", possibly due to the scale of the map being interpreted incorrectly when the lands to the south were designated for Estate Residential. This has been corrected on the revised schedule.

B. Other Comments and Concerns

A landowner's consultant representing 38 hectares of land east and west of Jane Street has made the following requests respecting draft OPA 637:

- a. Extend the secondary plan east of Jane Street to the Greenbelt and Oak Ridges Moraine boundary;
- b. Apply the "Mixed Use Areas – Employment/Commercial" designation to the northwest corner of King-Vaughan Road/Jane Street, to permit a service station, fast food establishment, and plaza providing services to the surrounding area, including print shops, service commercial uses, restaurants, convenience stores, medical offices, etc;
- c. Retain the general permission for Service Nodes at arterial and collector road intersections, as provided in OPA 450, rather than limiting them to the Employment Area/Activity Centre along Kirby Road, and the Mixed Use – Employment/Commercial area in the northwest quadrant of Jane Street and Teston Road.

Staff Response:

Staff does not support the noted requests for the following reasons:

- a. The lands east of Jane Street have already been considered within the Study process, which defined the limits of the area subject to OPA 637. The option which included lands east of Jane Street was evaluated, and found to be less desirable than the recommended option, which became the basis for OPA 637.
- b. The "Mixed Use Areas – Employment/Commercial" designation applies to the northwest corner of Jane Street and Teston Road in order to address the needs of the employment area and the existing residential area south of Teston Road. There is no such residential community, existing or planned, at King-Vaughan Road. Many of the uses desired by the landowner are intended to become concentrated within the "Employment Area/Activity Centre" on Kirby Road, rather than proliferating elsewhere within the Amendment Area.
- c. The proposed policies for Highway 400 North related to Service Nodes (Section 2.2.5 g)), make it clear that the intent is to encourage service uses to locate in the "Employment Area/Activity Centre" or the "Mixed Use – Employment/Commercial" area. At the same time, they do not preclude consideration of some service nodes in other locations. The extent and form of these will be determined through the Block Plan process, or specific zoning by-law amendments.

C. Comments From Members of Council

- 1. No significant issues were identified by Council.

D. Other Changes Introduced by Staff

1. Servicing

Staff have added the following policy respecting coordination of servicing with York Region:

- The City's Master Servicing Study will be coordinated with the Water/Wastewater Master Servicing Plan being carried out by York Region.

2. Transportation

Staff have added the following policy respecting the East-West transportation corridor identified in the draft Places To Grow Plan:

- Should the Places To Grow Plan indicate that an East-West Corridor is Provincial policy, then provision for it could be provided in the OPA 637 through amendment by the Region of York.

OVERVIEW OF THE REVISED OFFICIAL PLAN AMENDMENT 637

The Policy and Planning Context

1. Province of Ontario Policies

The current Provincial government has undertaken three significant policy initiatives which have modified the planning and policy context in terms of Provincial policy. These include the updated Provincial Policy Statement, The Greenbelt Plan, and the Places To Grow Act.

These new statements of Provincial policy establish the parameters and requirements to be addressed by municipalities when engaging in growth management processes and decisions, including expansions of settlement area boundaries.

These Provincial policies are of particular relevance to the Highway 400 North Employment Lands Secondary Plan Study, given that the Study intends to justify an expansion of the City's urban area. Provincial policy requires a comprehensive analysis as a basis for any urban expansion. In August 2005, City and York Region staff met with Provincial staff to discuss issues of relevance to the Study. Provincial staff identified the need for a comprehensive analysis as a basis for any urban expansion, based on the requirements of the Provincial Policy Statement (PPS) and the Places To Grow Plan. Addressing this requirement would mean establishing the need for the expansion within the Region of York as a whole, and demonstrating that the Study Area was the best location in Vaughan for the proposed employment area. In particular, the need was identified to look beyond the Study Area at the remaining lands outside the existing urban boundary and the Greenbelt Plan, as part of the Study's planning process.

The Study has explicitly addressed the requirements of the PPS.

2. York Region Official Plan

The York Region Official Plan is the upper tier planning document that provides the framework for achieving the Region's urban structure. Amendments to the City's Official Plan must conform to the Region's Official Plan. The Regional Official Plan also includes criteria relating to urban boundary expansions, similar to those articulated by the PPS.

The Study has explicitly addressed the requirements of the York Region Official Plan.

The Highway 400 North Employment Lands Study

The Study was initiated in the summer of 2005, with the retention of the consulting team. The Terms of Reference identified a Study Area focused on the Highway 400 corridor from Weston Road to Jane Street, and extending from Teston Road northward to the City boundary with King Township. An existing estate residential development located at the northeast corner of Weston Road and Teston Road was excluded from the Study Area.

The Study's objectives included:

- To determine the location and scale of appropriate employment area land uses for the Study Area, including Prestige Areas and Employment Area–General uses as identified in OPA 450;
- To assess the need for new developable employment areas within the City of Vaughan in general, and in particular the near-term potential for establishing such uses within the Study Area;
- To identify the major servicing systems and strategy for the employment lands;
- To identify sensitive environmental features including valley and stream corridors;
- To produce conceptual lot, block and supporting local and regional road options;
- To prepare a Secondary Plan that will form an amendment to the City's employment area official plan, OPA 450, and an accompanying zoning by-law and urban design guidelines; and
- To prepare the appropriate documents necessary to establish the case for a formal request to the Region of York to expand the Urban Area Boundary in the Region of York Official Plan in this Amendment Area, to permit employment uses to proceed.

The Study was undertaken to address the City's future needs for employment lands. As of 2004, the available supply of developable and designated employment lands had dwindled to a two-year supply based on prevailing rates of employment land absorption. Although the West Vaughan Employment Area was designated by OPA 600 and the York Region Official Plan (ROPA 19) in 2001 to address the City's ongoing need for employment land, lack of progress in completing an Environmental Assessment (EA) for the Highway 427 corridor extension effectively precluded development decisions in the area. Although the Province finally initiated the EA in 2005, with expected completion in 2008, significant uncertainty remains respecting the timing of future development of the West Vaughan Employment Area. The 'Places To Grow' Act for the Greater Golden Horseshoe was approved on June 13, 2005. The draft Places To Grow Plan sets out criteria for evaluating urban boundary expansions, and conceptually identifies an 'East-West Economic Corridor'—a potential future growth area—located near the City's northern boundary and extending west to the Kitchener/Waterloo area.

The Study Area encompasses approximately 860 gross hectares, most of which is designated 'Agriculture Area' by OPA 600, and is currently in agricultural use. The Study Area also includes a significant area west of Highway 400 which is included in the Province's Greenbelt Plan, as well as a variety of environmental features. There are also a few scattered farm dwellings, rural industrial uses with outdoor storage, and two service station sites on Highway 400 north and south of Kirby Road.

The Study was carried out in three phases as summarized below.

Phase One: Background Analysis and Conclusions of the Highway 400 North Study

Phase One focused on background data collection and analysis of all of the information relevant to the Study Area, and its future development. It also included a detailed examination of employment land supply and demand on a City-wide and Region-wide basis, to determine whether an urban expansion to add employment lands is warranted, and if so, to provide the technical justification for the expansion, to comply with Regional and Provincial policy.

Phase One concluded with two reports assessing the City's and Region's employment land needs, and evaluating the suitability of the Study Area from a planning perspective as a location for employment uses. The key conclusions of these reports included:

- York Region requires additional employment lands beyond the existing designated supply to accommodate projected employment growth on employment lands.
- The Highway 400 North employment lands have excellent potential to become a successful employment land area. There are few alternative potential locations in the City or Region with the same level of "400-highway" access and central location.
- The designation of this land is required now or the Region is at risk of not being able to provide an adequate employment land supply in the medium term.
- The proposed urban expansion satisfies the criteria in the new Provincial Policy Statement, and the requirements of the Region of York Official Plan.
- Lands in the Greenbelt Plan on the west side of Highway 400 provide a unique setting for employment development, but isolate small parcels of non-Greenbelt lands along Highway 400. The lands in the Greenbelt Plan also present resource management constraints (coldwater fishery, wetlands) that will affect adjoining land use practices. Environmental constraints on lands outside the Greenbelt Plan, apart from stream corridors, do not appear to be significant based on existing data, but will require more detailed examination at the block planning stage. Topography is rolling, but should provide no significant constraints to employment uses.
- The majority of the Study Area is used for agricultural or rural uses which generally do not present significant constraints to development of employment uses. However, there are some existing residential uses which will require careful integration with proposed employment uses. In addition, the existing service stations, Highway 400, the gas pipeline and railway create some limitations for future development.
- Potential heritage buildings and structures have been identified in the Study Area and can contribute to the character of the proposed employment area.
- Transportation and servicing infrastructure is limited, reflecting the current rural uses, and will require significant upgrading to service the proposed employment uses.

Phase Two: Defining the Recommended Land Use Scenario

Phase Two involved the formulation of three development scenarios, their evaluation, public review, and the determination of a Recommended Scenario. The development scenarios were intended to provide a focus for discussion by City Council, residents, landowners, agencies and other stakeholders, leading to the formulation of the Recommended Scenario.

Two scenarios, Scenario 1 (see Attachment 1) and Scenario 2 (Attachment 2), were formulated for the lands within the Study Area. In contrast, Scenario 3 (Attachment 3) includes lands east of Jane Street, outside the Study Area defined by Council.

The decision to include Scenario 3 resulted from input from stakeholders, and from Provincial Staff. During the review of the background work, the stakeholder group expressed the view that the Greenbelt area west of Highway 400 should be considered as an appropriate buffer between employment uses and residential development. They also raised concerns about the need to consider future development in the Study Area in the context of development of lands to the east and west. Provincial staff had previously articulated the need to conduct a comprehensive analysis in order to justify an urban boundary expansion.

In response to the public and Provincial input, in the initial review necessary as a basis for the preparation of the development scenarios, general consideration was given to the relationship of the Study Area to potential future development east and west of the Study Area. Through that process, it became apparent that, at least at a general level of analysis, the best potential for additional employment land outside the Study Area lay east of Jane Street, because of the lack of constraints to development, the amount of developable land, and the limited environmental features.

In the more detailed development of the scenarios, it was felt that the submissions by the public must be considered, in order to ensure a full, comprehensive analysis of possible options. Members of the SCG had expressed interest in using the Greenbelt west of Highway 400 as a boundary between future employment lands and future residential development. However, if no employment uses were to be identified west of the Greenbelt, then additional land would be required for employment uses east of the Study Area, in order to significantly add to the City's total supply of employment land. Given the results of the general review, which indicated that lands east of Jane would be appropriate for employment uses, these lands were included in Scenario 3.

The Study's background work addressed the need to complete a comprehensive analysis. As part of this analysis, a general review of the lands east and west of the Study Area was also carried out. The review determined that the lands east of Jane Street do not have the same level of accessibility to Highway 400 as the lands in the Study Area. West of the Study Area, a significant portion of the lands are in the Greenbelt, raising a concern respecting their development capability for employment uses. The analysis indicated that introducing employment land designations to the Study Area would not preclude either future residential or employment land uses on the non-Greenbelt lands east or west of the Study Area.

Description of Development Scenarios

The three development scenarios have a number of similarities, in that each one recognizes physical constraints to development, such as the Provincial Greenbelt, natural features, the Highway 400 corridor right-of-way, the TransCanada pipeline, service stations, and existing arterial road network. The scenarios are presented on Attachments 1, 2 and 3. Each scenario provided for a 'Landscape Buffer' along the east side of Highway 400 to present a more pleasing and attractive face to the passing public at this 'gateway' to Vaughan. Each scenario also anticipates establishment of a Regional Park, conceptually identified east of Weston Road, north of Kirby Road. Each of the three development scenarios proposes to introduce a similar range of new land use designations providing opportunity for new employment land development, including 'Prestige Employment', 'Employment – Higher Order Public Realm' (similar to the City's designation, 'Employment – General'), and 'Mixed Use – Employment/Commercial'. Each scenario also identified an 'Employment Area/ Activity Centre' along Kirby Road as a focus of more intense activity for the surrounding area.

Scenarios 1 and 2 focused on the lands within the Study Area between Weston and Jane Street. Both scenarios anticipated that an 'Estate Residential' designation would be applied to the remaining vacant parcel north of the existing estate residential development at Weston and Teston Roads. Both scenarios also envisioned 'Prestige Employment' lining the developable lands adjacent to Highway 400.

These two scenarios differ in that Scenario 1 focuses 'Prestige Employment' uses primarily east of Highway 400 in the block between Teston Road and Kirby Road, with the 'Mixed Use-Employment/Commercial' designation along King-Vaughan Road. On the other hand, Scenario 2 proposes 'Prestige Employment' primarily west of Highway 400 between Kirby Road and King-Vaughan Road, and has a more limited 'Mixed Use-Employment/Commercial' designation on Kirby Road east of Highway 400. Scenario 1 has a greater allocation of 'Prestige Employment' lands (238 ha.) while Scenario 2 includes more of the 'Employment – Higher Order Public Realm' designation (287 ha.).

Scenario 3 is entirely different from Scenarios 1 and 2 in that, with the exception of the lands flanking King-Vaughan Road and a small pocket between Kirby and King-Vaughan, it concentrates new employment land designations east of Highway 400 and extends them east of Jane Street to the defined boundary of the Oak Ridges Moraine. The lands adjacent to Highway 400 are primarily 'Prestige Employment', and the 'Mixed Use-Employment/Commercial' and 'Activity Centre' are focused on Kirby Road east of the highway. The balance of the scenario is proposed for the 'Employment – Higher Order Public Realm' designation. Given its larger overall area, Scenario 3 includes a substantially greater area devoted to the 'Employment–Higher Order Public Realm' designation (460 ha.), as well as a substantial 'Prestige Employment' area (205 ha.)

The 'Mixed Use-Employment/Commercial' designation varies in area from a high of 79 hectares in Scenario 1, to 63 hectares in Scenario 3, to 39 hectares in Scenario 2.

Evaluation of Scenarios

The three development scenarios were evaluated by the consulting team. This exercise was based upon seven evaluation criteria which were developed through the background analysis. These include:

- compact efficient development form
- compatibility of employment uses with adjacent land uses
- transit/pedestrian friendly development form
- implementation potential
- ability to address the employment land needs of the Region of York, as well as the City of Vaughan
- ability to create an attractive "Gateway" to the City of Vaughan
- transportation considerations.

The team's detailed evaluation of the scenarios concluded that Scenario 2 was the scenario which best satisfied the criteria. However, while it ranked significantly higher than Scenario 3, it was only marginally better than Scenario 1.

A further review of Scenarios 1 and 2 alone reinforced the conclusions of the evaluation with respect to the ranking of Scenario 2. It was concluded that Scenario 2 had:

- i. the best potential for implementation, particularly with respect to the Prestige Employment Areas; and
- ii. Least impacts with respect to truck traffic.

This conclusion was further reinforced by the results of the SCG Workshop on March 9, 2006. All four sub-groups at the workshop carried out their own independent evaluation of the scenarios, and concluded that Scenario 2, with some modifications, was the preferred scenario.

"The Recommended Scenario"

Staff and the consulting team completed its analysis and evaluation, taking account of the input and comments from the SCG, and defined the "Recommended Scenario" presented on Attachment 4. The Recommended Scenario is very similar to Development Scenario 2, with the following modifications:

- A new 'Prestige Employment-Office' designation was added west of Highway 400 north of Kirby Road, in order to reflect an emphasis on securing major office uses in this area to take advantage of its unique setting adjacent to the Greenbelt;
- The 'Prestige Employment' designation was added along the frontages of most of the Study Area's arterial roads to ensure higher quality design and development in the areas most visible to the passing public;
- The 'Mixed Use-Employment/Commercial' was added along Kirby Road west of Highway 400;
- The 'Mixed Use-Employment/Commercial' designation was added north of Teston Road east of Highway 400 adjacent to the existing residential area in Maple;
- 'Significant Interface Areas' were identified at the major existing intersections (e.g. Kirby and Jane) at the edge of the Study Area, recognizing that outside the Study Area, future land use remains to be determined; and
- Along the Highway 400 corridor, 'Potential Interchange Study Areas' were identified at Kirby Road, and further north to the King boundary, where one or two interchanges need to be planned and designed recognizing existing environmental constraints, based on a future Environmental Assessment process.

The consulting team supported the endorsement of the Recommended Scenario. The Recommended Scenario is the result of a comprehensive review of planning and development considerations associated with the three defined development scenarios. The Recommended Scenario is very similar to Development Scenario 2 (which was widely endorsed by the public at the SCG workshop) but incorporates a number of modifications consistent with the issues and concerns identified at the workshop, and by members of the consulting team.

Phase Three: The Secondary Plan, Urban Design Guidelines and Zoning Bylaw

Phase Three entailed the preparation of the draft Secondary Plan and Urban Design Guidelines, their review by the public and Council, and preparation of a draft zoning bylaw. This report summarizes the draft Secondary Plan, presented as draft OPA 637. The Secondary Plan is based upon the Recommended Scenario approved by Council. The Urban Design Guidelines and draft zoning bylaw will be undertaken subsequent to Council's adoption of the amendment.

Overview of the Draft Secondary Plan (OPA 637)

The draft Secondary Plan implements the recommendations of the Highway 400 North Employment Lands Study by creating new employment areas on both sides of Highway 400 north of Teston Road. The land use schedule is presented on Attachment 5. Draft OPA 637 amends both OPA 600 and OPA 450. OPA 600 is amended by the redesignation of a small area to Estate Residential, and by the deletion of most of the subject lands which are being redesignated for employment land development, so that they can be included in OPA 450. The policy framework of OPA 450 is further amended by other policies of OPA 637.

The Amendment builds upon OPA 450, the City's Employment Area Growth Management Plan, by designating the majority of the Amendment Area for a variety of typical general and prestige employment uses, and by introducing a new Prestige Employment–Office/Business Campus Area designation. The only exception is a small area proposed for residential uses abutting existing estate residential development.

The Amendment also establishes a Plan for the area which is transit-supportive, while also recognizing the need for additional interchanges with Highway 400, to ensure the viability of the proposed development, particularly with respect to truck movement. Further, the Plan recognizes the "Gateway" nature of this area, on the Highway 400 corridor at the northern limit of the City's urban development, with enhanced urban design and landscaping requirements.

1. Land Use Designations

The Amendment introduces five land use designations within the Subject Lands:

a. Prestige Areas

- Provides for uses which require high visual exposure, good access and an attractive working environment
- Located along arterial roads and the Highway 400 right-of-way
- Prohibits retail warehousing, banquet halls and open storage, and requires building elevations facing a street to present a "front" elevation

b. Employment Area–General

- Permits a wide range of uses, including those which occur outside, or require outside storage, but prohibits retail warehousing
- Located internal to concession blocks, served by local roads
- Provides for uses not requiring a high profile location

c. Prestige Areas–Office/Business Campus

- Provides opportunities for a higher order of employment uses, including office and business campus-style development
- Prohibits retail warehousing, banquet halls and open storage
- Located west of Highway 400 and adjacent to Greenbelt lands, to appeal to businesses requiring good access in an urban environment enhanced by a location close to attractive natural features

d. Employment Area/Activity Centre

- Encourages a concentration of uses to provide services to the surrounding employment area and adjacent areas, in addition to the uses permitted in the underlying land use designations, and prohibits large retail user, uses with drive-through facilities, outside storage, and retail warehousing
- Located along Kirby Road east and west of Highway 400

- Envisioned as a pedestrian-oriented focal point for the area, and focus of public transit service

e. Mixed Use Areas–Employment/Commercial

- Permits a range of retail and service commercial uses, in addition to other permitted uses in the Prestige Areas designation, but prohibits retail warehousing
- Located at the intersection of Teston and Jane Street, and also applies to existing commercial uses on the west side of Highway 400
- Intended to service employment areas north of Teston Road, the residential area south of Teston, and the traffic passing through

2. Urban Design Policies

Urban design policies are being added to OPA 450 with respect to the Amendment Area. These policies address the following matters:

- To ensure that the new designations, “Employment Areas Activity Centres” and “Mixed Use Areas–Employment/Commercial” are treated as priority areas in terms of their urban design requirements and reflects the role of these areas as focal points for the Highway 400 North Employment Area. Kirby Road, in particular, is identified as a ‘character road’ requiring special treatment, given that it will function as both a transportation corridor, potentially with an interchange at Highway 400, and as a pedestrian-oriented place with the “Employment Area Activity Centre”;
- To ensure that the design of development within the “Prestige Areas – Office/Business Campus” designation focuses on enhancing the relationship between the development and the lands in the Greenbelt, and facilitates creation of attractive, high quality private development and public realm;
- To require urban design guidelines for the lands along Highway 400 which will enhance the City’s image, the prestige nature of the Amendment Area, and its gateway location. The guidelines will also provide detailed direction respecting requirements for the “Significant Enhanced Landscape Area” along the Highway 400 frontage, and the “Significant Interface Areas” located at arterial intersections, which are the “gateways” into the employment area, to anticipate and address the lands at the intersections outside the Amendment Area;

3. Environmental Planning Framework

Environmental policies are being added to OPA 450 to recognize the Provincial Greenbelt Plan, and to provide for the environmental designations in the Plan to be examined in detail during the subsequent Block Plan process, to finalize the actual extent of the designations, based on development limits and buffering requirements.

4. Transportation Policies

Transportation policies are being added to OPA 450 to:

- recognize the need to conduct an Environmental Assessment to determine the location of one or two new interchanges with Highway 400;

- develop an integrated, multi-modal transportation network within the Amendment Area, supplemented by a traffic demand management plan to improve the efficiency of the transportation system and encourage public transit ridership;
- develop a comprehensive walkway and bikeway system, and a continuous trail system in the Greenbelt Area, and throughout the Amendment Area.
- should the Places To Grow Plan indicate that an East-West Corridor is Provincial policy, then provision for it could be provided in the OPA 637 through amendment by the Region of York.

5. Servicing Policies

Servicing policies are being added to OPA 450 to:

6. provide for the final location and design of stormwater management ponds to be determined to the satisfaction of the City and TRCA, and integrated with the open space and trail system;
7. require preparation of a Master Servicing Study to comprehensively address servicing requirements for the entire Amendment Area. This will be coordinated with the Water/Wastewater Master Servicing Plan being carried out by York Region.

Amendment of OPA 600, Schedules A and F

Draft OPA 637 also amends OPA 600, Schedules A and F, to reflect the deletion of the lands now being incorporated within OPA 637, and to redesignate lands abutting existing estate residential use in OPA 600 from 'Agriculture Area' to 'Estate Residential'.

Next Steps Toward Implementing a Plan for the Study Area

Upon Council adoption of the draft Secondary Plan, the consulting team will proceed with the preparation of Urban Design Guidelines and a preliminary zoning framework in support of OPA 637, with the intention of presenting them for Council's consideration in September 2006.

Staff will also be meeting with York Region staff regarding the necessary steps involved in defining and implementing the servicing infrastructure required to enable development to proceed within the Highway 400 North employment lands. Affected landowners will be consulted on an ongoing basis to reach a conclusion on these requirements, including the required financial commitments.

Relationship to Vaughan Vision 2007

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved.

Conclusion

The OPA 637 Secondary Plan is the result of a comprehensive review and analysis of all relevant planning considerations pertaining to the Study, reflects the public input received through the SCG consultation process and at the statutory public hearing, considered the input received by other Departments, and is consistent with the approved Terms of Reference. Furthermore, the Secondary Plan will supplement the City's employment land supply, and provides part of the basis

for an urban boundary expansion consistent with Regional and Provincial policy requirements. Should Council concur, the Commissioner of Planning's recommendation should be approved.

Attachments

Attachment 1–Scenario 1

Attachment 2–Scenario 2

Attachment 3–Scenario 3

Attachment 4–Recommended Scenario

Attachment 5–Draft OPA 637, Schedule C, Land Use

Report prepared by:

Paul Robinson, Senior Planner–Policy Planning/Urban Design, ext. 8410

Clement Chong, Planner 1, ext. 8214

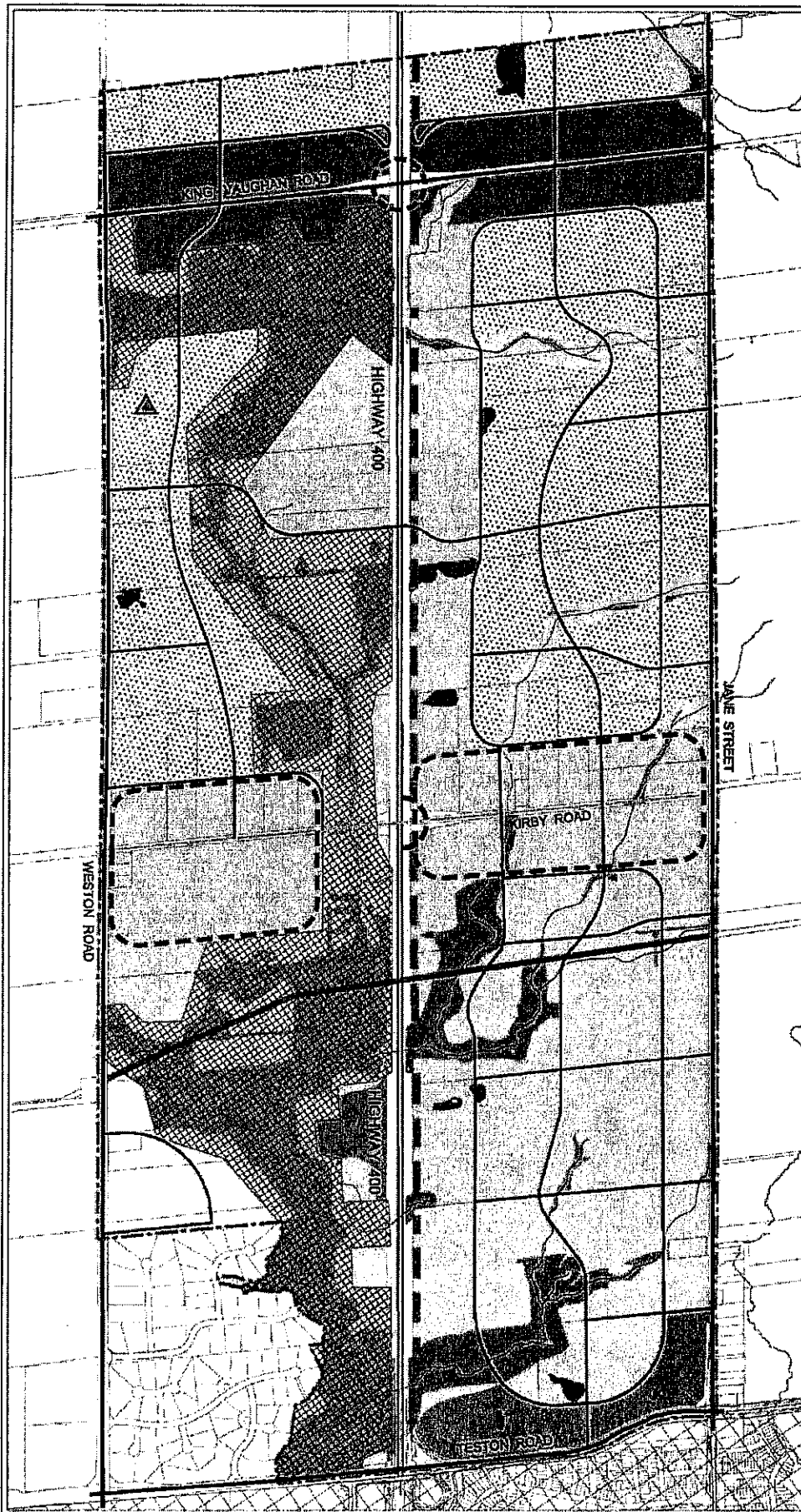
Respectfully submitted,

JOHN ZIPAY
Commissioner of Planning

DIANA BIRCHALL
Director of Policy Planning/Urban Design

/RF

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LEGEND

- Study Area Boundary
- [Cross-hatch pattern] Existing Urban Area
- [Thick solid line] Provincial Controlled Access Highway
- [Thin solid line] Arterial Road
- [Dashed line] Collector/Minor Collector Road
- [Dotted line] Character Road
- [Thick solid line] Trans Canada Pipeline
- [Dashed line with arrow] Potential Interchange
- [Dashed line with arrow] Employment Area/Activity Centre
- [Cross-hatch pattern] Greenbelt Area
- [Wavy line pattern] Stream Corridors
- [Dark grey fill] Significant Natural Features
- [Light grey fill] Other Natural Features
- [Triangle symbol] Potential Regional Park Location (to be determined)
- [White fill] Estate Residential
- [Diagonal line pattern] Prestige Employment
- [Dotted pattern] Employment - Higher Order Public Realm
- [Dark grey fill] Mixed Use - Employment/ Commercial
- [White fill] Rural Area
- [Square symbol] Landscape Buffer

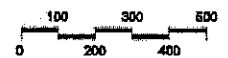
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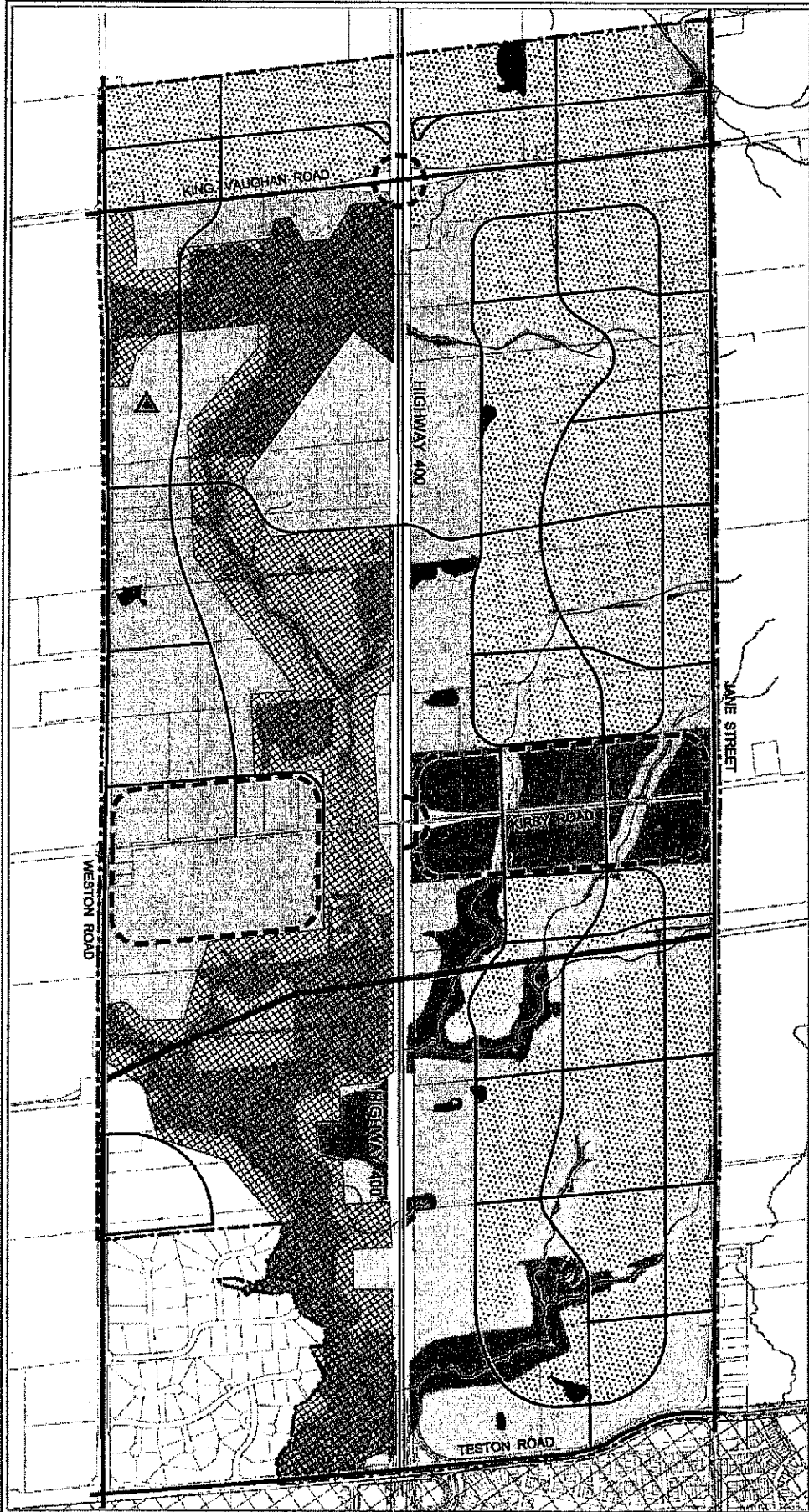
City of Vaughan

Highway 400 North Employment Lands
Secondary Plan

MAP 2
Development Scenario 1
Highway 400 Employment Focus -
Prestige Area East

May 9 2006





LEGEND

- Study Area Boundary
- Existing Urban Area
- Provincial Controlled Access Highway
- Arterial Road
- Collector/Minor Collector Road
- Character Road
- Trans Canada Pipeline
- Potential Interchange
- Employment Area/Activity Centre
- Greenbelt Area
- Stream Corridors
- Significant Natural Features
- Other Natural Features
- ▲ Potential Regional Park Location (to be determined)
- Estate Residential
- Prestige Employment
- Employment - Higher Order Public Realm
- Mixed Use - Employment / Commercial
- Rural Area

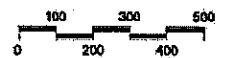
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City of Vaughan





















Highway 400 North Employment Lands
Secondary Plan

MAP 3
Development Scenario 2
**Highway 400 Employment Focus -
Prestige Area West**

May 9 2006



LEGEND

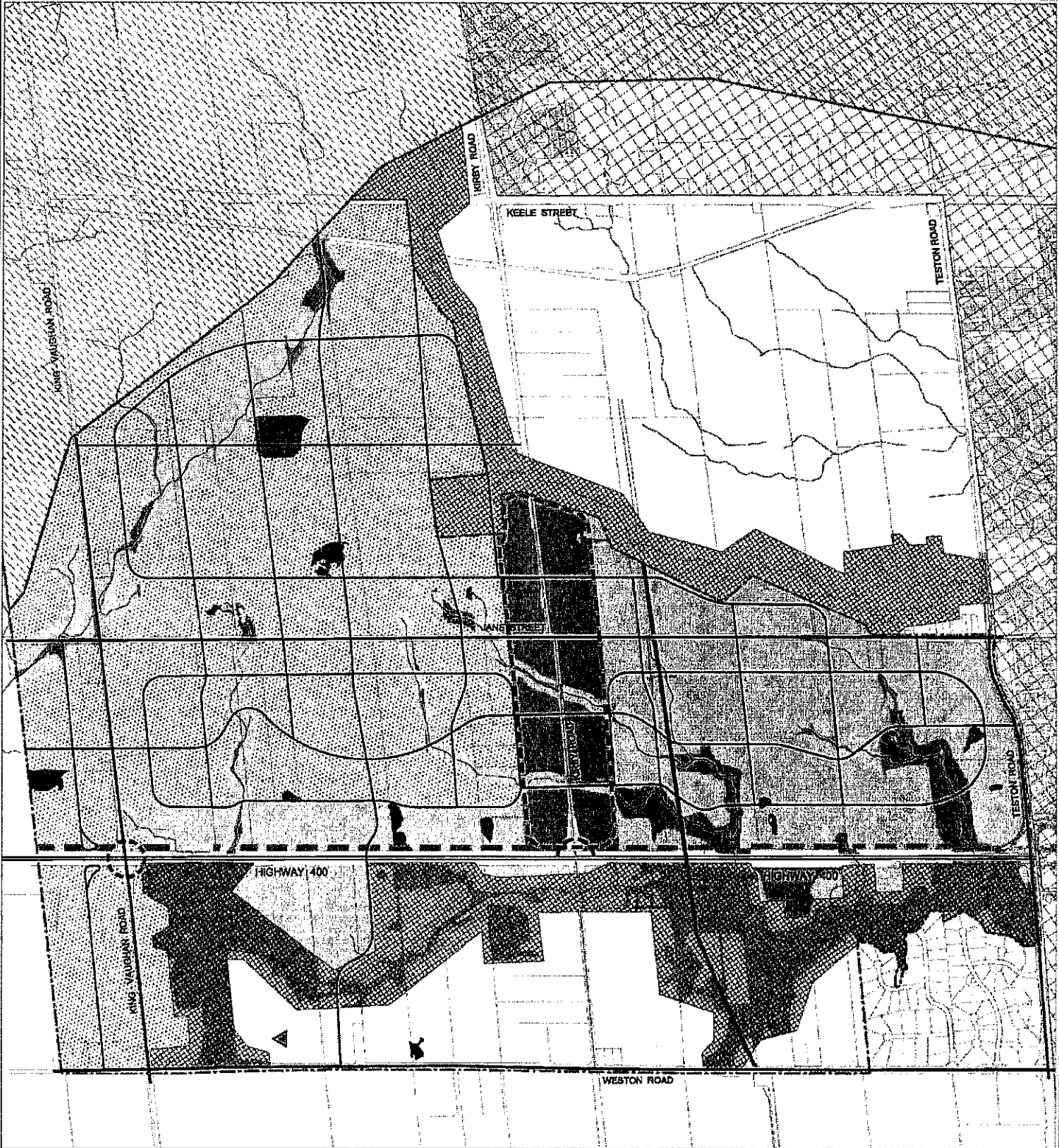
-  Study Area Boundary
-  Existing Urban Area
-  Provincial Controlled Access Highway
-  Arterial Road
-  Collector/Minor Collector Road
-  Character Road
-  Trans Canada Pipeline
-  Potential Inlandchange
-  Employment Area/Activity Centre
-  Greenbelt Area
-  Old Rogers Number Arms
-  Stream Corridor
-  Significant Natural Features
-  Other Natural Features
-  Potential Regional Park Location (to be determined)
-  Prestige Employment
-  Employment - Higher Order Public Realm
-  Mixed Use - Employment / Commercial
-  Rural Area
-  Landscape Buffer

Attachment 3























City of Vaughan
 Highway 400 North Employment Lands
 Secondary Plan

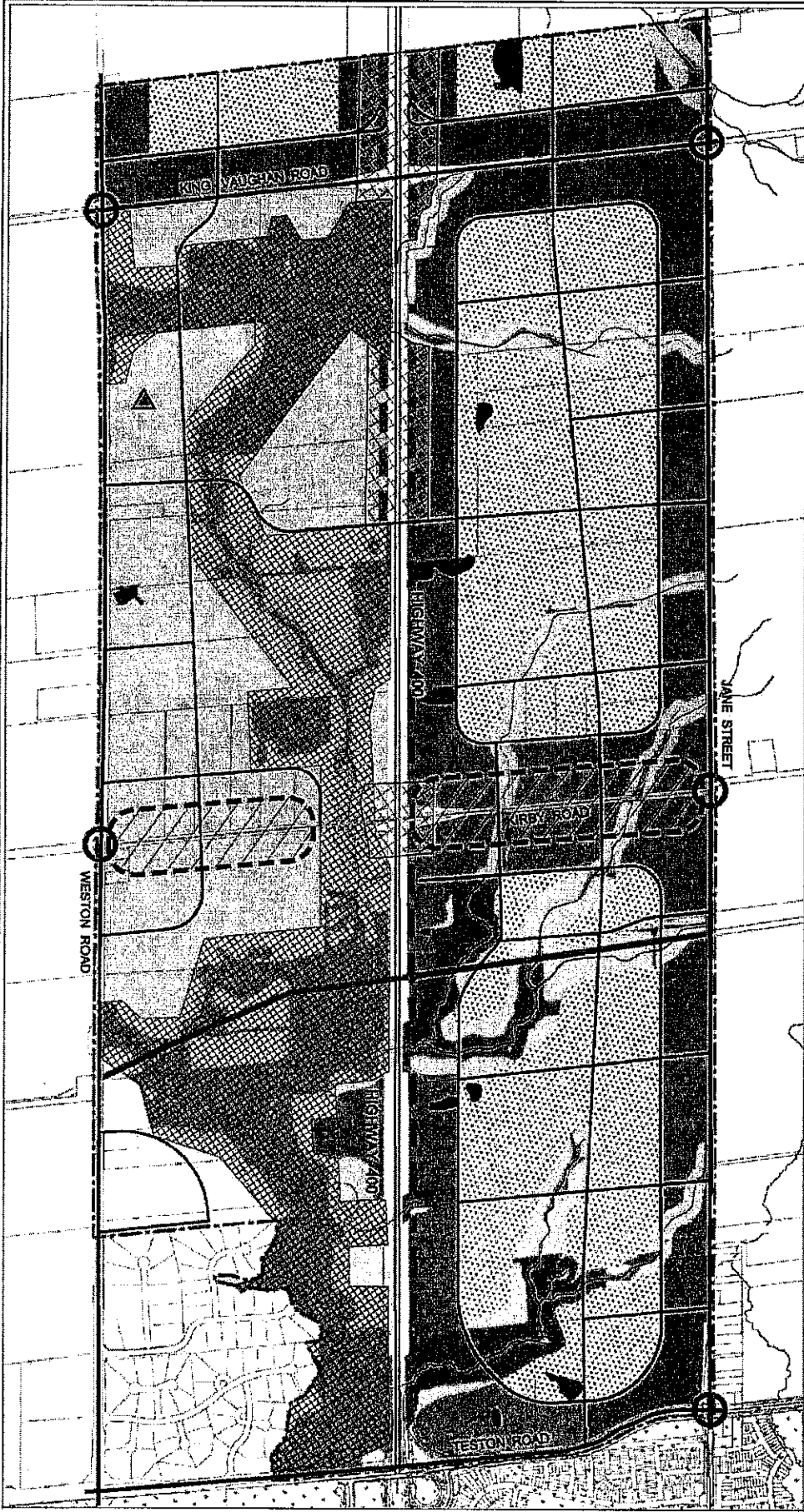
MAP 4
 Development Scenario 3
 East Employment Focus

May 9 2008



LEGEND

-  Study Area Boundary
-  Existing Urban Area
-  Provincial Controlled Access Highway
-  Arterial Road
-  Collector/Minor Collector Road
-  Character Road
-  Trans Canada Pipeline
-  Potential Interchange Study Area
-  Employment Area/Activity Centre
-  Significant Interface Area
-  Greenbelt Area
-  Stream Corridors
-  Significant Natural Features
-  Other Natural Features
-  Potential Regional Park Location (to be determined)
-  Estate Residential
-  Prestige Employment
-  Prestige Employment - Office/Business Campus
-  General Employment
-  Mixed Use - Employment / Commercial
-  Rural Area
-  Significant Enhanced Landscape Area



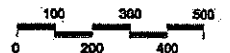
Attachment 4

City of Vaughan

Highway 400 North Employment Lands
Secondary Plan

MAP 5
Recommended Development Scenario
Highway 400 Employment Area

May 9 2008

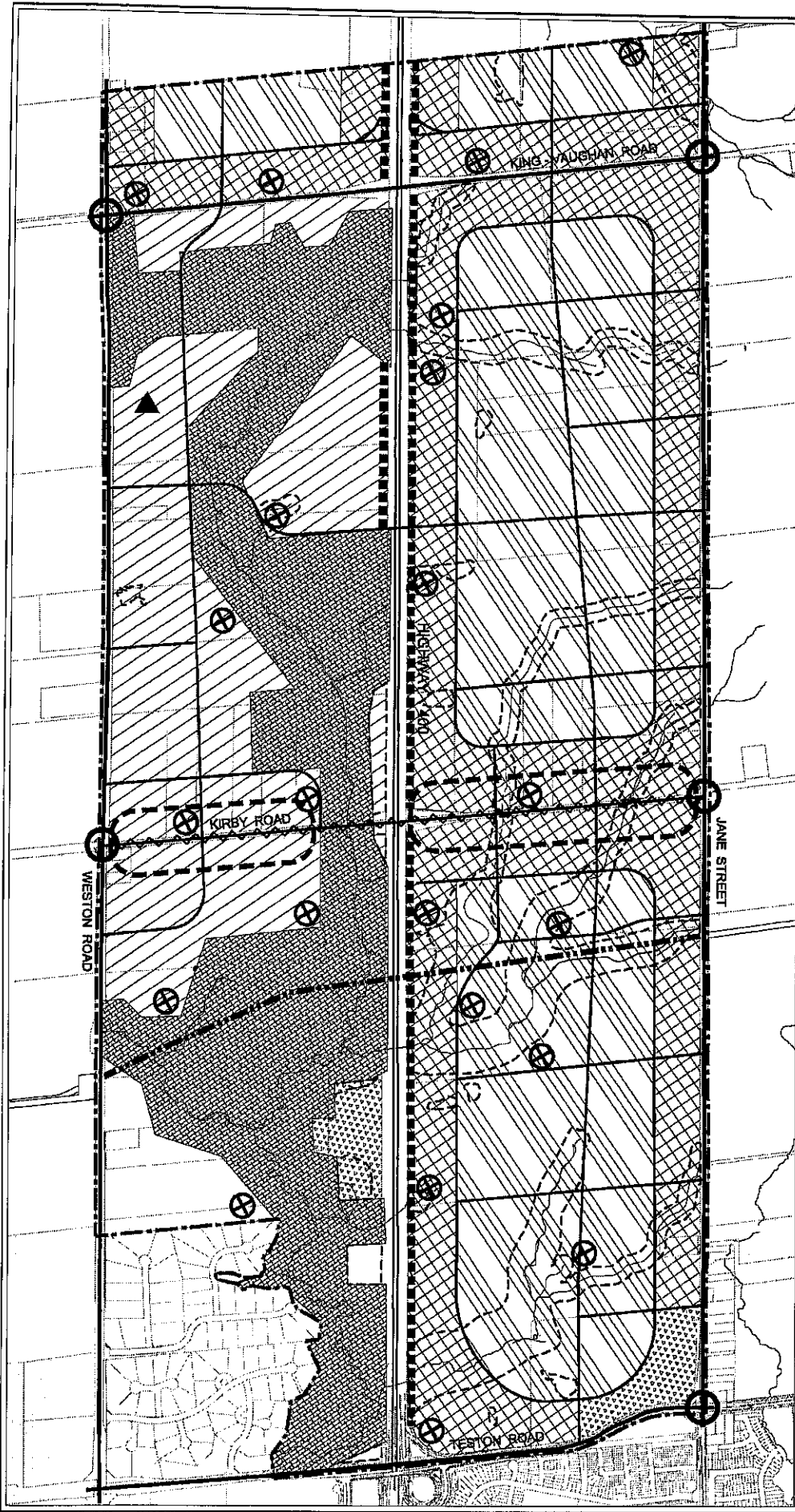


This is Schedule 'C' to
Amendment No. 637

Schedule 2D to OPA 450
Employment Area
(Highway 400 North)
Land Use Plan

LEGEND

- Structural Plan Boundary
- ==== Provincial Controlled Access Highway
- Arterial Road
- Primary Road (planned)
- ~ Character Road
- Trans Canada Pipeline
- Employment Area Activity Centre
- Significant Interface Area
- ▨ Greenbelt Natural System Area
- ▧ Potential Valley and Stream Corridor
- ⊗ Stormwater Management Facility
- ▲ Conceptual Regional Park (Location to be determined)
- ▩ Prestige Areas
- ▨ Prestige Areas - Office/Business Campus
- ▧ General Employment Area
- ▩ Mixed Use Area - Employment / Commercial
- Significant Enhanced Landscape Area



Attachment
5

