

**VAUGHAN CORPORATE CENTRE STREETScape & OPEN SPACE MASTER PLAN STUDY  
IMPLEMENTATION PLAN**

**Recommendation**

The Commissioner of Planning, the Commissioner of Engineering & Public Works, the Commissioner of Community Services and the Commissioner of Finance and Corporate Services, recommends:

THAT the following report and presentation by staff BE RECEIVED for information and further discussion of items identified.

**Economic Impact**

The implementation of the Vaughan Corporate Centre Streetscape and Open Space Master Plan will provide a framework for establishing the Corporate Centre – a “Regional Centre” - as both a functional and an appealing “downtown”, attracting more investment and assessment to the local tax base. There are no requirements for new funding associated with this report. Funding for this study was provided in the 2002 Operating Budget.

As part of development in the Corporate Centre, land for park sites can be provided through dedication under the Planning Act. Development on land which does not include a park site will be required to pay cash-in-lieu of parkland in accordance with the City's cash-in-lieu by-law and policies. Pursuant to Council's direction, all cash-in-lieu funds that are collected from development go toward land acquisition for parks. It is intended that funding for the construction of parks and streetscaping in the Corporate Centre, can be achieved, at least in part, through the next update of the City's Development Charges By-law. Notwithstanding these mechanisms, additional funding may be required to accomplish the Master Plan.

**Purpose**

The purpose of this report and presentation by Staff is to provide Council with an update of the Corporate Centre Streetscape & Open Space Master Plan Study, particularly with respect to the implementation strategy, prior to approaching the stakeholders and finalization of the Master Plan Study.

**Background - Analysis and Options**

**Purpose of Study**

On December 15, 2003, Council approved the Terms of Reference for the “Corporate Centre Streetscape & Open Space Master Plan Study”. The purpose of the study is to produce a Streetscape and Open Space Master Plan for the Corporate Centre (Attachment 1) that will:

- 1) prescribe the layout and design of the public spaces within the Corporate Centre Node, including pedestrian and bicycle connections with the greater Corporate Centre District, streets, squares, plazas, and parks, and;
- 2) provide criteria for the assessment of detailed development applications to ensure that they are in keeping with the overall design vision expressed by the Vaughan Corporate Centre Urban Design Guidelines Report, which was adopted by Council on January 19, 1998.

More specifically, the Master Plan (Attachments 2 & 3) is intended to guide development to create an attractive and vibrant urban center by:

- 1) defining and designing a system of streetscapes and open spaces;
- 2) providing design intent, guidelines and standards that will ensure physical unity throughout the Vaughan Corporate Centre for the long-term build-out of the area;
- 3) coordinating designs with proposed York Region Public Transit initiatives;
- 4) providing a basis for assessment of future development applications to ensure they are in keeping with the vision for the Corporate Centre, and;
- 5) devising a strategic implementation plan to guide funding and construction of the streetscape and open space system.

#### Consulting Team

On April 26, 2004, Council approved staff's recommendation to retain the firm EDA Collaborative Inc. (Landscape Architecture and Urban Design), together with their subconsultants to conduct the study. The sub-consulting team includes: Young + Wright Architects (Architecture & Urban Design Master Planning); J.H. Stevens (Planning & Development Consultants); Reich & Petch Design International (Wayfinding & Communications); Reid Voorhees and Associates (Transportation Engineers), and; MacViro Consultants (Civil Engineering).

#### Work Program

The work program for the study is as follows:

- 1) Background, Inventory and Analysis;
- 2) Conceptualization;
- 3) Preliminary Master Plan;
- 4) Draft Master Plan, and;
- 5) Final Master Plan

The study is currently near the end of the fourth stage of the work program.

#### Public Consultation

The study's design concepts were based on a three-part consultation program, which included one-on-one stakeholder interviews, a full day charette on July 29, 2004, and a series of meetings and workshops with City and Regional staff, and agencies. Further consultation with the stakeholders will be required prior to the finalization of the Master Plan.

#### York Region Rapid Transit Plan

In 2002 the Region of York completed a Transportation Master Plan that recommended rapid transit improvements in four corridor locations, including Highway 7 and the north-south link. In August 2005, the Region submitted the Highway 7 Corridor & Vaughan North-South Link Public Transit Improvements Environmental Assessment (EA) to the Ministry of Environment for approval. The Ministry requested written comments from the City of Vaughan on the EA by October 26, 2005.

The plans that were attached to the EA study had shown a more basic treatment of Avenue 7 (Highway 7) and rapid transit through the Vaughan Corporate Centre when compared to the draft Master Plan document as part of the Corporate Centre study. On October 17, 2005, Council adopted resolutions contained in a report entitled "Design Concept For Avenue 7 Including Rapid Transit Through The Vaughan Corporate Centre". The primary resolutions that were adopted by Council included direction to the Region of York of Vaughan's preferred configuration for Avenue (Highway 7) and rapid transit through the Corporate Centre, and to ensure that the cost of this portion of the project is included in the Region of York's budget.

#### Draft Master Plan

The Draft Master Plan document describes a development framework that builds on Official Plan Amendment #500 (Corporate Centre Plan), OPA #528 (Road Network Improvements) and OPA #529 (Higher Order Transit Corridor Protection Study) and the Vaughan Corporate Centre Urban Design Guidelines Report. The Draft Master Plan document consists of a Master Plan Concept, streetscape guidelines for the primary, secondary and tertiary roads, built form, parks and open space guidelines, design standards, phasing and implementation.

On October 25, 2005, the consultant for the study presented the Draft Master Plan to a Working Session of the Committee of the Whole. The Committee's recommendation to receive the information was adopted by Council on October 31, 2005.

#### Proposed Implementation Strategy

The consultant has prepared an implementation strategy for the proposed open space/parks and streetscaping within the Corporate Centre study area. The following summarizes its content and recommendations:

- 1) Amendment to the Corporate Centre Plan (OPA No. 500)
  - a) designate the location and size of parkland, public open space and key natural heritage features within the Node;
  - b) identify preferred streetscape cross sections for the roads;
  - c) identify the pedestrian and bicycle system within the area;
  - d) identify the preferred urban design treatment of the public realm (parks, open space, boulevards), and the private realm in terms of streetscape and built form adjacent to street edges and open spaces;
  - e) include, as an appendix, the conceptual land use demonstration plan that identifies the potential distribution of uses within the Node and forms the framework for the open space plan; and
  - f) coordinate all of the Corporate Centre initiatives into one comprehensive document that would be beneficial in promoting the Corporate Centre to various public and private interests.
- 2) Amendment to Zoning By-law 1-88
  - a) to rezone proposed park locations to an OS2 Open Space Park Zone; and
  - b) incorporate provisions into the C9 Corporate Centre Node Zone to reflect any urban design recommendations resulting from the study.

### 3) Parkland & Open Space Acquisition Strategy

#### a) Parkland Acquisition

- i) parkland can be acquired through Section 42 of the Planning Act (conveyance of land for park purposes), which provides for a maximum dedication not exceeding 1ha./300 dwelling units and/or 2% of the land for commercial or industrial purposes or payment of the value of such land otherwise required to be conveyed;
- ii) a total of approximately 2520 high density and mixed use residential units, 53.85 ha of commercial and 3.48 ha of mixed use commercial lands could be accommodated in the Corporate Centre Node. Based on the maximum standards of the Planning Act, this amount of development would generate 9.55 ha of parkland (8.4 ha + 1.15 ha). The specific amount of parkland will need to be adjusted to account for parkland dedication/cash-in-lieu already provided as part of existing commercial development within the Node (approximately 0.25 ha of parkland). Note: The total number of high density/mixed use residential units (2520) may have to be revised upward if plans change as a result of more aggressive development proposals. Accordingly, the total area of parkland will need to be increased to meet the recreation needs of the future residents.
- iii) a total of approximately 4.5 ha of parkland is proposed in ten locations in the Node, which is below the projected parkland dedication requirement of 9.55 ha (based on unit estimate of 2520).

#### b) Timing of Acquisition

- i) given the long term nature of development within the Node, it would be beneficial to obtain parkland early in the process in order to establish a municipal and a pedestrian presence that is currently lacking, and to avoid higher land costs in the future;
- ii) where parkland would not serve an immediate function, then its acquisition may be secured but the conveyance delayed in order to correspond with development or acquired at the time of development;
- iii) parkland areas should be obtained as a condition of development on lands under the same ownership;
- iv) establish parkland credits for landowners who over dedicate at any point and require parkland credit toward future phases of development within the Corporate Centre.

#### c) Cash-in-lieu of Parkland

- i) development on land which does not require a park will be required to pay cash-in-lieu of parkland in accordance with the City's Cash-In-Lieu By-law and policies; funds that are generated are deposited into a city-wide account for acquisition of parkland;

#### d) Funding Parkland Construction

- i) park construction that will be required in the Node is not currently identified for funding by Development Charges. The cost for all parks should be reviewed and included in the next update of the Development Charge By-law;

#### e) Funding Streetscape Improvements

- i) The current Development Charge By-law includes streetscape treatment for some roads. The cost and extent of streetscape improvement for all roads should be reviewed and included in the next update of the Development Charge By-law, together with determining alternative funding sources (ie. taxation, developer contribution, long term debt) for streetscape improvements in excess of City standards allowable under the DC Act.

#### 4) Urban Design Elements Implementation Strategy

- a) Avenue 7 is under the jurisdiction of the Region of York. The road within the existing ROW will: i) undergo a major transformation to accommodate a regional rapid transit route; ii) require a complete reconstruction of the road, including pedestrian features such as streetscaping, open spaces, and transit; iii) these works will be undertaken by the Region through the Regional Development Charge and other funding sources other than the City;
- b) Jane Street is under the jurisdiction of the Region of York and is envisioned to have a wide green corridor on both sides. The existing stormwater management pond at the NE corner of Jane and Avenue 7 and the downstream channel will require extensive restoration/rehabilitation works; funding for retrofitting will be required as a condition of development approval as it occurs;
- c) Ring Road & Millway Avenue infrastructure and related streetscape elements are itemized in the City's Development Charge By-law;
- d) Edgeley Blvd./Interchange Way are under the jurisdiction of the City. These roads exist and will require enhanced planting, lighting and sidewalks. Funding for these streetscape improvements could be required as a condition of development approval as it occurs;
- e) The City will need to secure the required road right-of-ways and streetscape elements for the roads. Road dedications can be achieved either through subdivision or consent (severance);
- f) The development costs associated with the parkland within the Node will need to be estimated. These items should be included in the next Development Charges By-law to the extent allowable under the DC Act;
- g) Costs for streetscaping will need to be estimated this should be included in the next Development Charges By-law to the extent allowable under the DC Act.

#### 5) Servicing

- a) a comprehensive Master Servicing Strategy is required for the Corporate Centre. Funding to complete this Strategy will be accommodated via existing provisions in the current Development Charges By-law. Further, this project has been approved in the City's 2006 Capital Budget Program. The funding for construction of all required infrastructure as identified in the Master Servicing Strategy will be secured through development applications. Special area development charges may also be implemented for area specific infrastructure requirements.

#### 6) Community Improvement Plan

- a) A Community Improvement Plan could be employed as a means for implementation to integrate the parks, open space and urban design objectives into a portion or all of the Node, as proposed by the Highway 7 Land Use Futures Study. Draft OPA 663 proposes

to amend the Corporate Centre Plan (OPA 500) by including provisions which utilize the Community Improvement powers of Section 28 of The Planning Act to establish an incentive-based strategy to development.

Under this strategy, the identified areas normally display some or all of the following characteristics: inadequate infrastructure or community services, building or property deterioration, densities too low to support planned transit facilities, and site contamination requiring environmental site remediation. This strategy enables the City to engage in a variety of activities aimed at facilitating redevelopment, including acquiring, holding and preparing land for community improvements, constructing or rehabilitating buildings, selling, leasing or disposing of land and buildings, and making grants or loans to property owners to pay for the costs of rehabilitating lands and buildings.

#### Parkland Sites – Basis for Location and Need

A total of 4.5 ha of parkland is provided in ten locations within the Node (Attachment 3) The location of the parks was based on a number of criteria, including:

- 1) implementing the conceptual parkland framework that was developed through the study process;
- 2) responding to future development opportunities for commercial, mixed-use and higher density residential development;
- 3) an integration with transit initiatives;
- 4) providing a public presence and visibility in the area;
- 5) providing a practical distribution of parkland within the Node.

The conceptual land use demonstration plan that was prepared through the study process (Attachment 4) would require the provision of a total of 9.55 ha of parkland (based on the maximum standards of the Planning Act of 1 ha/300 dwelling units and 2% commercial land area). The land use demonstration plan is based on a review of land use opportunities within the area and a 2200 unit estimate contained in OPA 600. The implementation strategy identifies a total of 2520 residential units in high density and mixed use development, 53 ha of commercial, and 3.48 ha of mixed use commercial lands that could be accommodated within the Node.

Recent discussions with owners of lands within the Corporate Centre regarding preliminary development proposals indicate that the projected number of dwelling units for the Node may be underestimated. Lands located at the east end of the Node (municipally known as 2900 Highway 7) has existing zoning (established in 2001) that permits a maximum of 1071 units. This property alone represents almost one-half of the total number of units projected for the Node. The Highway 7 Land Use Futures Study, which is nearing implementation stage of its recommendations, recognizes the potential for additional housing units as the Corporate Centre matures in response to the market place. The study indicates that the Node can accommodate well in excess of 600,000 sq.m. of gross floor area, which is beyond the upper limit originally anticipated in OPA #500.

Further, there is a deficiency of parkland in the overall Corporate Centre area due to in part to the surrounding employment lands. The closest existing park to the Node is located approximately 1 km to the west, west of Highway 400 on Blue Willow Drive. To the north, the closest park is located 4 kms away, north of Rutherford Road. To the east, Southview Park located between Keele Street and Dufferin Street, south of Regional Road 7, is 2.5 kms away. There are no parks between the Corporate Centre and the south limits of the City (Steeles Avenue). For these

reasons, staff is looking for parkland opportunities just outside the Node/study area and within the Corporate Centre District.

#### Potential Parkland Sites Outside the Node

The Corporate Centre Node is located on the east side of Highway 400. Since the highway represents a significant physical barrier to the west, the logical area for additional parkland opportunities that would serve the Corporate Centre would be within the Corporate Centre District lands surrounding the Node east of the highway. Attachment 5 identifies the location and area of vacant lands that are located within the District surrounding the Node.

It is projected that 9.55 ha of parkland will be required from development within the Node, whereas 4.5 ha is proposed. At the present time, the adjacent District area has approximately 25 ha of vacant land (excluding lands with development approval/applications) and could provide up to an additional 5 ha of parkland in the form of one or two park sites. A larger "District Park(s)" would benefit future residents of the Node and the surrounding commercial/employment areas by providing for more active parkland activities such as baseball or soccer fields. Urban parks within the Node will be small in size and have more passive usage relative to a typical suburban park, which tend to be larger in size and have more active use. Urban parks also tend to be more expensive to construct and maintain relative to a typical suburban park.

Vacant sites within the District surrounding the Node east of Highway 400 should be examined further for potential parkland opportunities to serve the Corporate Centre area. Subject to Council's endorsement to look outside the Node (study area) for additional parkland, staff would identify the findings of this exercise and include any recommendations in the final report to Council.

#### Cash-in-lieu of Parkland Policy

Pursuant to Council's direction, all cash-in-lieu funds that are collected from development go toward land acquisition for parks. The proposed "urban" parks within the Corporate Centre Node will require special attention including additional cost of construction treatment, furnishing and maintenance of urban parks tend to be more expensive than the typical suburban park. Priority for obtaining parks within the Node should be achieved through parkland dedication at the time of development.

#### Master Servicing Strategy Report and Plan for the Corporate Centre

The City will initiate a Master Servicing Strategy for the Vaughan Corporate Centre. The principal objective of this study is to develop a functional Master Servicing Plan to support the full build-out of the Corporate Centre. The report and plan will address sanitary drainage, water supply, stormwater management, preliminary grading, right-of-way cross section details, and the ring road overpass of the existing stormwater management pond near the northeast corner of Jane Street and Avenue 7.

The Master Servicing Strategy is expected to be completed by the end of 2006. The outcome of this project may effect the Final Master Plan of the Streetscape and Open Space Study and the implementation strategy. For example, the road cross-section details of the servicing study will identify underground utilities and services, which may have an effect on the location, type and size of streetscaping treatment within, and adjacent to, the planned roads. Similarly, the stormwater management component of the Servicing Study may determine and further refine some of the parks and open space areas, particularly in the vicinity of the storm pond and associated channel at Jane Street and Avenue 7.

### Links 4 & 5 Environmental Assessment

OPA #528 identifies two future new roads (referred to as Links 4 and Link 5) to improve traffic movement in the vicinity of the Vaughan Corporate Centre ring road. The intent is that these links would facilitate north-bound highway and arterial road traffic exiting and entering the east side of Highway 400. The determination of these links would be through a completed Environmental Assessment. The Region of York has initiated an Environmental Assessment for Links 4 and 5 and associated road improvements at Highway 400 and Regional Road 7. It is expected that this EA will be completed in 2008.

### Traffic Control/Design Feature

OPA #528 identifies a traffic control/design feature at the east and west limits of the Corporate Centre Node where the ring road intersects with Regional Road 7. The design feature will be composed of a centre island, bounded on the north and south by traffic lanes which provide for east-west flow. They will provide for right-in-right-out access and egress to the north and south segments of the ring road. The final form of the traffic control/design feature shall be established through the detailed design of the Highway 7 Corridor & Vaughan North-South Link Public Transit Improvements Environmental Assessment and to the satisfaction of the Region of York, the City of Vaughan (and the Ministry of Transportation for the westerly feature only). The Master Plan identifies design options at these locations. Development adjacent to these locations prior to the determination of the final form of the traffic control/design features may be allowed to proceed, subject to protecting for the road right-of-way/radius and satisfying all requirements of the City of Vaughan, Region of York and the Ministry of Transportation.

### Next Steps

The next steps for the Master Plan Study are as follows:

- 1) Finalize the Draft Master Plan by incorporating comments from staff, Council and landowners
- 2) Present the Final Master Plan at a Public Hearing
- 3) Committee of the Whole meeting and recommendation
- 4) Implementation of the Plan (eg. Amendment to the Official Plan and/or Comprehensive Zoning By-law 1-88).

A further analysis and report on determining the projected cost for park development and streetscaping within the Corporate Centre should be undertaken. There will be additional tasks to be undertaken that arise from this study, which address marketing strategies, wayfinding, lighting and sustainable development.

### Relationship to Vaughan Vision 2007

The development of the Corporate Centre Streetscape and Open Space Master Plan Study reinforces Vaughan Vision 2007 and will result in the fulfillment of the following strategic priorities:

A-2 Promote Community Safety, Health & Wellness.

The provision of a high quality and balanced approach to a well-designed public and private realm, and constituent services, will enhance public safety.

A-4 Promote Economic Development.



The proposed Master Plan will serve as a promotional tool in its depiction of the Corporate Centre development and will encourage investment due to a clear design commitment to the public realm and associated private development.

A-5 Plan, manage and maintain, growth, development and infrastructure.

The proposed Master Plan will give assurance to the development community and to existing and future occupants, of the City's commitment to the area and signify the high level of development expected.

The development of the Corporate Centre will support transit use, and conversely, transit development will serve as a catalyst for the development of the Corporate Centre. The Master Plan is required to direct such development.

### **Conclusion**

The Vaughan Corporate Centre Streetscape and Open Space Master Plan Study and Draft Master Plan document is approximately 85% complete. The proposed implementation strategy is an integral component of the study since it recommends how the Master Plan can be achieved.

Staff recognizes that there is a parks deficiency in the Corporate Centre area by virtue of the surrounding employment lands. The study's consultant proposes 4.5 ha of parkland in the form of ten parks to be located within the Node, whereas 9.55 ha will be required based on 2520 units. Staff has identified approximately 25 ha of vacant land in the District (excluding lands with development approval/application), adjacent to the Node and east of Highway 400, of which up to an additional 5 ha could serve as a District park(s) for more active use. Parks within the Node would be more urban, smaller and more passive. Pursuant to Council's direction to conduct work outside the boundary of the study area (Node), the Parks Department, in consultation with the Policy Planning/Urban Design Department, would further examine these vacant sites within the District and report back with recommendations as part of the final report on the study in the Fall 2006.

One of the key components of the implementation strategy for securing parkland in the Corporate Centre is to incorporate, by designation in OPA 500 (Corporate Centre Plan), the location and size of parkland, public open space and key natural heritage features. This would be followed by an amendment to Zoning By-law 1-88 to rezone these lands from C9 Corporate Centre Zone to an OS1 Open Space Conservation Zone for open space storm ponds and channels, and to OS2 Open Space Park Zone for parkland. This process will require a public hearing and would apply to any lands proposed for parks in the adjacent District.

Another key component of the implementation strategy is determining the means for funding the construction of the proposed parks and streetscaping. An urban park has not been included in the current Development Charge By-law. The cost associated with these works should be reviewed and included in the next update to the Development Charges By-law to the extent allowable under the DC Act. Where the works identified for parks construction and streetscaping are in excess of City Standards allowable under the DC Act, a further report is required to identify alternative funding sources (ie. taxation) or amend the plan.

Staff is working with the consultant to finalize the Draft Master Plan. The finalization of the Master Plan should await the findings and conclusions of the Master Servicing Strategy for the Corporate Centre, which is expected by the end of 2006. Pursuant to Council's direction, Staff will proceed with pursuing the implementation strategy as identified in this staff report. Further public consultation and staff comments are required in order to finalize the document. City staff will continue to work with the consultant in terms of achieving further details on detailed streetscape, built form, stormwater management, sustainable development, and the implementation of a final plan. The study and plan must be completed before it can be implemented.

Therefore, it is recommended that the presentation from staff on the implementation strategy of the Corporate Centre Streetscape & Open Space Master Plan Study be received for information.

**Attachments**

1. Location Map
2. Corporate Centre Streetscape & Open Space Master Plan
3. Master Plan Concept
4. Conceptual Land Use Demonstration Plan
5. Vacant Land Map –Corporate Centre District (east of Highway 400)

**Report prepared by:**

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Respectfully submitted,

JOHN ZIPAY  
Commissioner of Planning

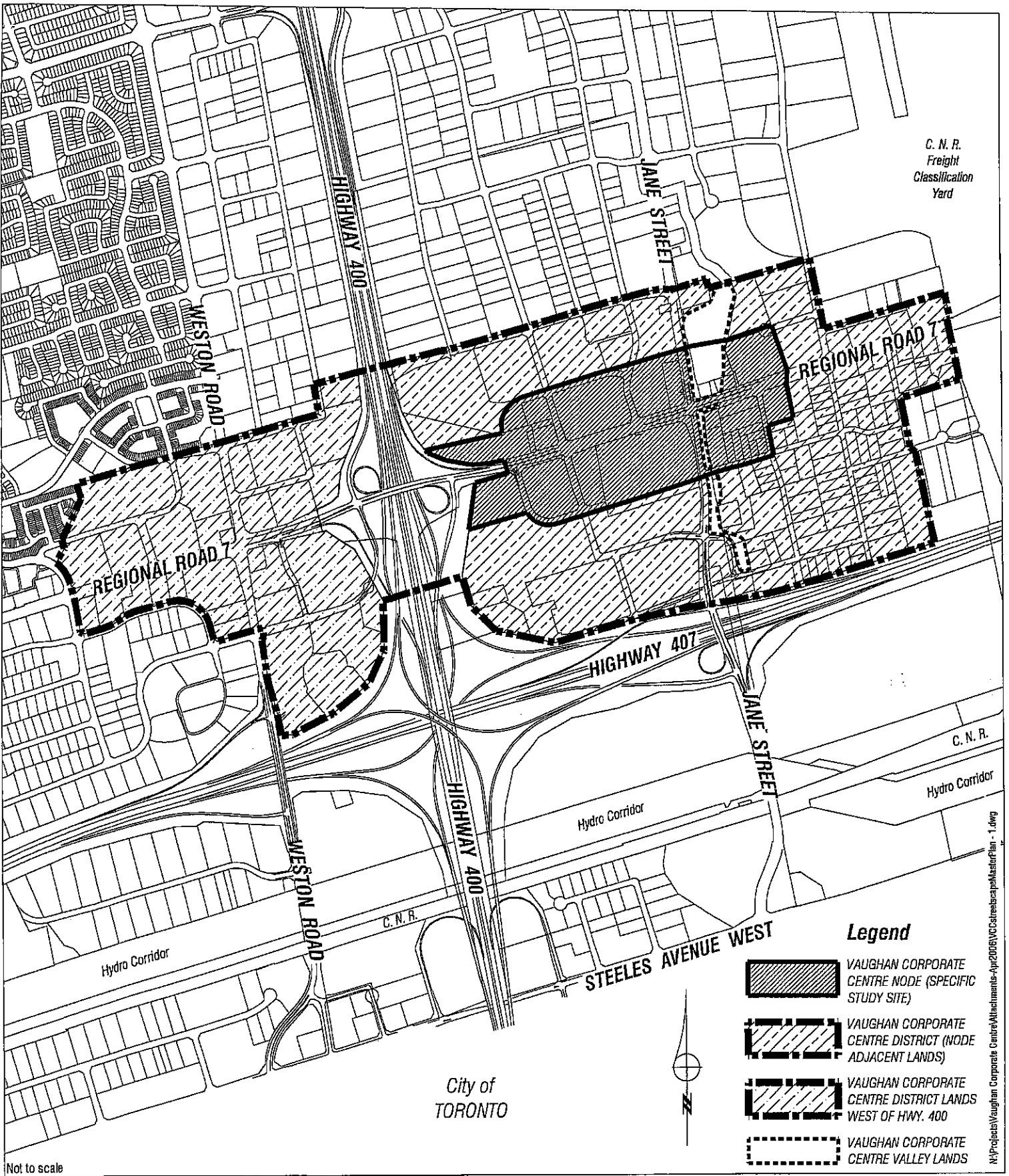
BILL ROBINSON, P. Eng.  
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Public Works

CLAYTON HARRIS  
Commissioner of Finance & Corporate Services

MARLON KALLIDEEN  
Commissioner of Community Services

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Not to scale

# Vaughan Corporate Centre Streetscape & Open Space Master Plan Study Site

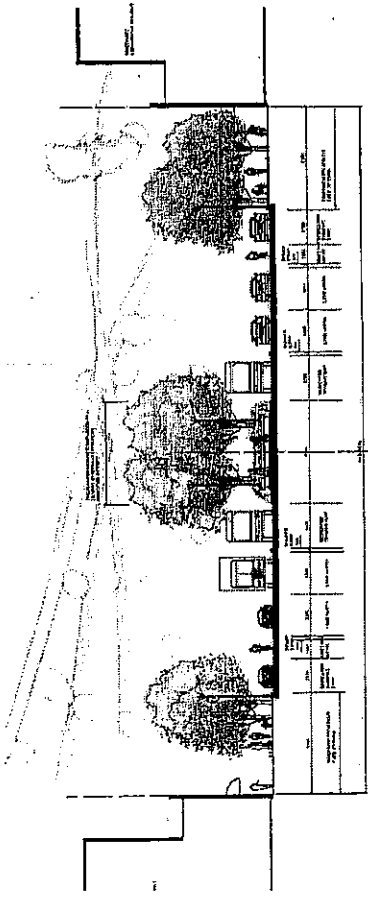


Development Planning Department

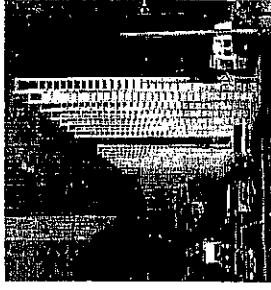
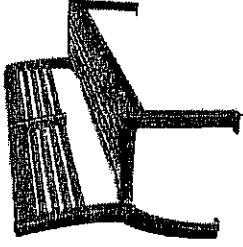
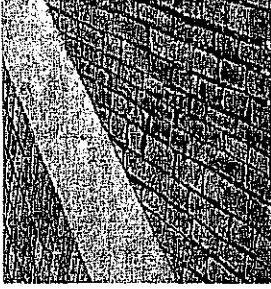
# Attachment 1

Location:  
Part Lots 4, 5, 6  
Concessions 4, 5, 6  
Date: April 18, 2006

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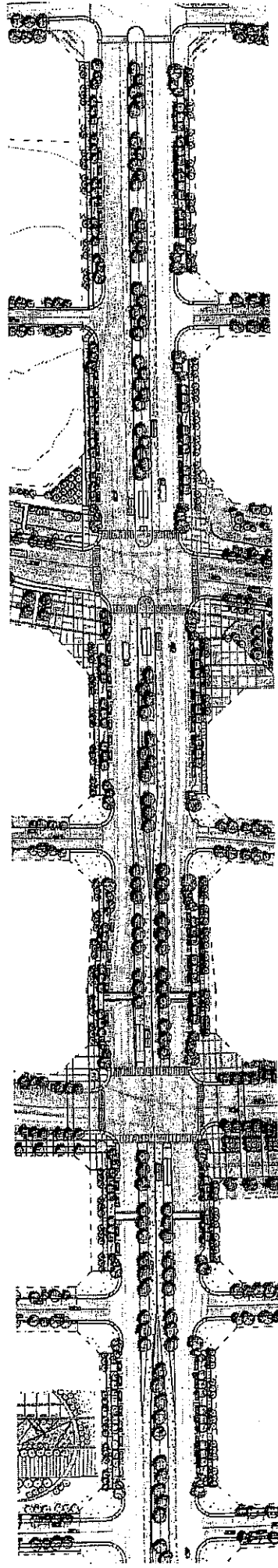


Avenue 7 – Typical Streetscape C (Option 1) – Median Section

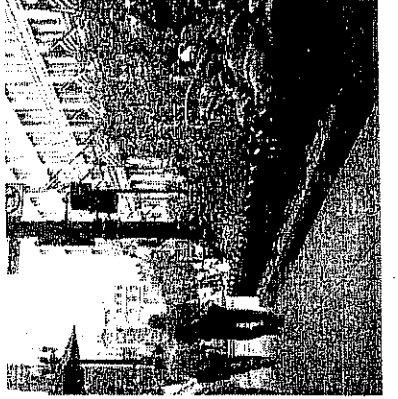
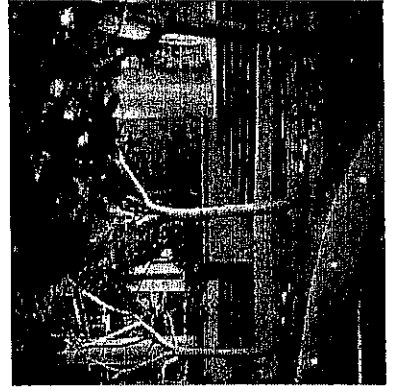
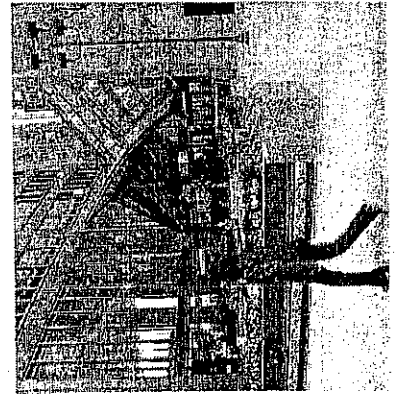
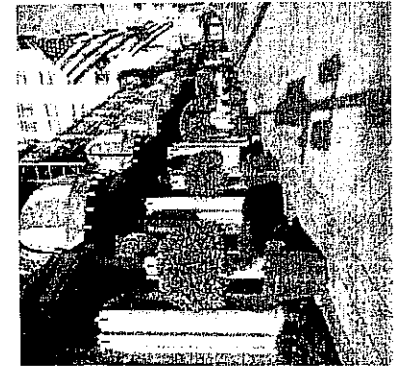


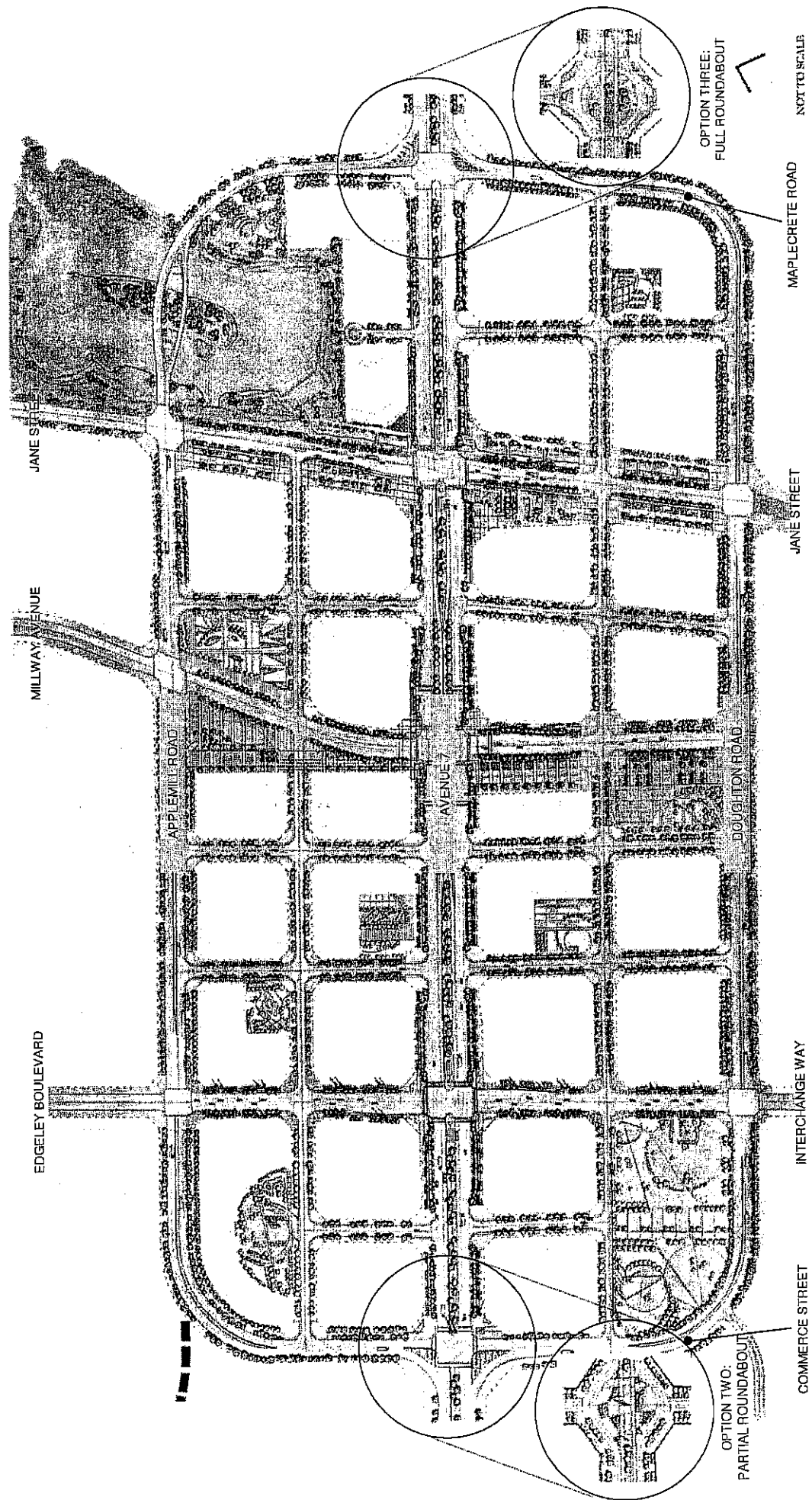
MILLWAY

JANE



Avenue 7 - Plan





OPTION THREE:  
FULL ROUNDABOUT

OPTION TWO:  
PARTIAL ROUNDABOUT

MAPLECRETE ROAD  
NEXT TO SCALE

JANE STREET

INTERCHANGE WAY

COMMERCE STREET

VAUGHAN CORPORATE CENTRE  
STREETSCAPE AND OPEN SPACE MASTER PLAN STUDY

**DRAFT**

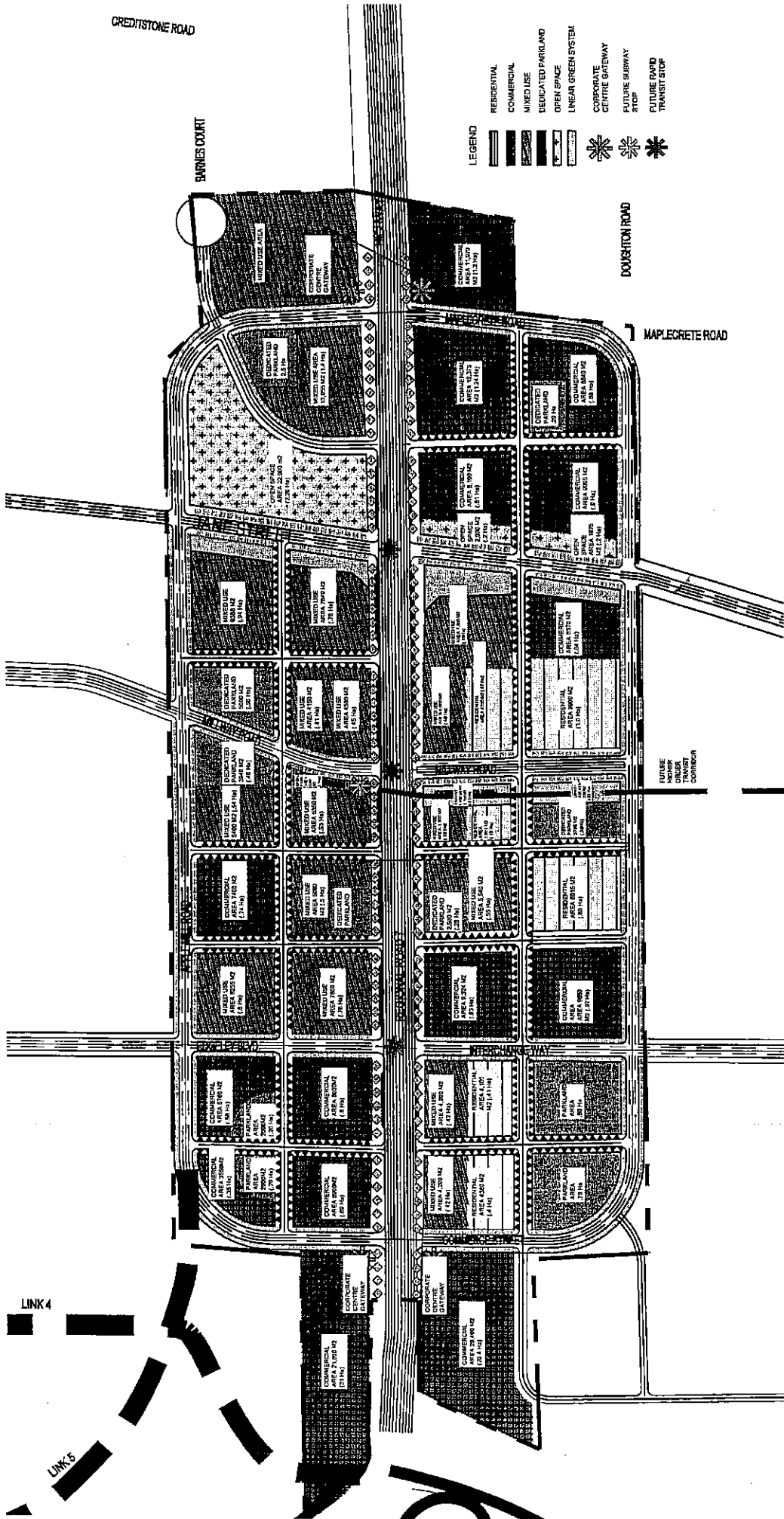
Attachment 3  
Master Plan Concept

Prepared for the Corporation of the

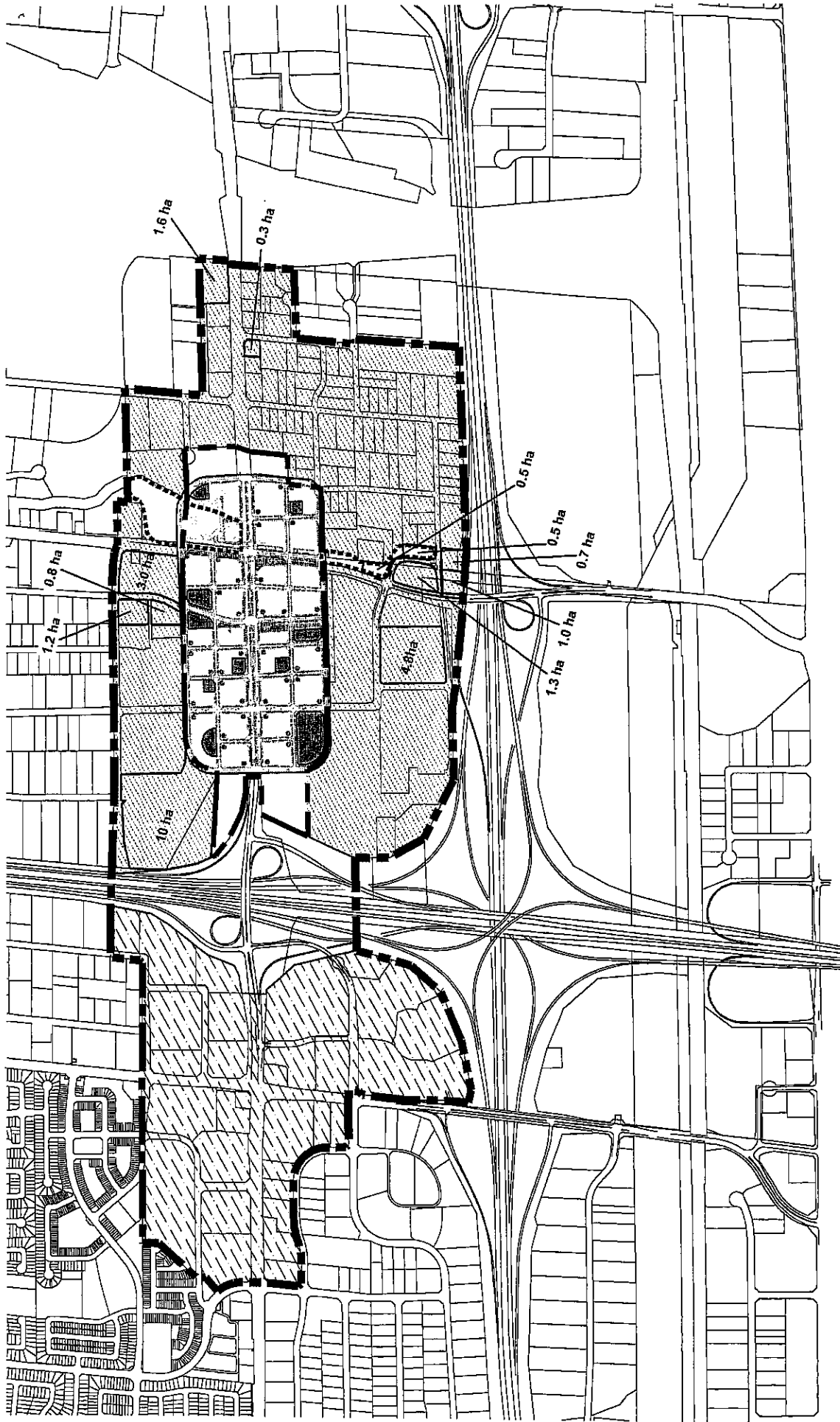


Young + Wright Architects  
JH Stevens Planning and Development Consultants  
Reich + Petch Design International  
Reid, Voorhees & Associates  
MacVivo Consultants Inc.

# Land Use Demonstration Plan



## Attachment 4 CONCEPTUAL LAND USE DEMONSTRATION PLAN



Attachment 5  
**VACANT LAND MAP -  
 CORPORATE CENTRE DISTRICT  
 (East of Highway 400)**

- VAUGHAN CORPORATE CENTRE VALLEY LANDS
- PARKS
- OPEN SPACE
- VAUGHAN CORPORATE CENTRE NODE (SPECIFIC STUDY SITE)
- VAUGHAN CORPORATE CENTRE DISTRICT (NODE ADJACENT LANDS)
- VACANT LANDS (WITHIN NODE ADJACENT LANDS)
- VAUGHAN CORPORATE CENTRE DISTRICT LANDS WEST OF HWY. 400
- URBAN COURTYARDS (PRIVATE REALM)