

**1.      OFFICIAL PLAN REVIEW  
         CITY-WIDE POLICIES  
         FILE 25.1**

**P.2010.23**

**Recommendation**

The Commissioner of Planning recommends:

THAT the Public Hearing report for File 25.1 (Draft Vaughan Official Plan – Volume 1) BE RECEIVED; and, that any issues raised at the public meeting and comments submitted in writing be addressed by the Policy Planning Department in a comprehensive report to the Committee of the Whole.

**Contribution to Sustainability**

Goal 2 under Green Directions Vaughan, the City's Community Sustainability and Environmental Master Plan, has a focus on the new Official Plan to "ensure sustainable development and redevelopment". Indeed, the opening description of Goal 2 essentially describes the transformative vision of the new Official Plan.

"Vaughan is committed to sustainable land use. Vaughan Tomorrow, our consolidated Growth Management Strategy – 2031, has a central focus on creating a cutting-edge Official Plan that will provide for increased land use densities, efficient public transit, considerations for employment lands and open space systems, as well as walkable, human scale neighbourhoods that include services, retail, and an attractive public realm. ... The plan will guide the creation of the physical form that will reflect a "complete" community."

While the City of Vaughan Official Plan: A Plan for Transformation most prominently implements Goal 2 of Green Directions Vaughan (GDV), the policies and vision of the Official Plan address almost every aspect of the community sustainability strategy. Key sustainability initiatives of Green Directions Vaughan that are addressed in the Official Plan are listed below.

Demonstrating leadership through green building and urban design policies (GDV Goal 1 and Goal 5).

Protecting green space and countryside by establishing a Natural Heritage Network and limiting urban expansion (GDV Goal 2).

Policy direction regarding intensification areas will help to implement objective GDV Goal 3, by putting people closer to transit stops and transit corridors and closer to where they work and shop.

Mixed use communities in the Vaughan Metropolitan Centre and other Primary and Local Centres, together with an emphasis on design excellence are to foster vibrant communities (GDV Goal 4).

An overall vision and policy structure that supports implementation of Green Directions Vaughan (GDV Goal 5 and Goal 6).

## **Economic Impact**

The draft Official Plan establishes the planning framework for development throughout Vaughan to 2031. The draft Official Plan will have a positive impact upon the City of Vaughan in terms of managing growth and fostering employment opportunities while fulfilling the City's obligations to conform with Provincial policies and meet Regionally imposed targets for residential and employment growth.

## **Communications Plan**

The project status, analysis and results of the New Vaughan Official Plan review was communicated to the public through an extensive public engagement and consultation process. The public engagement process is outlined in more detail under the Background section of this report. The Notice of statutory Open House and Public Meeting (Hearing) was given on April 12, 2010. The Public Open House on May 3, 2010 provided an opportunity for the public to comment on the draft Official Plan and the various completed background reports in support of the new Official Plan. Notices were mailed to local residents requesting notification, posted on various online webpage's including the City of Vaughan website, Vaughan Tomorrow, City Page Online and the Planning Department Notice of Public Hearing(s) webpage. Notices were published in various local Vaughan papers including the Vaughan Weekly, Vaughan Liberal, and Vaughan Citizen. Notices were also mailed out to resident's who wish to be contacted.

The consultation process to-date also include regular meetings with City and Regional staff members, members of the Official Plan Consulting Lead Team, Urban Strategies Inc., and a monthly project status update to the Official Plan Review Committee.

## **Purpose**

The purpose of this report is to introduce the draft Official Plan, replacing most of the City's existing Official Plan documents, and establishing a comprehensive framework of planning policies to guide and manage growth and development. This report presents a summary of the draft Official Plan and the process of its preparation. Copies of the draft Official Plan have been provided to Council and are available on the City's website and at the Planning Department.

## **Background**

### **Location**

The draft Official Plan applies to all lands within Vaughan, as shown on Attachment #1 (Schedule 1 – Urban Structure). The final Official Plan document will be produced in two volumes. This public hearing deals with city-wide policies, Volume 1 which will generally be applicable throughout Vaughan. A separate public hearing will be held on June 14, 2010, to deal with Volume 2 which will contain the secondary plans resulting from focused area studies currently being completed and applicable to a number of areas which require detailed planning analyses and policies. That public hearing will also deal with a limited number of site-specific policies applicable to individual properties and small collections of properties in some parts of Vaughan.

### **Official Plan Designations**

The draft Official Plan introduces a set of land use designations applicable to lands throughout Vaughan. Attachment #2 (Schedule 13 – Land Use) shows the generalized land uses throughout Vaughan. The Official Plan also includes an enlarged series of land use maps for each part of the City, enabling the reader to more clearly read and understand the detailed land use information presented therein, and the maximum permitted heights and densities which are identified on the maps or described in the policies of the Plan. The only exceptions are those lands where secondary plans are currently in preparation through the focused area studies, or

where future secondary plans are required to be prepared as shown on Attachment #3 (Schedule 14 – Areas Subject to Volume 2 Policies).

### Zoning

The zoning provisions of By-law 1-88 will remain in effect until they are updated or replaced by zoning consistent with the new Official Plan. Following approval of the Official Plan, it is anticipated that work will begin on preparation of a new zoning by-law to bring zoning provisions into conformity with the draft Official Plan and that a budget and work schedule will be prepared for consideration by Council in the 2012 budget. The Planning Act requires that such a by-law be prepared within three years of approval of a new Official Plan.

### Official Plan Review Process and Related Studies

Council approved the terms of reference for the Official Plan Review on May 7, 2007.

On October 15, 2007, Urban Strategies Inc. was confirmed as the lead consultant of a multi-disciplinary team with land use, urban design, housing, market, environmental and transportation expertise. Other firms included in the Core Consulting Team were Hemson Consulting Ltd. and Gartner Lee Limited (which subsequently became a part of AECOM). AECOM was also retained under direction of the Development Engineering Department to carry out the Transportation Master Plan.

On November 5, 2007, at Council's direction, the Official Plan Review Committee (OPRC) began its regularly scheduled meetings to oversee and provide direction to the Official Plan Review process. To date, the OPRC has held 23 meetings in carrying out its mandate.

Concurrent with the Official Plan Review process, a number of related studies have been carried out, including ten background studies and five focused area (FA) studies:

1. Under the direction of the Policy Planning Department:
  - Commercial Land Use Review (urban Metrics Inc.)
  - Housing and Employment Land Needs Study (Hemson Consulting)
  - Social Services Study (Urban Strategies Inc.)
  - Natural Heritage Network Study (AECOM Ltd.)
  - Kleinburg/Nashville Rural Areas FA Study (The Planning Partnership)
  - Woodbridge Core FA Study (Office for Urbanism)
  - Yonge Street Area FA Study (Young Wright/IBI Group)
  - Vaughan Metropolitan Centre FA Study (Urban Strategies Inc.)
  - West Vaughan Employment Area FA Study (Urban Strategies Inc.)
2. Under the direction of the Cultural Services Department:
  - Built Cultural Heritage Study (R. Unterman/W. Morgan)
  - Cultural Heritage Landscapes Study (R. Williamson/W. Morgan)
  - Creative Together Cultural Plan (G. Baeker/K. Runnalls)
  - Archaeological Study and Plan (Archaeological Services Inc.)
3. Under the direction of the Economic Development Department:
  - Employment Sectors Strategy (Hemson Consulting)
4. Under the direction of the Development Engineering Department:
  - Transportation Master Plan (AECOM Ltd.)

These studies, together with the already approved Green Directions Vaughan, Active Together Master Plan, Fire Master Plan, and the Pedestrian and Bicycle Master Plan, have each generated valuable information and policy material which has been used to prepare the draft Official Plan.

Each of the background studies have been completed and presented to the Official Plan Review Committee. The Development Engineering Department is now initiating water and sanitary sewer master plans which will be based on and consistent with the draft Official Plan.

#### The Public Consultation Process

The Official Plan's innovative approach to public consultation, taken under Council direction and described below, garnered Vaughan a 2009 Award for Excellence in Communications and Public Education from the Ontario Professional Planners Institute.

The public consultation program ran throughout the Vaughan Tomorrow process and was tailored to the various stages of the program:

- A Speaker's Series kicked-off the consultation program, featuring invited experts speaking on a number of topics to engage and educate the public on issues of city-building.
- 5 Visioning Workshops were held in each of the communities to gather citizen input into the direction that the new Official Plan should take.
- A documentary film, "A Vision for Transformation", was prepared including contributions from experts, City Council, and citizens describing the need for change and a desired future for the City. This film was shown at Vaughan Tomorrow public meetings, was sent to ratepayer associations and community groups and was screened in libraries and at other public events.
- As background reports were prepared, summaries were provided in a series of Citizens' Bulletins, providing information on the various subject areas being studied in preparation of the new Official Plan. These Citizens' Bulletins, as well as the full length reports, were available at the Civic Centre, in libraries and on the dedicated Vaughan Tomorrow website.
- The Vaughan Tomorrow website acted as a clearing house for all Growth Management related news and information, including the interactive VaughanQuest city growth simulation software which allowed citizen's to see the potential impact of many growth management decisions on the quality of life, and shape of their city.
- The youth of Vaughan were also engaged an educational package which was made available to all Public and Catholic high schools in Vaughan.
- Workshops on the Vision for Transformation were held with land industry professionals, the general public and rate payers associations. The Vision for Transformation was also shared at smaller community events such as community dinners.
- As detailed analyses were prepared, two comprehensive open houses were held to inform the public and stakeholders of key issues and areas of discussion. At these events, representative of all supporting studies related to the preparation of the Official Plan were on hand to share findings and solicit feedback.
- The draft Official Plan was released in April, 2010.
- On May 3, 2010, a statutory open house was held to present the City-wide and site-specific policies of the new Plan.
- Each of the five secondary plans has been subject to its own separate consultation process. Statutory open houses were held, one in each ward, on April 7, 12, 14, 19 and 22. The five focused area studies are currently proceeding to their conclusion with the production of five secondary plans, which will be the subject of a separate Public Hearing on June 14, 2010.



- Notification of all of the open houses and public hearings was provided to the public via emailing, direct mailing and newspaper advertising in keeping with the notification policies of Council and the requirements of the Planning Act.
- Throughout the Official Plan process, information regarding public meetings, events, studies and reports associated with the Official Plan have been posted on the City's growth management web site, [www.vaughantomorrow.ca](http://www.vaughantomorrow.ca).

In addition to consultation with the general public, the Plan was prepared through regular consultation with related agencies such as York Region, the School Boards, and the Toronto and Region Conservation Authority to ensure a comprehensive and integrated approach.

### The Policy Context

The Official Plan addresses the City's long-term planning requirements to the year 2031 and, in addition to consolidating all former land use policy into one document. This Plan brings the City into conformity with recent Provincial and Regional land use policy direction.

#### i) Provincial Policy

The Planning Act requires municipalities to prepare an Official Plan to set out the municipality's general planning goals and policies that will guide future land use. Specifically, the Official Plan must contain "goals, objectives and policies established primarily to manage and direct physical change and the effects on the spatial, economic and natural environment of the municipality." Such plans are also required to be updated every five years, to ensure conformity with provincial plans and consistency with provincial policy statements.

The Provincial Policy Statement (2005) (PPS) requires that municipal official plans be consistent with its policies for the wise management of land in the Province including: support for intensification and more compact, transit-supportive land use patterns; the protection of employment lands; the redevelopment of brownfields; the promotion and development of clean energy sources and conservation for improved air quality; among other important policies. The PPS also requires that upper and lower tier municipalities coordinate their land use planning efforts, particularly in the area of allocating population and identifying areas for intensification.

The Oak Ridges Moraine Conservation Plan (2002) established the protection of the Oak Ridges Moraine - a significant natural heritage feature part of which is in the north east area of Vaughan. The Greenbelt Plan (2005) builds on the legacy of protection established for the Oak Ridges Moraine and protects agricultural lands, and lands performing vital ecological features, from urbanization. The policies in these plans generally protect these lands for agricultural, passive recreational, and traditional rural settlement area uses.

The Growth Plan for the Greater Golden Horseshoe (2006) ("the Growth Plan") sets growth targets to guide planning and growth management across the region and emphasizes intensification of already built-up areas, the preservation of designated Employment Areas for future economic opportunity; conservation of natural heritage areas; and multiple modes of safe and efficient transportation to move around. The Growth Plan also stipulates that conversions of employment land to other non-employment uses, and expansions to the urban area can only be made through a municipal comprehensive review, such as the statutory five year official plan review.

## ii) Regional Policy

The York Region Official Plan (YROP) has been updated to recognize recent Regional initiatives and to bring it into conformity with the recent Provincial planning changes described above.

The updated YROP is rooted in the concept of sustainability. The YROP policies will protect important natural features with an emphasis on enhancing the natural systems that shape and support the region, while also managing the growth of the rapidly urbanizing region with a shift toward greater intensification of the already built-up areas. The YROP sets intensification targets for each of the local municipalities. Community-building policies support this shift with a new policy focus on integrated city-building to create sustainable communities with a pedestrian-friendly, transit-supportive, transportation system that will reduce reliance on automobiles.

The YROP was under review while the Vaughan Official Plan was under development. Consequently, and in accordance with provincial policy, the two documents are well aligned and share a coordinated policy basis and approach to growth management. Where policies of the Regional Plan conflict with this Plan, the Regional Plan will prevail.

### The Vision for Transformation: Goals of the Official Plan

The Official Plan Review process included an extensive dialogue and visioning exercises whereby Vaughan residents were engaged to help define the main principles that would guide the development of Official Plan policies and land-use planning decisions. The main principles of Vaughan's Vision for Transformation and the resultant policies are summarized through eight key themes, listed below, which have become the goals of the Official Plan.

- Goal 1: Strong and Diverse Communities
- Goal 2: A Robust and Prominent Countryside
- Goal 3: A Diverse Economy
- Goal 4: A Vibrant and Thriving Downtown
- Goal 5: Moving Around without a Car
- Goal 6: Design Excellence and Memorable Places
- Goal 7: A Green and Sustainable City
- Goal 8: Directing Growth to Appropriate Locations

### Key Planning Objectives of the Official Plan

Policy 2.1.3.2 of the draft Official Plan establishes the primary land use planning and growth management objectives of the Official Plan as follows:

- a. identifying natural features, agricultural lands and rural areas where urban growth is not to be directed;
- b. directing a minimum of 45% of residential growth through *intensification*, and identifying *Intensification Areas* as the primary locations for accommodating *intensification* within Vaughan's built-up areas;
- c. ensuring the character of established communities is maintained;
- d. ensuring a sufficient supply of new Community Areas are designated in order to meet growth forecasts and these areas are developed as *complete communities* with a compact urban form that supports transit service and promotes walking, cycling and healthy living;

- e. ensuring a sufficient supply of employment lands are maintained to support economic growth;
- f. identifying a hierarchy of mixed-use centres to be developed in a compact form and at appropriate densities to support transit service and promote walking and cycling;
- g. promoting public transit use by encouraging transit-supportive densities and an appropriate mix of uses along transit routes, and particularly at VIVA stations, GO stations and future rapid transit stations;
- h. providing for a diversity of housing opportunities in terms of tenure, affordability, size and form;
- i. establishing a culture of design excellence with an emphasis on providing for a high-quality public realm, appropriate built form and beautiful architecture for all new development;
- j. ensuring environmental sustainability through the protection of natural features and ecological functions and through the establishment of green development standards to be achieved by all new development;
- k. developing a linked system of active and passive parks, greenways and natural areas throughout the City; and
- l. advocating for the community and social needs of Vaughan residents by working with senior levels of government and social service providers.

#### The Urban Structure of Vaughan

Future growth in Vaughan will be directed according to the Urban Structure Plan (Schedule 1), as shown on Attachment #1 which establishes a framework for guiding growth in Vaughan. Understanding the organization of the City on a macro level is necessary to achieving the overall objectives of directing growth to appropriate locations while protecting stable areas. To that end, the Urban Structure identifies locations for residential, mixed-use or employment intensification and clearly defines the community, employment and natural areas where major change is not desirable.

The Urban Structure Plan (Schedule 1) of the City of Vaughan includes the following structural components:

- a. Natural Areas and Countryside;
- b. Community Areas;
- c. Employment Areas;
- d. Intensification Areas, including:
  - i. the Vaughan Metropolitan Centre
  - ii. Primary Centres
  - iii. Local Centre
  - iv. Primary Intensification Corridors

The Urban Structure Plan also identifies areas subject to the Greenbelt Act, the Oak Ridges Moraine Conservation Act and the Provincial Parkway Belt West Plan.

Appendix A to this report includes an extract from the draft Official Plan describing the components of the City's Urban Structure.

## New Policy Initiatives and Directions in the Official Plan

The draft Official Plan introduces a series of land use designations applicable throughout the City, replacing a myriad of existing designations varying from one geographic area to another. These designations largely reflect the scale and intensity of development already in place and protect valued components of the existing community, such as the countryside, natural areas and stable neighbourhoods. New development and redevelopment are directed primarily to locations where intensification is desirable to address objectives such as creating complete communities and mixed-use centres in a compact urban form, promoting public transit and other active transportation modes, and providing a diversity of housing and employment options.

The following identifies some of the policy highlights of the draft Official Plan.

- i) The draft Official Plan protects and enhances the places that make Vaughan great
  - 40% of Vaughan is protected as Natural Areas and Countryside.
  - 36% of Vaughan is maintained as low-rise Community Areas.
  - 20% of Vaughan is designated as Employment Areas to support economic and job growth.
  - Historic cores remain protected as Heritage Conservation Districts and policies to protect and preserve heritage buildings, districts, landscapes and archaeological sites have been strengthened.
- ii) The draft Official Plan provides a balanced and responsible approach to achieve sustainable growth
  - The urban boundary will expand by only 3% in order to protect our Natural Areas and Countryside. This is the smallest urban expansion in Vaughan's history and a clear signal regarding the City's commitment to sustainability.
  - A minimum of 45% of new development will be in the form of intensification. This will make better use of existing services, promote walking, cycling and transit, and help create new mixed-use communities where people can live, work and play.
  - Intensification will be achieved by using only 4% of Vaughan's land base. The draft Official Plan directs intensification to a limited number of areas that will be well served by transit and establishes clear rules to create transitional development between higher-rise development and low-rise community areas.
  - The draft Official Plan ensures a sufficient supply of a variety of housing forms in a variety of locations. Vaughan is meeting its Regional obligations and ensuring that it doesn't shift growth issues to other municipalities.
- iii) Intensification will be achieved through a variety of mixed-use districts that each has a different scale of development depending on the local context
  - The Vaughan Metropolitan Centre will be the City's downtown. It will have the widest range of uses and will have buildings of various sizes, including the tallest buildings in the City.
  - Primary Centres will accommodate a wide range of uses and will have tall buildings as well as lower ones to ensure an appropriate transition to neighbouring areas.
  - Primary Intensification Corridors will link various centres and are linear places of activity in their own right. They may accommodate mixed-use intensification or employment intensification.
  - Local Centres acting as the focus for communities are lower in scale and offer a more limited range of uses.
  - Where detailed local planning has yet to occur, Secondary Plans are required prior to development.

- iv) The draft Official Plan shifts transportation policy emphasis from the automobile towards transit, cycling and walking
- Transit modal split target for 2031 of 30% Citywide and 50% in Intensification Areas.
  - 50% of residents will be within 200 metres of transit service (less than a 5-minute walk) and 90% will be within 500 metres of transit service (10-minute walk).
  - Land-use policies linked to transit service. Highest densities are provided at rapid transit stations and along rapid transit corridors.
  - Development criteria and urban design/public realm policies require that new development facilitates transit, walking and cycling.
  - Controls on drive-throughs, including no drive-throughs in Intensification Areas or Heritage Conservation Districts and development criteria in other places.
- v) The draft Official Plan ensures the City remains one of Canada's strongest cities for job growth and economic development
- 1200 hectares of vacant Employment Lands are available for development, providing Vaughan with one of the largest supplies in the Greater Golden Horseshoe.
  - Employment Areas are protected for industrial activities and, in Prestige Employment Lands also for low-rise office buildings.
  - Major Offices and major retail uses are directed to intensification areas.
  - New hospital and major medical centre will be promoted at Jane and Major Mackenzie Drive in a designated Primary Centre.
- vi) The draft Official Plan leads in environmental protection and sustainability
- Vaughan's Natural Heritage Network has been identified and mapped. This network of streams and valleys, woodlands, wetlands, fish and habitat areas and environmentally significant features has policies to protect and will be a legacy for future generations.
  - Areas for enhancing and linking the Natural Heritage Network have been mapped and will be secured through the development process.
  - Policies have been established to support water and energy conservation and to encourage green and sustainable buildings. New developments will prepare sustainable development reports to identify how they meet sustainability principles. Specific standards will be prepared by the City in consultation with the building and construction industry.
  - Agriculture will remain a productive activity in Vaughan through protected agricultural lands.
  - Vaughan's accommodation of growth and intensification within its borders will also help ensure that agricultural areas elsewhere in York Region and the Greater Golden Horseshoe remain protected.
  - Vaughan's tradition of urban and community agriculture is acknowledged and strengthened. Policies to allow for community agriculture opportunities in parks, open spaces and utility corridors have been established.
- vii) The draft Official Plan creates an emphasis on design excellence
- Emphasis on place making. Integrated policies for land use, built form, and urban design will help transform suburban environments into attractive and vibrant urban places.
  - Design policies to guide public realm improvements (e.g., streetscapes, parks and open spaces, urban squares, etc.).
  - Introduction of a Design Review Panel process for major projects and significant buildings.



- Promotion of Public Art, including requirements for public buildings and a public art contribution for private developments. A Public Art Program is to be created to enable these policies.

viii) The draft Official Plan ensures the continued vitality of its retail sector

- Retail centres will be permitted at specified locations within Community Areas. These can be built as stand-alone shopping centres or in some areas as part of mixed-use developments.
- Retail uses will be permitted throughout Intensification Areas. These can be built as standalone shopping areas provided that they also provide at least 50% non-retail uses elsewhere on the site. This is to leverage retail uses to help create mixed-use communities.
- In certain focal areas, a certain amount of street-related retail will be required.
- Retail uses will be permitted in Employment Areas only to support local businesses and will therefore be limited to 20% of the overall GFA on a lot in Prestige Employment Lands and only as ancillary uses in General Employment Lands.
- Major Retail uses – those over 10,000 square metres – will not be permitted in Community Areas or Employment Areas. They are permitted throughout intensification areas subject to a Zoning By-law Amendment but must be justified subject to a specific study.

ix) The draft Official Plan responds to community and social service needs

- A wide variety of housing types will be found in Vaughan that will allow older people to remain in Vaughan as they age and younger adults to find housing in Vaughan as they leave home.
- The draft Official Plan reflects the York Region target of 25% affordable housing throughout the Region and 35% within the Vaughan Metropolitan Centre.
- Policies on Secondary Suites are provided as required per the Growth Plan and York Region Official Plan. Secondary Suites are encouraged and may be allowed where deemed appropriate by a City initiated study.
- Policies related to Universal Design are found throughout the draft Official Plan in conformity with the Ontarians with Disabilities Act.
- Increased accessibility is provided to Community and Social Services facilities by directing them to locate in intensification areas and/or where they are well served by transit.

Managing Growth: The Housing Analysis and Employment Land Needs Study

A key part of the Official Plan Review is the work completed by Hemson Consulting, as summarized in the Housing Analysis and Employment Land Needs Study. Its purpose was to assess the City's long term land requirements and to help to ensure conformity with the Provincial Growth Plan, and in particular, the new Provincial and Regional policies that seek to achieve a more compact urban form through intensification.

The *Growth Plan* sets out a vision for growth in the Greater Golden Horseshoe (GGH) to 2031, including a set of long-range growth forecasts, and direction on how that growth should be accommodated. Regional and area municipalities throughout the GTA are required to conform with these forecasts. The Growth Plan also provides guidance on how that growth should be accommodated, including a number of key requirements applicable to the Official Plan, notably:

1. By the year 2015 and for each year thereafter, a minimum of 40% of all residential development occurring annually within the Region of York will be within the built-up area.
2. The Region of York's greenfield areas, collectively, including any new areas designated for urban uses, must be planned to achieve a minimum of 50 persons and jobs per gross

hectare of land. This includes undeveloped areas at the edges of Vaughan's current urban designated area, plus any additional lands that may be designated through the new official plan or in the future for urban use, for both residential and employment uses.

3. The density of development in Urban Growth Centres (UGC) designated in the Growth Plan, including the Vaughan Metropolitan Centre, must be planned to achieve a minimum of 200 persons plus jobs per hectare.
4. Strict criteria are established regarding the conversion of land within employment areas to non-employment uses. Major retail uses are not considered employment uses and therefore are excluded. Conversions may be permitted through a comprehensive review, only where it has been demonstrated that the land is not required over the long-term and there is a need for the conversion. The Housing Analysis and Employment Land Needs report constitutes a municipal comprehensive review of employment land for this purpose. Bill 51 prohibits landowners from appealing municipal decisions on private applications for conversion of employment lands.

The Hemson report addresses each one of these requirements in detail, as summarized below.

In December, 2009, the Region of York adopted the Regional Official Plan, including the following provisions having implications for Vaughan's Official Plan:

1. A population allocation for Vaughan to grow from 248,800 in 2006 to 418,800 by 2031;
2. An employment allocation for Vaughan to grow from 162,200 in 2006 to 266,100 in 2031;
3. A target for 29,300 residential units to be accommodated within the existing built-up area of the City of Vaughan between 2006 and 2031, which translates into a share of approximately 45% of new housing units;
4. A direction to focus growth in the VMC (an identified UGC under the *Growth Plan*) and along Highway 7, designated a Regional corridor in the *Region of York Official Plan*; and
5. The identification of the Highway 400 North lands and the area north of the Vaughan Enterprise Zone along Highway 50 as a future strategic Employment Area. The Council-approved *Region of York Official Plan* recognizes that urban expansions may be required, but the size and location are yet to be determined.

More recently Region of York Council at its meeting of March 25, 2010, endorsed a report that contained a refined Land Budget for the Region. The land budget report indicated that there was a need for urban expansions in the three white belt communities of the City of Vaughan and the Towns of Markham and East Gwillimbury to meet Growth Plan requirements to 2031. The amount and location of additional urban land required in Vaughan has been identified by a Region Official Plan Amendment that was before the York Region Planning & Economic Development Committee on May 5, 2010 and, is coincident with urban boundary expansion proposed in the City's draft Official Plan.

To address and respond to Provincial and Regional policy requirements and direction, Hemson and Urban Strategies carried out detailed research and analysis of the City's supplies of community and employment lands, including lands within the Built Boundary (defined by the Province as areas built as of June, 2006) and 'greenfield areas' (lands already included within the City's urban area but not yet developed). Extensive work was also completed to identify and examine areas throughout Vaughan where intensification of development should be encouraged to the year 2031. Intensification, and development within new urban lands, including both residential and employment growth, are the two most important quantitative aspects of the urban structure that the City addresses in the new Official Plan.

The analysis of identified housing intensification opportunities within the Built Boundary is summarized in Table 1 below (Table 2 in the Hemson report). Theoretical potential was identified for 30,430 units over the period to 2031, recognizing that, in many cases and for many different reasons, much of this potential is unlikely to translate into new units within the time frame. In addition, there are a number of locations where intensification appears desirable, consistent with Provincial, Regional and City planning objectives, but the actual scope for intensification should be addressed through comprehensive secondary plan studies with community consultation. Nonetheless, it is clear that sufficient intensification potential is present to satisfy the Region's requirement for 29,300 units to be provided within the Built Boundary.

<b>Table 1 Identified Housing Intensification Opportunities Inside the Built Boundary (in units)</b>	
Vaughan Metropolitan Centre	12,000
<u>Major Centres</u>	
Yonge and Steeles Avenue	4,800
Steeles Corridor	5,400
Weston and Highway 7	tbd
Bathurst and Centre Street North Side	1,350
Bathurst and Centre Street South Side	tbd
Vaughan Mills	tbd
Jane and Major Mackenzie Drive	tbd
	11,550
<u>Local Centres</u>	
Kleinburg Core	80
Woodbridge Core	900
Maple Core	400
Thornhill Core	150
Concord GO Station	tbd
Vellore Village Core	900
	2,430
<u>Primary Intensification Corridors</u>	
Highway 7	2,500
Centre Street	400
Dufferin and Centre Street	tbd
East of Dufferin	450
Major Mackenzie Drive	600
Rutherford Road	400
Jane Street	00
	4,450
Total	30,330

The Hemson report worked with the future population forecast and translated it into estimates of future housing demand, to compare with the Region of York's analysis. The result was demand for a total of 135,720 housing units in Vaughan by 2031, including 69,540 units (existing as of June 2006) and 66,180 additional new units required to be added, 2006 to 2031 as indicated in Table 2.

Within the Built Boundary, demand for intensification (29,300 units) and infill development (2,320 units) totals 31,620 units.

Outside the Built Boundary, demand is forecast for 34,560 units. However, this requirement cannot be satisfied within the existing designated greenfield areas because it cannot reasonably be expected that all of the potential apartment units in new greenfield areas to be built by 2031, owing to the predominance in demand for ground-related units. Therefore, after considering housing unit type preferences, a significant number of new units – 9,630 in total - will need to be

provided through the designation of additional urban residential lands beyond the City's current urban boundary.

Considering both new units inside the built boundary and new greenfield units, the summary housing growth outlook for the City is shown on Table 2 below (Table 8 in the Hemson report).

<b>Table 2 All Housing Growth by Type, 2006-2031</b>				
	Single & Semi	Row	Apt	Total
Inside Built Boundary	2,320	6,720	22,580	31,620
Existing Greenfield	18,250	3,790	2,890	24,930
New Greenfield	7,700	1,930	0	9,630*
Sub-Total	28,270	12,440	25,470	66,180

\* At 20 units per hectare (the gross density used by the Region in its analysis), the 9,630 units requires an additional 480 hectares of urban greenfield land. The additional urban residential lands, proposed in the draft Official Plan as an urban boundary expansion, are sufficient to meet this requirement.

The growth outlook involves a significant shift in housing unit preference away from single and semi-detached units towards apartments. Most of the housing unit potential identified for intensification is in medium and higher density forms. About 20% of the City's intensification potential is in rowhouse units and 80% is in apartment units.

The shift to apartment units is shown in Table 3 below (Table 9 in the Hemson report), where it can be seen that the proportion of new households being accommodated in apartment units shifts from below 15% currently to over 38% over the 2006 to 2031 period, about double the proportion that would otherwise be expected under a market or a "business as usual" approach.

<b>Table 3 Historic and Planned Target Forecast Housing Mix City of Vaughan</b>				
	Single/Semi	Row	Apt	Total
1971-1986	83.5%	4.2%	12.3%	100%
1986-1996	81.1%	7.4%	11.5%	100%
1996-2006	71.9%	14.1%	14.0%	100%
2006-2031	42.7%	18.8%	38.5%	100%

These conclusions represent significant change from past practice in how growth is accommodated. This result is consistent with provincial, regional and emerging local policy which seek a denser, more urban character to development in the City of Vaughan, especially as a result of the VMC and the major transit investments being made in the City.

As a result of this analysis, Urban Strategies carried out an assessment of rural lands throughout Vaughan to determine which lands would be most suitable to address the City's future need for community lands. The results of this analysis are discussed below.

### Addressing the City's Needs for Urban Expansion

Concurrent with the Hemson analysis, Urban Strategies carried out an assessment of rural lands throughout Vaughan to determine where it would be most appropriate to introduce urban land use designations to address the City's long term need for additional community lands. The result of this work was presented in a report entitled, "Where and How to Grow", published in June, 2009. The report concluded that approximately 85% of the City's forecast housing demand to 2031 can be accommodated within the existing urban area. The remaining 15% could be met through:

- a. additional intensification within the built boundary;
- b. additional development within the designated greenfield area;
- c. an urban boundary expansion; or
- d. a combination of some or all of the above.

Since mid-2009, additional analysis has been undertaken by both the Region and City and final conclusions have been reached on how and where population growth may be accommodated. The major growth management challenge has been to balance the need to improve the livability and economy of the community, while still meeting the goals of the *Growth Plan* and Regional plan. The evaluation of these options has led to the conclusion that an urban boundary expansion is the preferred means by which the City should address its forecast long term land requirements, because:

- a. the identified intensification opportunities being reflected in the draft Official Plan will fully satisfy the Region's requirement of 45% of forecast future housing units within the Built Boundary, and will exceed the Growth Plan's policy directive of 40%;
- b. reliance upon intensification to address all of the City's forecast future housing needs is unrealistic given evidence of market preferences and demand for low density housing types;
- c. excessively restricting the availability of lands for lower density housing may result in inflated land and housing prices, creating affordability concerns as well as encouraging sprawl in other areas of the region less appropriate to accommodate it;
- d. minimal opportunity exists to achieve additional development within designated Greenfield areas as planning approvals are already in place for nearly all such lands, and most are already in the process of development; and
- e. a modest amount of urban expansion will supplement the remaining supply of Greenfield area and provide for balance in the housing market.

In considering the City's options for urban expansion to address the need for 480 hectares of community land, Urban Strategies examined the remaining 'white-belt' areas within Vaughan (recognizing that lands subject to the Oak Ridges Moraine Act and the Provincial Greenbelt do not permit accommodation of significant urban development). The 'white-belt' options are quite constrained within Vaughan, being limited primarily to lands east and west of Highway 400 north of Teston Road, and lands east of Highway 50 north of the Vaughan Enterprise Zone north of Nashville Road.

To address the City's needs for community lands, the most logical location for urban expansion are the blocks east and west of the Highway 400 North lands, in Blocks 27 and 41 respectively. Both blocks are contiguous with approved residential development in the communities of Maple and Vellore, and municipal services can readily be provided. Both blocks have a significant amount of developable land unconstrained by the Oak Ridges Moraine and Greenbelt and, together, provide sufficient opportunity to satisfy the identified need for community lands. Other remaining rural blocks in Vaughan are further removed from existing development and their developable lands are too fragmented, difficult to service, and limited in area to address the City's requirements. The draft Official Plan identifies both blocks for urban expansion and development, subject to completion of secondary plans which will be required to achieve densities of



approximately 70 persons and jobs per hectare, consistent with the Provincial Growth Plan and Regional Official Plan.

#### Employment Land Requirements

Total employment in the City of Vaughan is forecast to grow to approximately 266,100 jobs in 2031, representing an increase of nearly 65% from the 2006 employment of approximately 160,000 jobs. This is a significant amount of employment growth, reflecting the strong long-term economic outlook for the GTAH, the structure of the economy and the City of Vaughan's strategic location.

The employment forecast for the City of Vaughan is the forecast prepared by the Region of York, within the context of the overall economic outlook for the GTAH, and the *Growth Plan*, which provides a total employment allocation of 780,000 jobs to the Region of York in 2031, growing from approximately 460,000 jobs in 2006. The rate of employment growth in the City of Vaughan is anticipated to slow towards the end of the period, although the City of Vaughan is forecast to maintain its current share of approximately 35% of the overall Regional employment.

The approach taken by Hemson Consulting Ltd. to forecasting employment growth is based on three land use-based categories: major office, population-related and employment land employment. The categories and their main characteristics are summarized below.

- i) Major Office Employment is employment contained within free-standing buildings over 20,000 net sq. ft. in size. This is distinct from the term major office as used in the *Growth Plan*.
- ii) Population-related Employment is driven by growth in local population and is accommodated within existing neighbourhoods and commercial areas and through the normal course of secondary planning for most new residential communities.
- iii) Employment Land Employment refers to jobs accommodated in primarily low-rise industrial-type building space and multiples, the vast majority of which are located within business parks and industrial areas.

One of the strongest influences on the amount of employment that is accommodated is the availability of suitable employment land that is well located and accessible to markets, a circumstance in which Vaughan has considerable advantage. The estimated employment by type for the City of Vaughan in 2006 is shown in Table 4 below (Table 10 in the Hemson Report).

<b>Table 4 City of Vaughan - Employment by Type, 2006</b>		
Employment Type	Number of Jobs	Percentage
Major Office Employment	10,000	5%
Population-related Employment	37,300	25%
Employment Land Employment	111,900	70%
Total	159,200	100.0%

Employment land employment (industrial type use) is forecast to account for more than half of the total employment growth over the 2006 to 2031 period. This reflects the role that employment land currently plays in accommodating economic development and the type of development.

A key planning issue will be the extent to which Vaughan can direct the location of offices. Under the *Growth Plan*, municipalities are encouraged to direct major office development to major transit stations and intensification corridors (Section 2.2.5) and away from designated Employment Areas (Section 2.2.6.4). Historically, however, land use planning has had a weak influence on the location of major offices.

The Official Plan's growth management work has been based on attracting a significant amount of major office development to occur in the VMC. Offices are also contemplated to occur as part of the mixed-used development envisioned to occur at certain nodes along the Highway 7 corridor; Steeles Avenue and Yonge Street; and Steeles Avenue West in association with rapid transit initiatives; however the City's desire from an urban structure perspective is to concentrate the largest offices and headquarters in the VMC. To this end, the draft official plan establishes the following hierarchy of office uses:

- Major Offices, including all offices greater than 12,500 m<sup>2</sup> in size will be located in the VMC or within 500 metres of an existing or planned subway station;
- Large offices up to 12,500 m<sup>2</sup> in size will be permitted in identified Intensification Areas; and
- Other stand alone offices up to 7,500 m<sup>2</sup> in size will be permitted in Prestige Employment Designations, with ancillary offices permitted throughout the City's designated employment areas.

One of the key challenges Vaughan will face in achieving the City's and *Growth Plan* intensification and employment objectives, especially in the VMC, is the extent to which the major offices can be encouraged to locate within the VMC or other high priority Intensification Areas.

The most significant component of the City's future employment growth will be employment land employment, accommodated within areas designated primarily for industrial-type use. Under the *Growth Plan*, Vaughan is directed to ensure that an appropriate supply of employment land is in place to accommodate the growth forecast.

Currently, Vaughan has a total employment land supply of approximately 3,710 net hectares, excluding lands occupied by major retail uses, but including the small amount of land occupied by major offices. Of the total employment land supply, approximately 2,480 net hectares, or just under two-thirds, are occupied. The remainder of the employment land supply, 1,240 net hectares, are vacant and include the approximately 340 net hectare Highway 400 North lands. The Highway 400 North lands are included in the supply because OPA 637, which applies to them, has been adopted by the City of Vaughan, although it has not yet been approved by the Region of York.

Hemson's assessment of long term employment land requirements supports the approval of the Highway 400 North lands to address forecast future needs. The lands are very well located in terms of their access to the Highway 400 corridor and other parts of the GTA via connections to other 400-series highways. Also, the Highway 400 North lands address the need for employment lands in central Vaughan, recognizing that western Vaughan is relatively well-supplied by the Vaughan Enterprise Zone. However, both the draft Official Plan and the Region's adopted Official Plan acknowledge that the lands east of Highway 50 north of Nashville Road represent a logical future employment area and should be protected as such through policy. This is a result of the planned concentration of employment lands in the Highway 50 corridor, and the access to major transportation infrastructure there (the CP rail-line and inter-modal yards, and the planned Highway 427 extension). When the designation of additional employment lands is justified by future land budget analyses, it is anticipated that northwest Vaughan will be the preferred location.

The need for employment land is estimated using the existing density of 48 jobs per net hectare on currently developed lands, and 50 employees per net hectare for the development of vacant lands between now and 2031. For new development, it is estimated that demand for employment land will just slightly exceed the current supply in Vaughan, including the City-approved Highway

400 North lands. As shown in Table 5 (Table 12 in the Hemson Report), demand exceeds the current employment land supply by approximately 30 gross ha.

The results of this analysis show that the supply and demand for employment land will be essentially in balance over the forecast period to 2031 provided the Highway 400 North lands are approved. A comparison of this analysis with the Region of York's analysis shows that the two are consistent and reach similar conclusions.

**Table 5**  
**Estimated Capacity of Employment Land to Accommodate Growth,**  
**City of Vaughan, 2008 to 2031**

Existing Land Capacity	Occupied Employment Land, 2008	2,480	net ha
	Vacant Employment Land, 2008	890	net ha
	Highway 400 North Lands	340	net ha
	Total Employment Land, 2008	3,720	net ha
	Less Long-Term Land Vacancy (see note)	(0)	net ha
	Developed Land at Full Development	3,710	net ha
Employment Land Employment Capacity	Developed Land at Full Development (net ha)	3,710	net ha
	Employment Density (Existing)	48.0	jobs per ha
	Employment Density (New)	50.0	jobs per ha
	Employment Land Employment Capacity	180,700	jobs
Employment Demand	Employment Land Employment in 2031	181,900	jobs
	Employment Land Employment Capacity	180,700	jobs
	Requirements for Additional Land	1,200	jobs
Need for Additional Employment Land	Requirements for Additional Land	1,200	jobs
	Employment Density	50.0	jobs per ha
	Additional Land Need	20	net ha
	Total Land Need (in gross ha at 80% net to gross)	30	gross ha
Conclusion: Given the nature of the data, the amount of growth forecast and the long planning horizon, the difference of 30 ha is minimal. It should not be interpreted as justification for additional urban employment land designations at this time beyond final approval of the planned Highway 400 North lands.			

#### Conversions of Employment Lands to Non-Employment Uses

Hemson's Housing Analysis and Employment Land Needs Study also addressed the question of conversion of employment lands to permit non-employment uses. A key implication of Hemson's work is that maintenance of Vaughan's existing employment land supply is important in addressing forecast demand and, therefore, major redesignations of employment land to other urban uses is not recommended. This is consistent with the policies of the Provincial Growth Plan and the Region's new Official Plan. The Growth Plan seeks to minimize conversion of employment land to non-employment uses, and establishes criteria governing such redesignation. The Growth Plan also permits such conversions arising only from a 'municipal comprehensive review' (e.g. an Official Plan Review) and prohibits private appeals of municipal decisions on this subject. For the purposes of this Growth Plan policy, major retail uses are considered non-employment uses.

The Hemson report supports conversions of some employment lands in Vaughan, as follows:

1. Some parcels within the Highway 7 Corridor

The Highway 7 corridor was the subject of a comprehensive planning study by the City completed in 2004, and resulted in the adoption of five official plan amendments (OPA's 660, 661, 662, 663 and 664) by Council in 2007. OPA 660 is approved in part with deferrals by the Region due to concerns about proposed conversions of employment lands to non-employment uses in two areas: on the east side of Highway 27 at Highway 7, shown as Area 10 on Attachment #4; and both east and west of the Bradford GO rail crossing of Highway 7, shown as Areas 1 and 8 on Attachment #4.

Hemson has assessed the deferral areas against the Growth Plan's criteria, and concludes that, for the most part, residential uses are not appropriate within them, principally due to a high risk of destabilizing neighbouring employment uses by encouraging demand for further residential redevelopment. This conclusion applies to the lands at Highways 27 and 7, and most of the lands at the GO line and Highway 7. The exception are the lands east of the GO line, owing to their proximity to the proposed Concord GO station and the desirability of developing a mixed-use node there in support of transit services. The lands are not now occupied by active industrial uses, and are separated from larger, abutting employment areas.

The draft Official Plan applies a Commercial Mixed-Use designation to the lands at the south-east corner of the Highway 27 and 7 intersection permitting building heights of 8 – 10 storeys and development densities of 2.5 to 3.0 FSI, facilitating their redevelopment for commercial uses. A High-rise Mixed-Use designation has been applied to the lands east of the GO line and north of Highway 7, and a Mid-rise Mixed-Use designation applies south of Highway 7.

2. Some arterial frontage lands within the Weston-400 North Employment Area

The lands between Highway 400 and Weston Road, from Rutherford Road to Bass Pro Mills Road as shown as Areas 2 and 9 on Attachment #4 were examined for a potential residential mixed-use designation. Hemson concluded that the area fronting on the south side of Rutherford Road (Area 2) would be appropriate for commercial mixed-use development. The frontage lands present an opportunity to provide additional commercial services to the nearby community, and to expand and solidify the mixed-use node already established at the Rutherford/Weston interchange within walking distance of Vaughan Mills Mall and York Region Transit.

However, due to the concern that permitting residential uses further south would likely have a major destabilizing effect on the viability of the abutting employment area, the balance of the lands retain their employment land (Area 9) designations in view of their proximity to the Concord industrial area, access to Highway 400, and the limited supply of remaining Greenfield employment land sites in central Vaughan.

The draft Official Plan applies a Commercial Mixed-Use designation to the lands fronting on the south side of Rutherford Road, with a maximum height of 8 storeys and a maximum density of 2.5 FSI.

3. A smaller industrial area adjacent to the Keele Valley Landfill site

A small industrial area north of Major Mackenzie Drive situated between Keele Street, and the former landfill site in Maple, shown as Area 3 on Attachment #4 is identified as suitable for a wider range of uses, including residential. The lands are occupied by older and land-extensive uses including a lumber yard, roof truss maker, aggregate operations and concrete producers. The area is abutted by residential uses to the south and west, resulting in conflicts between industrial users and residents. The rail-line would be a more appropriate boundary between residential and employment uses, and thereby reduce these conflicts. Hemson concludes that a

controlled transition to other uses would be desirable, and would facilitate mixed-use intensification.

The draft Official Plan assigns a Low-Rise Residential designation to the lands.

#### 4. The Hayhoe Mills off Islington Avenue

Hayhoe Mills was destroyed by fire in 2008 and is currently vacant and is shown as Area 4 on Attachment #4. Hemson considers the site suitable for alternative uses because: (1) it is unlikely to redevelop as an employment use due to land use conflict concerns; (2) the presence of valleylands within the site limit the range of appropriate uses; (3) it is abutted by non-employment uses including a seniors home and a low density residential community; and (4) conversion would better utilize the site, possibly including intensification.

The draft Official Plan assigns a Commercial Mixed-Use designation to the lands. However, the final land use designation will be determined through the Woodbridge Centre Secondary Plan.

#### 5. Former Motel Site at Dufferin Street and Centre Street

The former motel site shown as Area 5 on Attachment #4 is now occupied by a vacant structure and parking lot. Hemson considers the site suitable for alternative uses because: (1) redevelopment for employment use is unlikely; (2) the site abuts the hydro corridor, Highways 7 and 407, and retail uses and residential community to the east and south; and (3) development of a mixed use node would support planned higher order transit service on Centre Street and make better use of the urban land supply.

The draft Official Plan assigns a Commercial Mixed-Use designation on the lands; however, Schedule 14 of the Plan identifies the lands as requiring a Secondary Plan before development can proceed on these lands.

#### 6. East Elder Mills employment area in northwest Vaughan

The Elder Mills employment area shown as Area 6 on Attachment #4 is bisected by the CP rail-line northwest of Woodbridge and is situated within the Vaughan Enterprise Zone. A change in land use designation to permit residential uses east of the CP line is appropriate. About 160 hectares of the area currently designated for employment uses, are located east of the tracks, of which 90 hectares are natural heritage lands associated with the Humber River. The developable area is fragmented and may be difficult to develop. The rail-line would be a logical boundary between residential uses and employment uses. In the larger picture of providing for the City's needs for both community and employment lands, permitting residential uses here and effectively 'replacing' some of Elder Mills' designated employment lands with better located employment lands in Highway 400 North constitutes good growth management.

The draft Official Plan assigns a Low-Rise Residential and Natural area designation to the lands.

#### 7. Rutherford GO station parking lot

The Rutherford GO station is located on the west side of the Bradford GO rail-line south of Rutherford Road and is shown as Area 7 on Attachment #4. It has been identified as suitable for a wider range of uses, including higher density residential, primarily to advance Provincial and Regional policy objectives for intensification around transit stations. Both the Growth Plan and the York Region Official Plan encourage intensification in proximity to major transit station areas. New uses, however, should be determined through a comprehensive area-wide study, particularly if new residential uses are being contemplated. Care would need to be taken to ensure appropriate buffering/transitional development, particularly to the employment land uses to the south in order to avoid destabilizing the area.



The draft Official Plan assigns a Mid-Rise Mixed-Use designation to the lands with a maximum building height of 12 storeys and a FSI of 3.5.

In its assessment of each of the conversions described above, Hemson has evaluated the subject lands against the Growth Plan's criteria for employment land conversions and concluded that they pass the prescribed tests for such conversions.

#### Mapping

The Policy Planning Department has received correspondence and identified mapping inaccuracies on the Land Use Schedules to the draft Official Plan. The Policy Planning Department will review all correspondence and will investigate and respond to all mapping inaccuracies in the Technical Report to the Committee of the Whole. To date, the following lands have been identified for further review:

- i) Kipling Avenue and Highway 7 - The delineation of the land use boundaries will be reviewed to determine their accuracy with respect to a recent Ontario Municipal Board Hearing decision.
- ii) Steeles West Secondary Plan (OPA 620): OPA 620 will be inserted into Volume 2 of the Official Plan in a manner that will not affect the substance of the Amendment. The mapping in Volume 1 has identified different heights and densities on these lands that should be adjusted in accordance with OPA #620.
- iii) Lands located at the Northwest corner of Islington Avenue and Steeles Avenue West. A Mid-Rise Mixed-Use land use designation has been inadvertently applied to lands located within the valley.

- iv) Transportation Mapping

The Development Engineering department has initiated a Transportation Master Plan study which is currently underway. Once the outcomes of the study are available, the Future Transportation Network map (Schedule 9) will be revised accordingly.

- v) Secondary Plans

The mapping for all lands subject to secondary plans resulting from the focused area review studies (e.g. Vaughan Metropolitan Centre, Yonge-Steeles, Woodbridge, Kleinburg-Nashville and the West Vaughan Employment Area) will be updated to reflect the final secondary plan.

#### Relationship to Vaughan Vision 2020/Strategic Plan

The new Official Plan pertains to the section of Vaughan Vision 2020 dealing with "Plan and Manage Growth and Economic Vitality", including the following specific components:

"Complete and implement the Growth Management Strategy ("Vaughan Tomorrow")"

"Conduct the 5-year comprehensive review of the Official Plan as part of the Growth Management Strategy 2031"

"Support and coordinate land use planning for high capacity transit at strategic locations in the City"

"Review the Vaughan Corporate Centre Vision"

"Prepare an employment area plan for the Vaughan enterprise zone and employment lands"

### **Regional Implications**

The new Official Plan has been prepared in consultation with York Region staff pursuant to the policy requirements and provisions of the Regional Official Plan which is adopted and waiting for final approval by the Province. The new Official Plan relies upon the population and employment forecasts included in the ROP, and conforms with its policies.

### **Next Steps**

Comments on this evening's Public Hearing are requested no later than June 7, 2010. Staff will be submitting a report to a Committee of the Whole meeting in response to comments received at the May 17, 2010, Public Hearing, or in writing.

A Public Hearing is scheduled on June 14, 2010 for the site-specific policies and five secondary plans to be included in the new Official Plan. Staff will submitting a report a Committee of the Whole meeting in response to comments received at the Public Hearing, or in writing.

It is anticipated that the August 31, 2010 Committee of the Whole report will include a recommendation for adoption of the new Official Plan, including the City-wide policies, site-specific policies and secondary plans. With the direction of Committee of the Whole, the scheduled September 7, 2010 Council meeting is anticipated to be the date when Council will consider adoption of the draft Official Plan.

The Official Plan will be produced in two volumes. Volume 1 will include the City-wide policies. Volume 2 will include the site-specific policies, the secondary plans to be presented at the June 14, 2010 public hearing, and several other secondary plans completed and approved recently which are being carried forward intact, to the new Official Plan.

### **Conclusion**

The comments from the public and Council expressed at this Public Hearing or in writing will be addressed in a comprehensive report to a Committee of the Whole meeting.

### **Attachments**

1. Draft Official Plan Volume 1, Schedule 1 – Urban Structure
2. Draft Official Plan Volume 1, Schedule 13 – Land Use
3. Draft Official Plan Volume 1, Schedule 14 – Areas Subject to Volume 2 Policies
4. Proposed Employment and Land Conversion Map
5. Appendix A – Vaughan Urban Structure

### **Report prepared by:**

Paul Robinson, Senior Planner, ext. 8410  
Diana Birchall, Director of Policy Planning, ext. 8411.

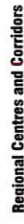
Respectfully submitted,

JOHN ZIPAY  
Commissioner of Planning

DIANA BIRCHALL  
Director of Policy Planning



## Urban Structure



**Regional Centre:** Vaughan Metropolitan Centre  
**Regional Corridors:** Highway 7 / Centre St / Bathurst St / Yonge St

Parkway Belt West Lands


Railway Proposed TTC Subway Extension Proposed GO Transit Network

Greenbelt Plan Area



Oak Ridges Moraine Conservation Plan Area

----- Urban Growth Centre Boundary

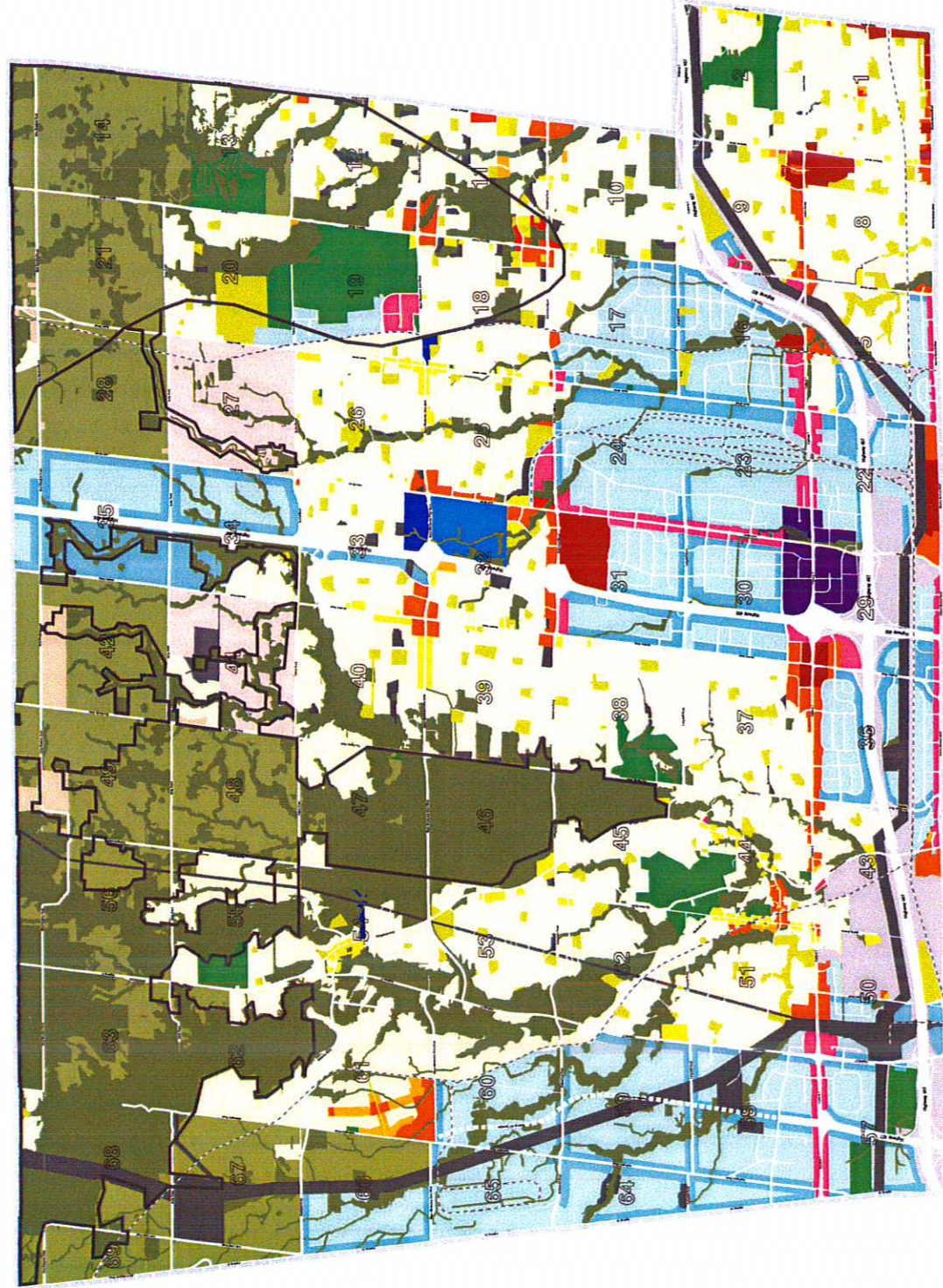
Hamlet



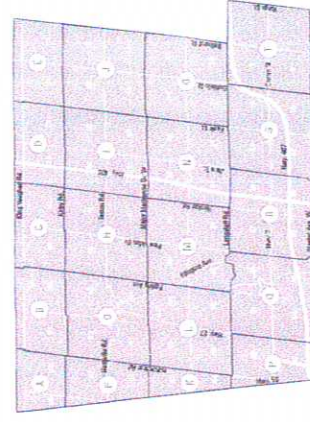
# Attachment 2

## SCHEDULE 13

## Land Use



- Natural Areas
- Parks
- Private Open Spaces
- Agricultural
- Rural Residential
- Low-Rise Residential
- Low-Rise Mixed-Use
- Mid-Rise Residential
- Mid-Rise Mixed-Use
- High-Rise Residential
- High-Rise Mixed-Use
- Commercial Mixed-Use
- Downtown Mixed-Use
- General Employment
- Prestige Employment
- Major Institutional
- New Community Areas
- Theme Park and Entertainment
- Parkway Belt West Lands
- Infrastructure and Utilities
- Roads
- Railway
- Greenbelt Plan Area and Oak Ridges Moraine Conservation Plan Area



April 2010

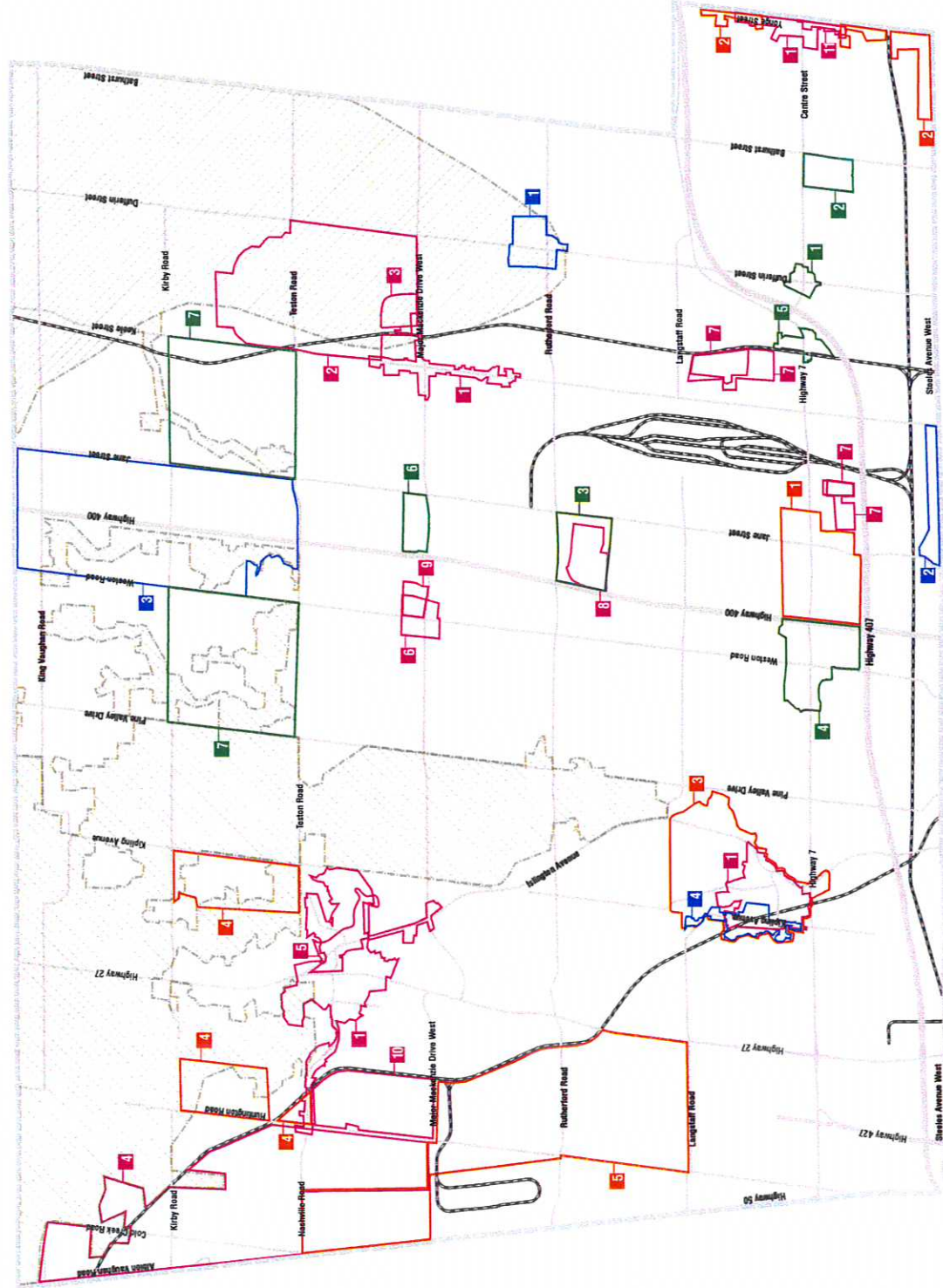
DRAFT



**Vaughan** OFFICIAL PLAN

**Vanguard**  
OFFICIAL PLAN

## Areas Subject to Volume 2 Policies



**DRAFT**





Not to Scale

**RECOMMENDED FOR CONVERSION  
FROM EMPLOYMENT USES**

- 1 HIGHWAY 7 CORRIDOR (EAST CONCORD)
- 2 WESTON 400 EMPLOYMENT AREA LANDS  
(ONLY FRONTAGE ON RUTHERFORD SOUTH SIDE)
- 3 LANDS ADJACENT TO KEELE VALLEY LANDFILL  
(ALPHA LUMBER GROUP &  
DUFFERIN CONCRETE MAPLE)
- 4 HAYHOE MILLS SITE (EAST OF ISLINGTON)
- 5 FORMER MOTEL SITE AT CORNER OF  
DUFFERIN & CENTRE STREETS
- 6 EAST ELDER MILLS
- 7 RUTHERFORD GO STATION PARKING LOT  
(EAST OF KEELE)



**NOT RECOMMENDED FOR CONVERSION  
FROM EMPLOYMENT USES**

- 8 HIGHWAY 7 CORRIDOR (WEST CONCORD)
- 9 WESTON 400 EMPLOYMENT  
AREA LANDS (NORTH OF BASS PRO MILLS DR.)
- 10 HIGHWAY 27 & HIGHWAY 7

# Proposed Employment Land Conversion Map



*The City Above Toronto*  
Policy Planning Department

Applicant: City of Vaughan  
Location: City Wide

# Attachment

File: 25.1

# 4

Date:  
May 11, 2010

## **APPENDIX A – VAUGHAN’S URBAN STRUCTURE**

### **Natural Areas and Countryside**

Understanding the Urban Structure starts with understanding how Natural Areas have shaped the City. The valleys of the Humber River and Don River systems and their associated tablelands created the places where humans first settled in this area and remain well established today. Not only are the Natural Areas key features on the landscape but they also contribute to the overall environmental health of the City and wider region: they form part of the larger Regional Greenlands system that ultimately extends south through Toronto to Lake Ontario. The Urban Structure identifies these areas and ensures their long term protection in a manner that allows them to continue to provide vital ecosystem functions.

In the north end of the City, the Countryside, made up of predominantly agricultural lands on some of the best soils in the country, complements the Natural Areas by providing additional environmental benefits such as wildlife habitat and infiltration and contributes to a diverse economy. The Countryside also includes two historic settlements: the Hamlets of Teston and Purpleville.

Many of the features in the Natural Areas and Countryside are protected by the Provincial Greenbelt and Oak Ridges Moraine Conservation Plans. This Plan carries forward these policies and, wherever applicable, makes them more explicit. In some cases, important lands fall outside of the Provincial plans, and the Plan is committed to protecting them as long term assets.

### **Community Areas**

A city’s communities are where it establishes its character, where the details of its history and culture are written through the daily lives and interactions of its residents.

Fundamental to Vaughan’s Urban Structure are its communities. Woodbridge, Kleinburg, Maple, Thornhill, Concord, and the new communities of Vellore and Carrville contribute to a unique sense of place for the City and establish the Vaughan identity. New communities will do the same.

Vaughan’s existing Community Areas are characterized by predominantly low-rise residential housing stock, with local amenities including local retail, community facilities, schools and parks, and they provide access to the City’s natural heritage and open spaces. The policies of the Plan will protect and strengthen the character of these areas. As the City grows and matures, these Community Areas will remain mostly stable. However, incremental change is expected as a natural part of maturing neighbourhoods. This change will be sensitive to, and respectful of, the existing character of the area. Small retail and community uses, such as schools, parks and community centres, intended to serve the local area, are encouraged throughout Community Areas to reduce the need of residents to drive to mixed-use centres to meet their regular daily needs for such amenities and services.

New Community Areas are identified on Schedule 1. Consistent with the York Region Official Plan, these areas will be state-of-the-art, compact, vibrant, inclusive and diverse. They will be planned as *complete communities*, with a mix of uses and densities that meet the minimum requirements set out in the Growth Plan and York Region Official. They will have the infrastructure to support and encourage walking, cycling and transit use. These new Community Areas will prioritize people, sustainability and liveability, and will be developed with high-quality urban design.

## Employment Areas

Employment Areas are intended for the use of economic activities that require separation from other uses in order to achieve their maximum potential. While Vaughan can anticipate significant job growth in Employment Areas, they are considered stable areas and their planned function for economic activity related to industrial, manufacturing, warehousing and some offices uses is to be maintained. In order to continue Vaughan's success at attracting the kind of economic activity that requires a location in Employment Areas, the City's Employment Areas must be protected from encroaching non-employment uses that would serve to destabilize their planned function, including residential and major retail uses. Office uses are permitted in Employment Areas subject to locational and site criteria as set out in the land use designations of Chapter 9.

Further protection of Employment Areas is derived from the Growth Plan policy which permits conversion of lands within designated Employment Areas to allow non-employment uses only through a municipal comprehensive review. For clarity, this means that site-specific amendments initiated by land owners to convert designated Employment Areas, shown on Schedule 1, to non-employment uses are not permitted.

## Intensification Areas

*Intensification Areas* in Vaughan will be the primary locations for the accommodation of the 45% *intensification* target. They consist of a hierarchy of mixed-use centres and corridors as follows:

- The Vaughan Metropolitan Centre will be the City's downtown. It will have the widest range of uses and will have buildings of various size, including the tallest buildings in the City.
- Primary Centres will accommodate a wide range of uses and will have tall buildings, as well as lower ones, to ensure an appropriate transition to neighbouring areas.
- Primary Intensification Corridors link various centres and are linear places of activity in their own right. They may accommodate mixed-use *intensification* or employment *intensification*.
- Local Centres act as the focus for communities, are lower in scale and offer a more limited range of uses.

*Intensification Areas* have been established to make efficient use of underutilized sites served with a high-level of existing or planned transit. They will be developed with a mix of uses and appropriate densities to support transit use and promote walking and cycling. The development of *Intensification Areas* will help ensure that the policies of this Plan related to stable areas will be maintained. Specifically, existing Community Areas will not see significant physical change as the vast majority of residential development within the *built boundary* will take place within *Intensification Areas*. Similarly, Employment Areas will be maintained for their planned function of industrial, manufacturing, warehousing and some office uses as *major office* uses and retail uses will be built within *Intensification Areas*.

### Vaughan Metropolitan Centre

The Vaughan Metropolitan Centre will become the City's downtown. It will be a place of regional importance centered on the planned subway station at Highway 7 and Millway Avenue. The Vaughan Metropolitan Centre is a strategic location for the concentration of the highest densities and widest mix of uses in the City, allowing it to become a multi-faceted and dynamic place to live, work, shop and play, attracting activity throughout the day.

Because of its significant size, the Vaughan Metropolitan Centre will comprise distinct development precincts including residential neighbourhoods, office districts, employment areas and mixed-use areas, all linked by a robust system of parks, squares and open spaces, including the Edgeley Pond and Black Creek system, and a fine-grain grid pattern of streets. Since much of the Vaughan Metropolitan Centre is undeveloped today, there is an excellent opportunity to ensure that it develops as a pedestrian-friendly and transit-oriented place, providing a variety of housing options and diverse employment opportunities.

The Vaughan Metropolitan Centre includes an Urban Growth Centre, as identified in the Provincial Growth Plan for the Greater Golden Horseshoe. It is also identified as a Regional Centre in the York Region Official Plan. The Vaughan Metropolitan Centre will be planned to accommodate a minimum of 12,000 residential units and 8,000 jobs by 2031. It will be the subject of a detailed Secondary Plan (currently in preparation as a component of the new Official Plan) outlining how such growth will be accommodated and how the general policies for the Vaughan Metropolitan Centre will be achieved.

Growth within the Centre area is required to meet or exceed the requirement for a density of 200 people and jobs per hectare as set out in the Growth Plan for the Greater Golden Horseshoe and York Region Official Plan. Consistent with the York Region Official Plan, the Vaughan Metropolitan Centre must achieve a minimum average floor space index of 2.5 per development block. The blocks adjacent to the future subway station must achieve a minimum floor space index of 3.5. Consistent with the York Region Official Plan, at least 35% of housing units in the Vaughan Metropolitan Centre must satisfy criteria for affordable housing.

The Plan encourages the establishment of the following in the Vaughan Metropolitan Centre:

- a. *major offices;*
- b. *government offices;*
- c. *post-secondary educational institutions;*
- d. *cultural facilities;*
- e. *public institutions;*
- f. *retail uses;*
- g. *major civic public spaces; and*
- h. *socially diverse residential neighbourhoods that contain a mix of housing types, including housing suitable for seniors and families with children.*

#### Primary Centres

In addition to the Vaughan Metropolitan Centre, the main places where transformation will occur in Vaughan are the Primary Centres, which will evolve as distinct places of major activity around planned subway stations and existing regional shopping destinations. The proposed hospital site is also positioned to evolve as a Primary Centre within the City given the city-wide importance of the services that will be provided there.

The Primary Centres will become mixed-use areas with residential development as well as a wide range of other uses that will serve the residents of the Primary Centre, the surrounding Community Areas and the City as a whole, including retail uses, institutional uses, office uses, community facilities and human services. They will be designed as transit-oriented, pedestrian-friendly places.

Primary Centres include the following areas:

- i) Vaughan Mills, Bathurst Street & Centre Street, and Weston Road & Regional Road 7 are each shopping destinations of regional significance, which have potential for residential *intensification* and the introduction of additional uses through development of

surface parking areas, out-parcels and eventual redevelopment or *intensification* of the Vaughan Mills and Promenade Malls.

- ii) Yonge Street & Steeles Avenue, Steeles West (between Jane Street and Keele Street)  
Both of these Primary Centres will evolve as transit-oriented developments around planned subway stops. Yonge & Steeles and Steeles West have significant opportunity for both residential and office uses. Steeles West also has opportunities for institutional uses, with potential for synergies with York University.
- iii) Jane Street & Major Mackenzie Drive  
As the proposed site of a new hospital, the northwest quadrant of Jane Street and Major Mackenzie Drive will evolve as a health care campus with associated community facilities, residential, and business uses.

Primary Centres are characterized as follows:

- a. develop with a mix of housing types and tenures, including housing suitable for seniors and families with children and affordable housing;
- b. include a mix of non-residential uses including retail, office, institutional, community facilities, and human services intended to serve both the local population and the City as a whole, and attract activity throughout the day;
- c. develop at densities supportive of planned public transit;
- d. have a fine grain of streets suitable for pedestrians and cyclists, with appropriate internal links and links to the surrounding Community Areas which may take the form of sidewalks and/or greenways;
- e. include well designed public open spaces that are either landscaped parks, or public plazas or both in a manner that is appropriate to the local context;
- f. encourage a pedestrian-friendly built form by locating active uses at grade; and,
- g. be designed and developed to ensure appropriate transition of intensity and use to surrounding Community Areas, and/or separation from adjacent Employment Areas.

#### Local Centres

Local Centres are the medium density cores of their respective communities. They are predominantly residential in character but will also include a mix of uses to allow residents of the Local Centre and of the surrounding community to meet daily needs in close proximity to where they live or work. Local Centres will be pedestrian-oriented places with good urban design and an intensity of development appropriate for supporting efficient transit service.

Local Centres include the following areas:

- i) The Historic Villages of Woodbridge, Maple, Kleinburg/Nashville, and Thornhill-Yonge Street  
The historic village cores will continue to be the main areas for local commercial activity and community facilities. Each village core will experience development and/or *Intensification* to varying degrees, as befits the local context. Development within these areas is also subject to Heritage Conservation District Plans.
- ii) Vellore Village Centre and Carrville Centre  
The emerging Local Centres for Vaughan's newest communities will develop as mixed-use, pedestrian-friendly places. They will be the focus for multi-family development within their respective communities.
- iii) Concord Centre  
Development of lands both north and south of Highway 7 will allow for the creation of a new mixed-use focus for the well-established Concord community, and will support the



significant transit hub associated with the proposed Concord GO Rail station and the 407 Transitway station.

Local Centres are characterized as follows:

- a. develop with a mix of housing types and tenures, including housing suitable for seniors and families with children and *affordable* housing;
- b. be predominantly residential in character but include a mix of uses including retail, office, and community facilities intended to serve the local population and attract activity throughout the day;
- c. be the preferred location for locally-delivered human and community services;
- d. be the focal points for expression of community heritage and character;
- e. develop at densities supportive of planned or potential public transit, taking into account the local urban fabric of each Local Centre;
- f. have a fine grain of streets suitable for pedestrians and cyclists, with appropriate internal links, such as sidewalks and greenways, through the Local Centre and links to the surrounding Community Areas;
- g. include well designed public open spaces that are either landscaped parks, or public plazas or both in a manner that is appropriate to the local context;
- h. encourage a pedestrian-friendly built form by locating active uses at grade; and,
- i. be designed and developed to ensure appropriate transition of intensity and use to surrounding neighbourhoods, and/or separation from adjacent Employment Areas.

#### Primary Intensification Corridors

Certain streets in Vaughan, and the lands fronting onto them, have been identified as Primary Intensification Corridors to recognize the function they perform in linking the Vaughan Metropolitan Centre, Primary and Local Centres and accommodating higher-order transit. This category includes both Regional Corridors (e.g. Highway 7 and Yonge Street) and local corridors (e.g. Jane Street and Major Mackenzie Drive).

The Primary Intensification Corridors are more than just transportation routes: they will evolve as active and unique places in their own right, supporting a range of uses. They are the focus for planned or future transit investment in recognition of their function as activity generators, and they will also be designed to comfortably and safely accommodate pedestrians and cyclists, as well as motor vehicles. The Primary Intensification Corridors are places for growth over time, both for mixed-use and employment-related *intensification* as per the land use designations in Chapter 9. Where a Primary Intensification Corridor includes rear-lotted properties or a window street, such lands are generally not considered appropriate for *intensification*.

Primary Intensification Corridors are Intensification Areas that shall evolve with either mixed-use or employment *intensification* over time to complement adjacent areas, support public transit, and enhance the structure of the City by linking the Vaughan Metropolitan Centre, Primary Centres and Local Centres.

Primary Intensification Corridors are characterized as follows:

- a. develop with a mix of housing types and tenures, including housing suitable for seniors and families with children and *affordable housing*;
- b. include a mix of non-residential uses including retail, office, institutional, commercial, community facilities, and human services intended to serve both the local population and the City as a whole, and attract activity throughout the day;
- c. develop at densities supportive of planned public transit;
- d. include well designed public open spaces that are either landscaped parks, or public plazas or both in a manner that is appropriate to the local context;
- e. encourage a pedestrian-friendly built form by locating active uses at grade; and,

- f. be designed and developed to ensure appropriate transition of intensity and use to surrounding Community Areas, and/or separation from adjacent Employment Areas.

#### Parkway Belt West

Certain lands identified on Attachment 1 (Schedule 1) are subject to the Provincial Parkway Belt West Plan, as amended. These lands are primarily reserved by the Province for Provincial infrastructure and complementary uses. Where Parkway Belt West lands serve the functions intended by that Plan (e.g. Highway 407, utility corridor) the Parkway Belt West Plan and any associated land use designation will continue to apply. Over time, however, certain parcels that are not required for these functions may be identified as surplus by the Province over the lifetime of this Plan, including the parcel west of Jane Street and south of the 407, associated with the 407 Transitway/subway station.