

4.      **OFFICIAL PLAN REVIEW**  
**YONGE STREET CORRIDOR SECONDARY PLAN**  
**CITY OF VAUGHAN**  
**FILE NO. 25.5.12.4**  
**WARD 5**

**P.2010.30**

**Recommendation**

The Commissioner of Planning recommends:

THAT the Public Hearing report for File 25.5.12.4 (Draft Yonge Street Corridor Secondary Plan) 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**

The policies in the Secondary Plan are consistent with the policies in the Region of York Official Plan and Places to Grow: Growth Plan for the Greater Golden Horseshoe (2005) for intensification in built-up areas, economic vitality, conservation of heritage areas and providing for multiple modes of safe and efficient transportation. The Secondary Plan is also consistent with *Green Directions Vaughan, Community Sustainability and Environmental Master Plan* and meets the following specific goals and objectives:

Goal 2: To ensure sustainable development and redevelopment

Goal 4: To create a vibrant community where citizens, business and visitors thrive

**Economic Impact**

The draft Secondary Plan will have a positive impact upon the City of Vaughan in terms of managing growth and fostering employment opportunities. The Secondary Plan will also benefit the City in terms of investments and tax assessments through new development, redevelopment and the planned infrastructure along Yonge Street and Steeles Avenue West.

**Communications Plan**

The consultation process for the Secondary Plan included community information and workshop meetings which are outlined in more detail later in this report.

The draft Yonge Street Corridor Secondary Plan was posted on the City's web site on May 25, 2010 for public review and comment. On May 20, 2010, a notice of the Public Hearing was sent to all residents/landowners within the study area and within 150 metres outside of the study area boundaries, to ratepayer associations, and to individuals who had requested notification. The notice was also placed in the Vaughan Liberal and the Vaughan Citizen; posted in all City libraries and community centres; and, placed on both the City Page and Vaughan Tomorrow websites.

**Purpose**

The purpose of this report is to introduce the draft Yonge Steeles Corridor Secondary Plan (the Secondary Plan - Attachment # 6) and to provide a brief summary and highlight key policies being proposed that will establish the vision for growth in this area. The draft Secondary Plan

will replace the City's existing Official Plan documents as they relate to the Plan area, and establish a comprehensive framework of planning policies to guide and manage growth and development. 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 - Analysis and Options**

### Location

The lands subject to the draft Secondary Plan are generally located along the west side of Yonge Street (between Steeles Avenue West and one lot depth north of Longbridge Road) and on the north side of Steeles Avenue West (between Yonge Street and Palm Gate Boulevard) as shown on Attachment #1.

### Official Plan

#### i) City of Vaughan Official Plan

The final City of Vaughan Official Plan document will be produced in two volumes. Volume 1 will introduce policies that will be generally applicable throughout Vaughan. Volume 2 will contain the secondary plans, including the draft Yonge Street Corridor Secondary Plan, resulting from focused area studies that are applicable to a number of areas which require detailed planning analyses and policies. Volume 2 will also include a limited number of site-specific policies applicable to individual properties and small collections of properties in some parts of Vaughan. This public hearing report deals with the policies specific to the Yonge Street Corridor Secondary Plan area.

#### ii) Official Plan Designations

The Secondary Plan introduces a set of land use designations applicable throughout the Plan area as shown on Attachment #2 and Attachment #3 (Schedules 2 North and South of the Secondary Plan) including detailed land use information related to the maximum permitted building heights and densities.

### Zoning

The zoning provisions of By-law 1-88 applicable to the Secondary Plan area will remain in effect until they are updated or replaced by zoning consistent with the new Official Plan including this Secondary 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 Secondary Plan and that a budget and work schedule will be prepared for consideration by Council in the 2012 budget.

### Purpose of the Study

In October 2007, Young & Wright/IBI Group was retained by the City of Vaughan to undertake a Yonge Street Area Study. The study area is located in the southern corner of the City of Vaughan, bordered by the Town of Markham to the east and the City of Toronto to the south. The Yonge Street Corridor Secondary Plan area resulting from the Study consists of two sections, the North and South Study Areas identified in Attachment #2 and Attachment #3 respectively. The two sections are divided by the area covered by the Thornhill/Yonge Street Corridor Plan, OPA#669.

The general purpose of the Yonge Street Area Study includes:

- create a sustainable development framework;
- develop community character, form and height for future development;
- determine a land use and urban design policy framework;
- guide and direct development on private lands, the public realm and on streetscape improvements;
- introduce a variety of mixed-uses and built form in mid-rise and tall buildings where appropriate;
- create a public open space network and improving existing parks; and,
- optimize the use of the road network and enhance transit, walking and cycling.

#### Existing Conditions and Characteristics

The study area is characterized by a variety of land uses and built form. The North Study Area is primarily a low density residential neighbourhood, with some higher density commercial uses towards the southerly portion. The South area is a mixture of commercial uses along Yonge Street and Steeles Avenue, with some high rise residential uses at Clark Avenue. Low density residential uses abut both the north and south areas. The 1.25 km stretch that separates the North and South areas includes areas identified as part of the Thornhill Heritage Conservation District and the Don Valley protected watershed zone and as a result was excluded from the study.

Several planning and transportation studies that have been recently undertaken or are underway were taken into consideration during the study process including:

- i) The new Vaughan Official Plan review which will include planning policies to bring the City and the Yonge Street and Steeles Avenue West area into conformity with the Province's Growth Plan and the York Region Official Plan.
- ii) A planning study was conducted by the Town of Markham to examine the impacts of a proposed high density development on the east side of Yonge Street, opposite the south section of the Yonge Street Corridor Secondary Plan area. The study provides the policy framework to guide the development of a mixed-use, lower to high density, pedestrian and transit supportive community between Yonge Street and the existing residential community to the east.
- iii) A transit study undertaken by Metrolinx, the Toronto Transit Commission, York Region and other relevant authorities to construct an extension of the Yonge Street subway line from Finch Avenue to Highway 407 along the entire distance of the North and South Study Areas. This proposal would incorporate subway stations along Yonge Street and proposed transit stops at:
  - Steeles Avenue;
  - Clark Avenue;
  - Royal Orchard Avenue; and
  - Langstaff Road.

The policies contained in the Secondary Plan provide for either the extension of the Yonge subway to Highway 407 or the introduction of Bus Rapid Transit along Yonge Street.

## The Policy Context

The draft Secondary Plan together with the Official Plan addresses the City's long-term planning requirements to the year 2031. The draft Secondary Plan brings the City into conformity with recent Provincial and Regional land use policy direction.

### i) Provincial Policy

The Provincial Policy Statement (PPS) came into effect on March 1, 2005 and establishes the policy foundation for regulating development and land uses in Ontario. The PPS supports efficient land use, a mix of housing types and densities, residential intensification, transit-supportive land use patterns and the protection of cultural heritage. It also encourages growth in built up areas and identifies transit corridors as key areas for intensification and redevelopment.

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; conservation of natural heritage areas; and multiple modes of safe and efficient transportation to move around. The Growth Plan provides a vision and guiding principals on how land and public investments are to be developed and managed. Some of the key principals include:

- promote and build compact and vibrant neighbourhoods;
- efficient use of existing and new infrastructure to support growth in a compact form;
- recognize the diversity of communities and provide for different approaches to managing growth; and,
- promote collaboration among all sectors including government, private and non-profit and community members to achieve the vision.

### ii) York Region Official Plan (YROP)

The York Region Official has been updated to recognize recent Regional initiatives and to bring it into conformity with the changes in Provincial Policies. The Regional Official Plan provides a framework for coordinated and detailed planning affecting municipalities in the Region of York. The Regional Official Plan must also adhere to the Provincial policies articulated in the Growth Plan. The policy initiatives focus strongly on sustainability and the intensification of already built up areas. Some of the key polices that relate to Vaughan include:

- the overall intensification target of minimum 40% residential intensification in built up areas;
- growth must be concentrated along Yonge Street as this area is designated as a Regional Corridor in the York Region Official Plan;
- local municipalities are required to complete a comprehensive secondary plan for areas designated Regional Corridors;
- transit-supportive densities are required via intensification along the designated Regional Corridors of Highway 7 and Yonge Street; and,
- the Yonge Street subway extension between Steeles Avenue West and Highway 407 is identified in the Regions Transit Network Map.

### iii) City of Vaughan Official Plan

The Thornhill Vaughan Community Plan (OPA#210) is the key municipal policy document to provide the larger context of the Yonge Street Corridor Secondary Plan area. It provides detailed land uses designations and policies for the Thornhill community,

including the lands subject to the Secondary Plan. The Thornhill/Yonge Street Corridor Plan (OPA #669) establishes the urban design framework to guide the physical renewal and evolution of the Yonge Street corridor to a more mixed-use, pedestrian and transit supportive main street while recognizing the historic community of Thornhill.

iv) Town of Markham Official Plan and the Markham Yonge Street Study

The Town of Markham Official Plan was consolidated in July of 2005, including secondary plans that provide direction for land use planning. Lands in the town of Markham that lie opposite the Yonge Street Corridor Secondary Plan are generally designated for commercial, urban residential and institutional uses under the official plan. Lands designated as urban residential are intended to be used primarily for housing with accessory complementary uses. In 2008 the Town of Markham completed the Markham Yonge Street Study which implements a policy regime that permits mixed-use development at transit supportive densities along Yonge Street, while providing transition to stable existing residential communities. Density policies provide for: an average density of 2.5 Floor Space Index (FSI); an additional 1.0 FSI is permitted for commercial buildings or commercial floor space within existing mixed residential/commercial buildings (maximum density for a mixed-use building is 3.5 FSI); restrictions of 1.5 FSI closest to established low density neighbourhoods; and, a minimum density of 1.0 FSI required on all development sites.

v) City of Toronto Official Plan

The existing land use designations on the south side of Steeles Avenue West in the City of Toronto include Apartment Neighbourhoods and Mixed-Use areas adjacent to the Yonge/Steeles intersection. Further west, surrounding Palm Gate Boulevard, lands are designated as Neighbourhoods reflecting the low density residential character of the area. Yonge Street is designated as an Avenue in the City of Toronto Official Plan which is an area identified to absorb growth through incremental development. The City intends to carry out Avenue Studies to develop a framework for change that is tailored to the particular circumstance of each Avenue.

Community Consultation

The public consultation process for the Yonge Street Corridor Secondary Plan was addressed, in part, in association with the public engagement process for the new City Official Plan (draft City OP). In addition, the project status, results and analysis of the draft Yonge Steeles Corridor Study was communicated to the public through an extensive public consultation process that included 4 public meeting or open houses, a design charette workshop, consultation with land property owners from Crestwood Road whose properties back onto the proposed extension of Royal Palm Drive and a recent statutory public open house. The public consultation process included:

- June 5, 2008: a Public Open House introducing the project and team members;
- September 16, 2008: a Public Meeting to present the results of the SWOT (Strengths, Weaknesses, Opportunities, and Threats) Analysis;
- November 4, 2008: a Public Design Charette Workshop;
- March 12, 2010: a Public Consultation with land owners to discuss the Royal Palm Drive extension east of Hilda Ave;
- March 30, 2009: a Public Meeting/Open House to provide a project status update;

- March 2, 2010: a Public Information Meeting to gather public input on the Background Report (February 2010); and,
- April 12, 2010: a Statutory Public Open House to provide an overview of the draft Yonge Steeles Secondary Plan.

All public notices, presentation handouts, and the background report were also made available on the City's growth management website, Vaughan Tomorrow.

The consultation to-date included regular meetings with the Region of York, the members of the Yonge Steeles Corridor consulting team Young & Wright/IBI Group, other public agencies, and with the neighbouring municipalities of the Towns of Markham and Richmond Hill and the City of Toronto.

### The Yonge Street Corridor Secondary Plan: Proposed New Vision

The Yonge Street and Steeles Avenue West area of the City has been identified as a Primary Centre in the new draft Official Plan. The area is intended to evolve as a vibrant mixed-used community planned around transit improvements and a comprehensive parks and open space system. The Secondary Plan was prepared to provide detailed policy framework to guide development for this area of the City. The vision and principles for the Secondary Plan area include:

- promote well-designed intensification to help maximize existing land uses and planned infrastructures such as transit and servicing;
- protect stable residential neighbourhoods;
- encourage a wide range of housing choice;
- encourage a mix of uses including employment and housing in an efficient and compact built form;
- conserve land; and
- minimize ecological footprint of any development or redevelopment.

In order to achieve this vision the corner of Yonge Street and Steeles Avenue West has been identified as the focal area for intensification with the most concentrated heights and densities. The North Area of the Secondary Plan consists of shallow lots that are not conducive for high density development. Therefore, building heights and densities will gradually decline as the distance away from the Yonge Street and Steeles Avenue West intersection increases. An area of transition is provided between the existing low density residential areas and the proposed intensification along Yonge Street and Steeles Avenue West in the South Area that takes into consideration, shadow impacts, access to sunlight, wind conditions and sky views. These transitional areas include lower density residential and a network of parks and open spaces. In addition, a 45 degree angular plane as measured from the property line of dwellings in the existing low-rise residential area is included as a policy tool to provide a further transition between existing and future development.

### Land Use Recommendations

The land use recommendations from the Yonge Street Corridor Secondary Plan provide the policy basis for the Yonge Steeles Corridor Secondary Plan. It is the intention of the Yonge Steeles Secondary Plan to develop transit supportive neighbourhoods that are pedestrian friendly and can accommodate a range of height, densities and housing types. The land use recommendations are based on the vision, key planning principles, goals and analysis and conclusions from the Yonge Street Area Study. The land use designations are shown on Attachment #2 and Attachment #3. The following is a summary of the proposed policies for each land use designation in the Secondary Plan.

i) High-Rise Mixed-Use

The High-Rise Mixed-Use designation is intended to provide for a mix of uses and appropriate densities to support transit use and promote walking and cycling. This area will be designed with the highest possible quality to reflect the importance of the Yonge Steeles intersection as a transit hub and gateway into the City. Permitted uses include a mix of residential, retail, community and institutional uses. The proposed building heights range from 18-30 storeys and a density between 2.5-5.0 FSI (floor space index) with the highest heights and densities at the intersection of Yonge/Steeles and gradually dropping to just west of Hilda Avenue along Steeles Avenue West and up to Clark Avenue West along Yonge Street.

ii) Mid-Rise Mixed-Use

The Mid-Rise Mixed-Use designation provides for a mix of residential, retail, community and institutional uses that will reflect a more residential character while supporting the importance of sites along the Steeles Avenue and Yonge Street. The proposed building heights range from 12-18 storeys and a maximum density of 2.0 FSI. The Mid-Rise Mixed-Use designation is primarily provided on lands that have frontage on Yonge Street and Steeles Avenue West and are located to the west and north of those lands designated High-Rise Mixed-Use.

iii) Mid-Rise Residential

The Mid-Rise Residential designation permits primarily residential buildings that are intended to provide a transition from the higher densities and taller buildings along Yonge Street and Steeles Avenue West and the existing low-rise residential uses to the west and north respectively. The proposed building heights range from 3-5 storeys and a maximum density of 1.5 FSI.

iv) Parks and Publicly Accessible Open Space

The Parks and Open Space designations include a variety of parks and publicly accessible open spaces that create a series of linked passive and active recreation areas. The parks and open space system provides a safe environment for pedestrians and cyclist and completes a continuous circuit within the larger planning area which is accessible to all people and provides year round usage.

A pedestrian system connecting the lands and providing access to transit along the arterial streets is also shown on Attachment #5.

The proposed parkland dedication policy will require that all new residential development dedicate parkland at the rate of 5% of the total gross land area or one hectare of parkland per 300 dwellings units, or a combination, whichever is greatest. Cash-in-lieu of parkland may be considered by the City where such contributions may be effective in achieving parkland targets. Any parkland required to achieve the parkland system, which is over and above the amount that can be secured through parkland dedication, may be subject to agreements secured under Section 37 of the Planning Act.

Draft City of Vaughan Official Plan – Volume 1

The draft Secondary Plan forms part of Volume 2 of the new draft Official Plan for the City of Vaughan. The Secondary Plan is intended to be read together with Volume 1 which includes policies that will also apply to the Secondary Plan area, including but not limited to the following:

- sustainability policies intended to promote more efficient building and site development;
- up-to-date environmental policies;
- urban design policies intended to achieve quality building design including the requirement that all development be reviewed by a design review panel;
- the requirement to incorporate travel demand measures into all development proposals; and,
- the provision of public art.

#### Planning for the Community and Infrastructure

The Secondary Plan includes community and infrastructure related policies to support the land use recommendations as follows:

##### i) Heritage Conservation

Heritage preservation in the Secondary Plan area is an important aspect of the plan. The Provincial Policy Statement protects against the development and redevelopment and/or the alteration of significant built cultural heritage landscapes. It is the intention of the Yonge Steeles Secondary Plan to respect the valuable heritage components identified in the Thornhill Heritage Conservation District Plan.

##### ii) Public Transit and Road Networks

The City will work with the York Region, the Toronto Transit Commission and other relevant agencies to plan and implement the introduction of rapid transit services by either Bus Rapid Transit Service or the extension of the Yonge subway line.

A new local road network is being proposed in the Secondary Plan area, as shown on Attachment #4. The new road system reflects a block system that will allow for permeability and improves access to Yonge Street and Steeles Avenue West. These connections will form an integral part of the overall street system to accommodate not only vehicular use, but also facilitate pedestrian and cycling movement. The street network in the South Area has been designed to connect with the more fine-grained block structure in the Town of Markham. It has also been designed to not prohibit but limit traffic infiltration into the existing residential neighbourhood.

##### iii) Sustainability and Infrastructure

The Secondary Plan includes policies designed to achieve environmentally sustainable buildings. Some of the key policies require development to address principals such as high-level of efficiency in energy consumption, high albedo surface roof materials, maximizing solar gains and natural light penetration and incorporating green roofs.

Stormwater management shall be designed to minimize stormwater run-off and water wastewater services will be planned in a comprehensive manner and phased accordingly. The Secondary Plan also recommends that the City explore opportunities with Hydro One, Powerstream Inc. and developers and businesses to bury existing aerial hydro lines within the Secondary Plan where practical and feasible and to potentially develop a district energy plan.

##### iv) Community Services and Facilities

The proposed intensification to the area will require further investments in community services and facilities. In order to assess future needs, land owners proposing to develop more than 50 units or 5,000m<sup>2</sup> of floor space (whichever is less) within lands that are



designated as High-Rise, Mid-Rise or Low-Rise Mixed Use areas, shall prepare a Community Services Impact Statement for submission to the City. Details of the requirements can be found in the draft Yonge Steeles Secondary Plan.

### Implementation

The draft Secondary Plan outlines the various policies and planning tools that will be used to implement the policies of the Plan including Draft Plan of Subdivision and Site Development Applications, use of the Holding Symbol, Development Blocks, Block Plans, Phasing of Development and Community Improvement Project Areas. These implementation policies build on those found in Volume 1 of the Official plan. The Yonge Steeles Corridor Secondary Plan is one area of the City where density bonusing will be utilized pursuant to the provisions of Section 37 of the Planning Act and Volume 1 of the Official Plan in order to achieve public benefits. Policies also facilitate the City's ability to purchase or expropriate lands for planned infrastructure in order to provide for orderly development in the Secondary Plan area. Lands identified for local roads and parks will be subject to dedication requirements as a condition of approval of a development application. Further details of these planning mechanisms are outlined in the draft Secondary Plan.

### Relationship to Vaughan Vision 2020/Strategic Plan

The Yonge Steeles Corridor Secondary Plan is consistent with the Vaughan Vision 2020 Strategic Plan, through the following initiatives, specifically,

Service Excellence:

- Lead & Promote Environmental Sustainability
- Preserve Our Heritage & Support Diversity, Arts & Culture

Management Excellence:

- Enhance Productivity, Cost Effectiveness & Innovation
- Plan and Manage Growth & Economic Vitality

### Regional Implications

The new Official Plan, including the Yonge Street Corridor Secondary Plan has been prepared in consultation with the Region of York pursuant to the policy requirements and provisions of the Regional Official Plan which is adopted by Regional Council and is awaiting final approval by the Province.

Regional implications include:

- changes to servicing and road transportation requirements for future higher densities;
- enhanced YRT service requirements; and,
- increased investments to cycling network within Vaughan and connection to neighbouring municipalities.

The York Region Official Plan also identified Yonge Street as a "Regional Corridor" and requires that a comprehensive secondary plan be prepared by local municipalities. The Yonge Steeles Corridor Secondary Plan satisfies this requirement.

### **Next Steps**

Comments on this evening's Public Hearing are requested no later than July 5, 2010. The Policy Planning Department will be preparing a comprehensive report for the consideration of the Committee of the Whole meeting in response to comments received at this Public Meeting, or in writing.

It is anticipated that the report will be considered by the Committee of the Whole on August 31, 2010, at a special evening meeting, and the report will include a recommendation for adoption of the draft Secondary Plan. 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 Secondary Plan.

### **Conclusion**

The Policy Planning Department recommends that the draft Yonge Steeles Corridor Secondary Plan for the Yonge Street Area Study prepared for the City by Young & Wright/IBI Group be received, and that any issues identified by the public and Council, be addressed by the Policy Planning Department in a final report to the Committee of the Whole.

### **Attachments**

1. Location Map
2. Land Use, Height and Density Map (North)
3. Land Use, Height and Density Map (South)
4. Proposed Local Road Network Map (South)
5. Proposed Parks and Publically Accessible Open Space Map
6. Draft Yonge Steeles Corridor Secondary Plan, May 2010 (Mayor and Members of Council ONLY)

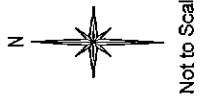
### **Report prepared by:**

Clement Chong, Acting Planner, ext: 8214

Respectfully submitted,

JOHN ZIPAY  
Commissioner of Planning

DIANA BIRCHALL  
Director of Policy Planning



YONGE STEELES  
CORRIDOR STUDY  
(NORTH)

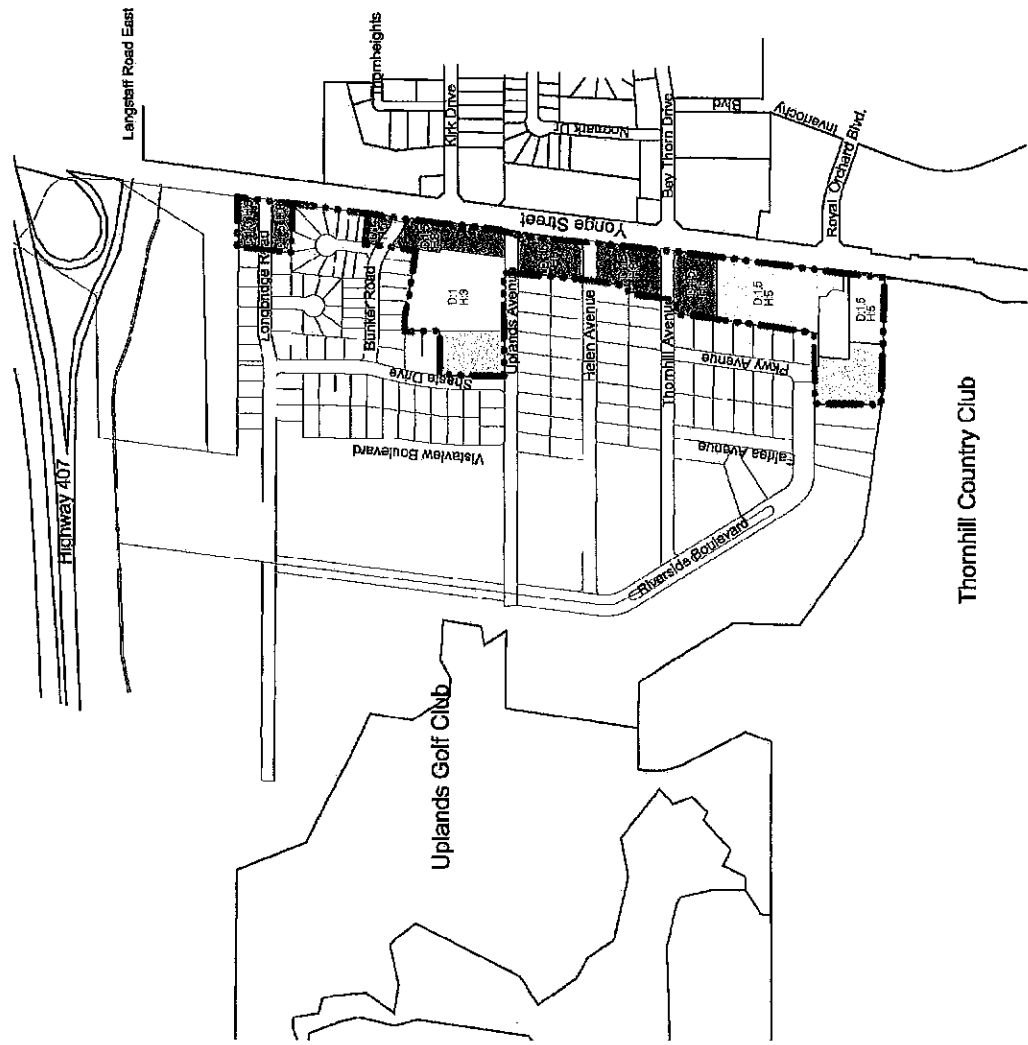
TOWN OF  
MARKHAM

YONGE STEELES  
CORRIDOR STUDY  
(SOUTH)

CITY OF  
TORONTO



- Low-Rise Mixed-Use
- Mid-Rise Mixed-Use
- Low-Rise Residential
- Parks
- Secondary Plan Boundary



# Yonge Street Corridor Study

Location: Part of Lots 32 - 34,  
Concession 1

Applicant:  
City of Vaughan



The City Above Toronto  
Policy Planning Department

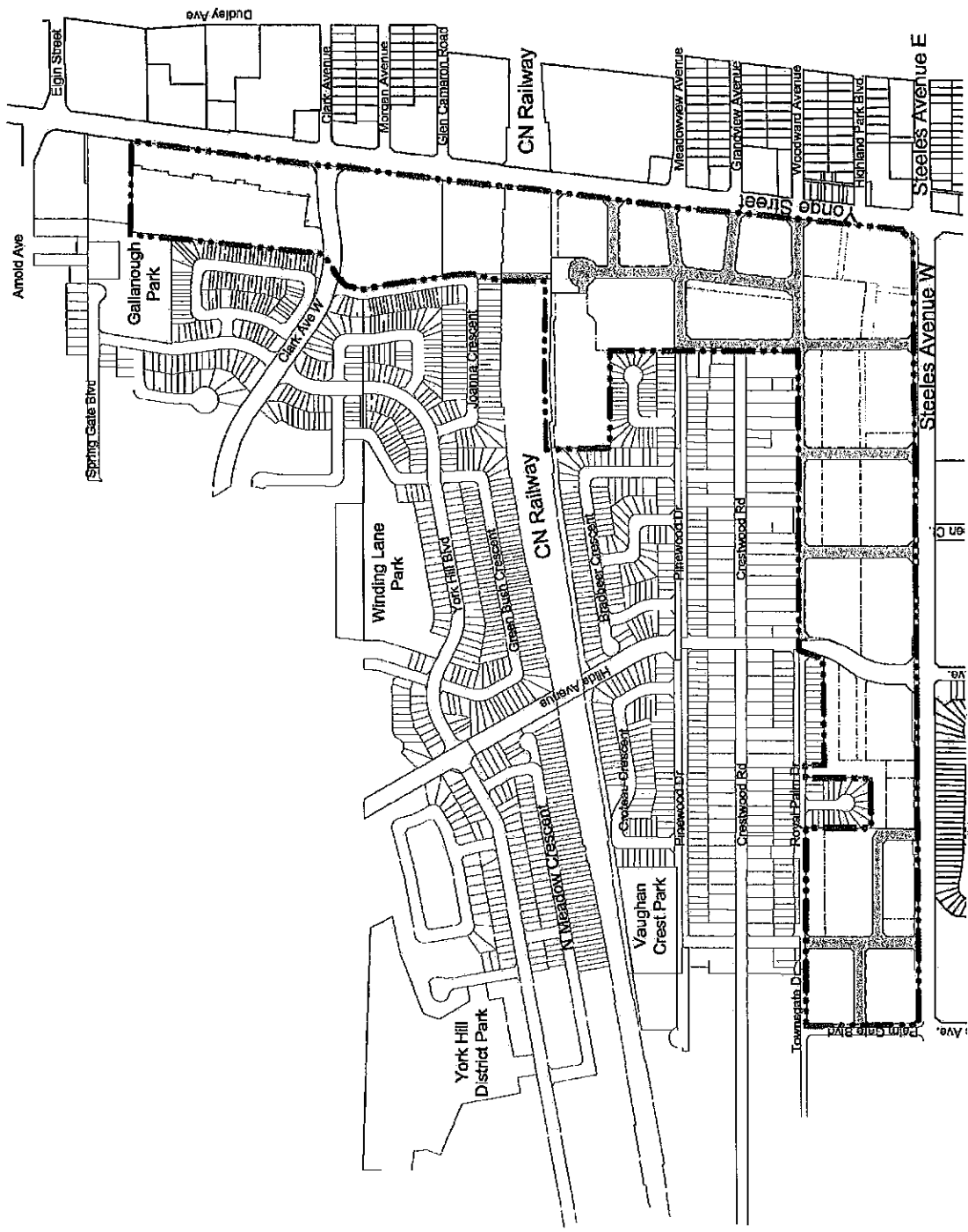
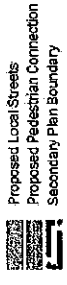
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File: 25.5.12.4

Date:  
May 27, 2010

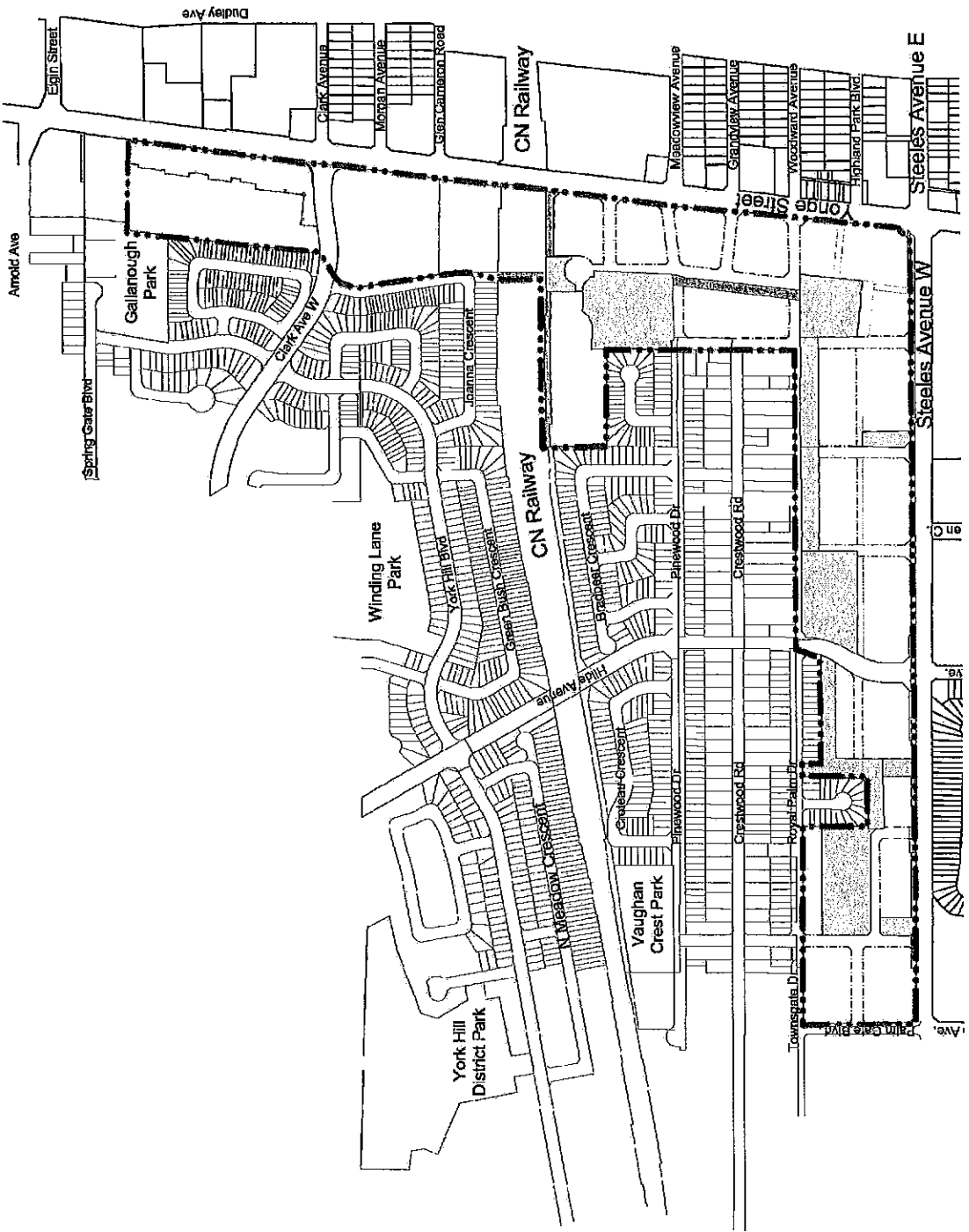
# 2





Lands to be Conveyed to the City for Parks Purposes  
Public Accessible Open Space  
Proposed Pedestrian Connection  
Secondary Plan Boundary

May 2010



**Yonge Street Corridor Study**

Location: Part of Lots 26 - 29,  
Concession 1  
Applicant:  
City of Vaughan

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