

# The Regional Municipality of York

Committee of the Whole  
Planning and Economic Development  
April 11, 2019

Report of the Commissioner of Corporate Services and Chief Planner

## **Block 27 Secondary Plan Amendment No. 33 to the City of Vaughan Official Plan**

### **1. Recommendations**

1. Regional Council approve Amendment No. 33 to the City of Vaughan Official Plan, 2010, subject to the modifications set out in Attachment 1.
2. The Director of Community Planning and Development Services be authorized to issue notice of Regional Council's decision.
3. Staff be authorized to appear before the Local Planning Appeal Tribunal in support of the Region's decision, if required, and the Regional Solicitor or designate, be authorized to execute Minutes of Settlement, if appropriate.

### **2. Summary**

Under the *Planning Act*, upper-tier municipalities are required to approve local municipal Official Plans. Staff recommends approval of Amendment No. 33 to the Vaughan Official Plan, 2010, is known as the Block 27 Secondary Plan. The Block 27 Secondary Plan area is bounded by Kirby Road to the north, Teston Road to the South, Keele Street to the east, and Jane Street to the west. The primary purpose of the Block 27 Secondary Plan is to set the policy context to create a new community in the City of Vaughan.

#### Key Points:

- The Block 27 community will be anchored by a local centre, proposed GO station transit hub with a mix of uses including compact higher density in close proximity to the transit station and low and medium density neighbourhoods offering a range of housing types
- New planned Regional infrastructure, for water and wastewater trunk services and arterial road improvements, will be required for the 19,100 to 33,200 persons and 1,500 to 2,300 jobs anticipated when this community is fully built.

### **3. Background**

#### **The secondary plan area was added to York Region's Urban Area by Regional Official Plan Amendment No. 2**

The Block 27 Secondary Plan area, illustrated on Attachment 2, is bounded by Kirby Road to the north, Teston Road to the South, Keele Street to the east, and Jane Street to the west. It was approved for new urban growth during York Region's growth management exercise in 2010. York Region Official Plan Amendment 2 (ROPA 2) added the lands to the Urban Area in the York Region Official Plan 2010 (ROP) as part of the Designated Greenfield Area and a New Community Area.

#### **The York Region Official Plan requires secondary plans for New Communities**

Policies of the ROP require the preparation of a secondary plan for New Community Areas. The secondary plan must comprehensively plan each community, in a coordinated manner, to achieve a compact mix of uses and a range of housing types, with high quality urban design including well designed built form, and pedestrian oriented walkability that incorporates a variety of community and human service needs.

#### **City of Vaughan Council adopted the Block 27 Secondary Plan in September 2018 and a Regional decision is required by May 9, 2019**

Council of the City of Vaughan adopted the Secondary Plan on September 27, 2018. The Secondary Plan is a policy document that guides development of the new community in conformity with the Vaughan Official Plan, the York Region Official Plan, and relevant Provincial plans and policies. The proposed Secondary Plan contains policies that define the community structure, mobility network, and natural heritage network.

Under the *Planning Act*, York Region has 210 days to make a decision on this Secondary Plan following which it can be appealed to the Local Planning Appeal Tribunal (LPAT) for non-decision by York Region. The 210 day deadline is May 9, 2019.

Since adoption of the Secondary Plan, Vaughan staff have been working with their consultant team to refine a number of policies. These proposed modifications to the Secondary Plan were received by Regional staff on March 22, 2019.

#### **Consultation was extensive throughout the preparation of the Secondary Plan**

City of Vaughan staff held regular meetings at key points of the Secondary Plan Study with the Block 27 participating Landowners Group and the Block 27 multi-agency Technical Advisory Committee (TAC). In addition to formal TAC meetings, meetings were held throughout the process with individual agencies, including meetings with the School Boards, Ministry of Natural Resources and Forestry, Toronto and Region Conservation Authority, and Metrolinx. Five reports were prepared for City Council, including one presentation to Committee of the Whole (Working Session) and one report for consideration by the Finance

Administration and Audit Committee. There were a total of eight public consultation meetings in the form of public open houses, Public Information Meetings, statutory public meeting, and Vaughan Committee of the Whole and Council meetings.

## **Background studies were conducted in support of the Secondary Plan**

The Secondary Plan is based on detailed background studies, including:

- Upper West Don Subwatershed Study
- North Vaughan and New Communities Transportation Master Plan
- Water and Wastewater Master Servicing Background Study
- Land Budget and Housing Analysis
- Stage 1 Archeological Resource Assessment
- Cultural Heritage Resource Assessment
- Noise and Vibration Background Study
- Preliminary Background Report for Secondary Plan Study
- Commercial Needs Assessment
- Natural Resource Assessment
- Parks and Open Space & Community Facilities Report
- New Community Area Block 27 City of Vaughan Environmental Report
- Vaughan Sustainability and Community Energy Framework

## **Approval of the Block 27 Secondary Plan is appropriate as the Province moves to a new GO station funding model**

On November 29, 2018, Metrolinx released a letter to municipal partners stating that they have been asked by the Minister of Transportation to assess the status of transit projects and determine feasibility of applying a market driven approach to delivering transit infrastructure, starting with new GO stations. As a result, the previous delivery process and Request for Qualifications to build new GO stations was stopped. Metrolinx is working with municipal and development partners to determine where there are opportunities for third party investment to deliver these stations. The approval of this Secondary Plan contains a planned intensification centre around the proposed GO station transit hub, establishes a policy framework for transit supportive development and supports a market driven implementation of a future GO station.

## 4. Analysis

### **The Secondary Plan envisions a complete community that prioritizes people, is sustainable and liveable, and built with a high quality of urban design**

The Secondary Plan provides detailed policies with respect to land use, including height and density provisions, urban design, protection of cultural heritage and archaeological resources, transportation, community facilities, natural heritage and open space. The intent of the policies is to facilitate development of a new community including a mixed-use Kirby GO – Transit Hub Centre, as well as new residential neighbourhoods. The Secondary Plan includes a vision statement that articulates what the new community will look like: a complete community that prioritizes people, will be sustainable and liveable, and built with a high quality of urban design. It will be anchored by a local centre that features schools and community facilities, and a planned transit hub GO Train station. Policies are designed to enable the creation of a complete community and ensure high quality development that is compatible with the surrounding land uses. Attachment 3 illustrates the land use plan.

### **The Block 27 Secondary Plan is consistent with the Provincial Policy Statement**

The Provincial Policy Statement, 2014 (PPS, 2014) provides policy direction on matters of Provincial interest, including efficient use of land within settlement areas where growth and development are focused. The City of Vaughan’s comprehensive review considered a portion of their growth to be achieved through new communities, in addition to the intensification that is occurring throughout the City.

The PPS, 2014 provides direction related to the creation of “efficient land use and development patterns which support sustainability by promoting strong, liveable, healthy and resilient communities, protecting the environment and public health and safety and economic growth” (Section 1.0). In particular, it requires the provision of sufficient land for residential, commercial, industrial, recreational, open space and institutional uses and for an appropriate range and mix of housing (Policy 1.1.1). The proposed Secondary Plan is consistent with the goals and intent of the Settlement Area policies outlined in Section 1.1.3 of the PPS, 2014, as it proposes to efficiently use land and infrastructure through the logical extension of development and municipal services.

### **The Block 27 Secondary Plan conforms with the Growth Plan, 2017**

The Growth Plan supports a vision of building compact, vibrant and complete communities that provide convenient access to an appropriate mix of jobs, local services, housing and community infrastructure. The subject lands are currently outside the delineated ‘built-up area’ in the Growth Plan. The lands have been identified and studied for urban residential growth since York Region’s growth management exercise in 2010, and were brought into the settlement area through ROPA 2. The lands are within the Designated Greenfield Area (DGA) of the Growth Plan.

The updated Growth Plan came into effect on July 1, 2017, replacing the Growth Plan, 2006. The Growth Plan, 2017 directs that secondary plans that were established as DGA’s prior to

the updated Growth Plan, like the Block 27 Plan, can be planned with an approved density target. The current approved density target in the Regional Official Plan for new community areas is 70 residents and jobs combined per hectare.

The Growth Plan also requires increased development densities around GO Transit Stations (Policy 2.2.4.3(c)). The proposed Secondary Plan is planned to meet the Growth Plan required density of 150 persons and jobs per hectare within 500m of the Kirby GO Station.

The proposed Secondary Plan is consistent with the guiding principles and applicable policies of the Growth Plan, 2017 as it supports achievement of complete communities, promotes a range and mix of housing options to serve all sizes, incomes and households, focuses on promoting efficient use of land and infrastructure and supports transit viability.

### **The Block 27 Secondary Plan conforms with the Greenbelt Plan, 2017**

The Greenbelt Plan, 2017 identifies where urbanization should not occur in order to provide permanent protection to the agricultural land base and ecological and hydrological features, areas and functions occurring on this landscape. The Greenbelt Plan, 2017 designates a portion of the proposed Secondary Plan as “Protected Countryside” and “Natural Heritage System”.

The proposed Secondary Plan has identified the Greenbelt Plan boundary, ensuring the protection of natural heritage features. Lands designated “Natural Areas” and within the Greenbelt Plan area are subject to the policies of the Greenbelt Plan and Greenbelt policies contained in the Vaughan Official Plan, 2010.

### **The Block 27 Secondary Plan conforms with the York Region Official Plan, 2010**

The following sections outline conformity with the Regional Official Plan, 2010.

#### Regional Structure

‘Map 1 – Regional Structure’ in the York Region Official Plan, 2010 (ROP) identifies the subject lands are identified as “Urban Area” and “Greenbelt Protected Countryside”. Based on Map 2 of the ROP the “Regional Greenlands System” overlaps the “Greenbelt Protected Countryside” corridor and Map 5 shows that there are a number of “Woodlands” within the Secondary Plan area. Map 11, Transit Network, shows a proposed GO station near the intersection of the railway line and Kirby Road. On Map 12, Street Network, the planned widths of Jane Street, Teston Road, and Keele Street are up to 36 metres. Kirby Road is under the jurisdiction of the City of Vaughan.

Notwithstanding that Metrolinx has stopped the current delivery process and Request for Qualifications (RFQ) for new GO stations, as they explore opportunities for third party investment in the delivery of these stations, the Kirby GO station is still identified as a proposed GO station in the Regional Official Plan.

This Secondary Plan area is considered a New Community Area by the ROP. As such, the proposed Secondary Plan must conform to the New Community Area policies of ROP Section 5.6 and York Region's New Community Guidelines.

### New Community Areas

York Region's new community areas are to be planned as compact, vibrant, inclusive and diverse communities connected to a network of parks and open spaces. They will offer a variety of housing, employment and mobility choices with high-quality urban design. ROP Section 5.6 has specific policy requirements to facilitate this vision. The proposed Secondary Plan provides more specific policies to address Section 5.6. Consistent with Section 5.6.1, the proposed Secondary Plan area is being comprehensively planned as a complete community.

### Density

Policy 5.6.3 of the ROP requires New Community Areas to be designed to meet or exceed a minimum density of 20 residential units per hectare and 70 residents and jobs per hectare in the developable area. Through the layout of the land use designations, the proposed Secondary Plan is planned to meet these density targets.

A planned intensification centre is planned around the proposed Kirby GO Station. The centre is to have a high concentration of people and jobs living and working in close proximity. This promotes compact development that meets the intent of the policy direction to create communities that are sustainable, connected, vibrant, compact, mixed-use, and pedestrian friendly. The "Mid-Rise Residential" and "Mid-Rise Mixed Use" designations surrounding the transit hub provide for densities up to 3.0 FSI and 4.0 FSI, respectively. The transit hub densities have the potential to exceed the minimum Major Transit Station Area (MTSA) density of 150 persons and jobs per hectare.

### Housing

The proposed Secondary Plan, in conformity with the ROP, has policies and land use designations to enable a diverse mix of dwelling units and types to increase housing choice. Housing types include single detached, semi-detached, street and block townhouses, back-to-back and stacked townhouses, and apartment buildings up to eight storeys. The proposed Secondary Plan also requires significant developments to demonstrate how they contribute to the target of 25% affordable housing units and also requires, through the Block Plan process, how affordable housing units are allocated by participating landowners.

### Community Design

ROP New Community Area policies and guidelines focus on high quality urban design, attractive buildings, landscaping and public streetscapes. The Block 27 Secondary Plan establishes a mix of land uses, with context sensitive heights and densities. The Secondary Plan is designed in a manner which supports the creation

of a sustainable complete community while being compatible with the surrounding existing neighbourhoods, and ensuring appropriate protection of cultural and natural heritage resources.

This new community is designed with the future Kirby GO Station area as the focus of increased densities and greatest mix of residential and commercial uses. The area is planned to be well connected by active transportation infrastructure, to help reduce reliance on the private automobile. The balance of the new community will develop in more traditional low-rise residential densities, with higher densities up to 1.5 FSI along the arterial roads and collector road system, and with permissions for local serving retail/commercial nodes.

### Sustainability / Community Energy

Section 5.2 (Sustainable Cities, Sustainable Communities) of the ROP states that: “These complete communities will be designed to be sustainable by incorporating green building technologies, and renewable and alternative energy options, and over time will evolve into zero carbon and zero waste communities. Standards will help to create well-designed communities that have integrated greenspace, pedestrian and transit networks, and that offer a variety of housing, transportation, human services, and employment options.”

The Community Energy Plan (CEP) Framework report highlighted the importance of the design of the new community, specifically building orientation to maximize solar gain, and the concentration of appropriate development density to allow District Energy to be cost effective. The proposed Secondary Plan contains policies implementing the goals and objectives of Green Directions Vaughan, and will require each development to be evaluated against the sustainable development policies of Section 9.1.3 of the VOP 2010, as well as the Council approved Sustainability Performance Metrics. The Sustainability Performance Metrics will inform the development of the Block Plan.

The proposed Secondary Plan contains policies to reduce energy use through implementation of the Block 27 Community Energy Plan. Development will need to demonstrate how buildings are energy efficient, explore potential to use District Energy in the Kirby GO Station transit hub, explore potential to use waste heat recovery systems, and to design the new community to facilitate renewable energy generation.

Based on this overview and the detailed policy analysis in Attachments 4 and 5, York Region staff have assessed that the Secondary Plan is in conformity with the Regional Official Plan.

## **Build-out of Block 27 requires implementation of a number of Regional infrastructure projects**

From a transportation perspective, three of the four arterial roads that abut this concession block will need to be improved and urbanized for full build out of the community. Teston Road, the southern boundary road, has already been improved to four lanes. The other three

arterial roads, Jane Street, Kirby Road, and Keele Street, will need to be improved from their current rural cross sections. Kirby Road is currently under the City of Vaughan's jurisdiction.

The Northeast Vaughan Water and Wastewater Services Environmental Assessment has identified water and wastewater infrastructure needed to service anticipated development in northeast Vaughan to the year 2051. Improvements include a new trunk sewer from Langstaff Road to Teston Road and a new watermain from Teston Road to King Vaughan Road. These improvements, along with their respective appurtenances, are scheduled to be completed and commissioned in 2028 at a cost of \$253.2M. Some capacity for initial stages can be made available through the existing local and Regional system.

The timing of development will need to be coordinated with the provision of Regional infrastructure. Once the Block 27 Secondary Plan is approved, the Block Plan and Master Environmental Services Plan (MESP) will detail the developable areas, residential loting patterns, design of local roads, and design of water, wastewater and stormwater systems in accordance with the Secondary Plan. Through this exercise, a phasing plan will be developed to ensure that the pace of development is coordinated with required Regional and local infrastructure.

### **There are a number of minor and technical modifications recommended to the adopted Secondary Plan**

Vaughan Planning staff have requested a number of minor modifications to improve readability and clarity of the policies. These modifications, as set out in Attachment 1, are primarily grammatical and syntax in nature, and do not alter the intent of the policies.

York Region Planning staff proposes a modification to include the planned population and job growth numbers for this new community area. While estimated planned population and job numbers are approximate and preliminary, they are required to ensure the land use designations, together with their respective built densities, are appropriately planned, designed and configured to meet or exceed the target of 70 persons and jobs per hectare, as set out in the Vaughan and York Region Official Plans for New Community Areas.

## **5. Financial**

The approval of this Secondary Plan will enable development applications that will generate Regional and local assessments to help pay for needed services. Growth in this area has been anticipated through the York Region Official Plan, Regional Transportation Master Plan, and Regional Water and Wastewater Master Plan. Development charge revenues collected from new developments will support required growth related infrastructure.

In the event that Regional Council's decision is appealed to the Local Planning Appeal Tribunal, there would be costs associated with defending the Region's position including staff resources and other costs of participation in appeal proceedings.



## **6. Local Impact**

City of Vaughan Council adopted the Block 27 Secondary Plan on September 27, 2018. Regional Council's approval of this Secondary Plan will enable the creation of a new community area envisioned to be a complete community that prioritizes people, is sustainable and liveable, and built with a high quality of urban design. This provides the policy framework for completion of the detailed Block Plan, MESP and subsequent draft plan of subdivisions and site plans.

Most of the proposed modifications, outlined in Attachment 1, originate from Vaughan Planning staff. Proposed modifications are considered minor in nature and do not alter the intent of the policies.

## **7. Conclusion**

In 2010, additional lands were brought into the Urban Area in both the Regional and City of Vaughan's Official Plans, including the Block 27 Secondary Plan area. The Regional Official Plan requires a secondary plan for New Community Areas to ensure each area is planned in a comprehensive and coordinated manner. Background studies were conducted in support of the secondary plan, and extensive public and stakeholder consultation occurred throughout the process. The Secondary Plan provides policies with respect to land use, including height and density provisions, urban design, protection of cultural heritage and archaeological resources, transportation, community facilities, natural heritage and open space.

Approval of the Block 27 Secondary Plan, as modified, is consistent with the Provincial Policy Statement 2014, and conforms to the Growth Plan 2017, the Greenbelt Plan 2017, and the York Region Official Plan.

Regional staff recommend that the Block 27 Secondary Plan be approved, subject to the modifications set out in Attachment 1.

---

For more information on this report, please contact Augustine Ko, Senior Planner, at 1-877-464-9675 ext. 71524. Accessible formats or communication supports are available upon request.

Recommended by:

**Paul Freeman, MCIP, RPP**  
Chief Planner

**Dino Basso**  
Commissioner of Corporate Services

Approved for Submission:

**Bruce Macgregor**  
Chief Administrative Officer

March 29, 2019  
Attachments (5)  
9168239