

## Committee of the Whole (Public Meeting) Report

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**DATE:** Tuesday, June 4, 2024

**WARD:** 4

**TITLE: GB (DOUGHTON) LIMITED PARTNERSHIP  
OFFICIAL PLAN AMENDMENT FILE OP.23.007 &  
ZONING BY-LAW AMENDMENT FILE Z.23.012  
130 DOUGHTON ROAD  
VICINITY OF MAPLECRETE ROAD AND DOUGHTON ROAD**

**FROM:**

Haiqing Xu, Deputy City Manager, Planning and Growth Management

**ACTION:** DECISION

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**Purpose**

To receive comments from the public and the Committee of the Whole on applications to permit the development of three (3) high-rise mixed-use towers, ranging in heights from 38 to 52-storeys, connected by a 6-storey podium. The development proposes a total gross floor area ('GFA') of 113,884.89 m<sup>2</sup>, with an overall density of 10.29 Floor Space Index ('FSI'), and a total of 1,700 residential units, as shown on Attachments 3 to 7. The Owner seeks approval of their plan to permit the application in advance of the completion of the Vaughan Metropolitan Centre Secondary Plan ('VMCSP') Update, as shown on Attachment 1.

**Report Highlights**

- To receive comments from the public and the Committee of the Whole on the proposed amendments to facilitate the development by redesignating the Subject Lands to "Station Precinct" and including the Subject Lands in the VMCSP Update with site-specific policies identified on Attachment 3.
- The development is not currently located within the VMCSP however, has been identified as being within a potential boundary expansion. Staff will continue to review the applications, work with the applicant and bring forward for Council consideration after the adoption of the VMCSP Update.
- This report identifies preliminary issues to be considered in a technical report to be prepared by the VMC Program at a future Committee of the Whole meeting.

## **Recommendations**

1. THAT to be consistent with previous Council recommendations for planning applications within the potential boundary expansion areas to the VMC, the Application for the Subject Lands do not proceed in advance of the VMCSPP Update being considered by Council;
2. THAT Staff be directed to continue to process Official Plan Amendment and Zoning By-law Amendment Files OP.23.007 and Z.23.012 (GB (Doughton) Limited Partnership) and receive technical comments; and
3. THAT the Public Meeting report for Official Plan Amendment and Zoning By-law Amendment Files OP.23.007 and Z.23.012 (GB (Doughton) Limited Partnership) BE RECEIVED, and that any issues identified be addressed by the VMC Program in a comprehensive report to the Committee of the Whole.

## **Background**

Location: 130 Doughton Road (the 'Subject Lands'). The Subject Lands and the surrounding land uses are shown on Attachment 2.

The Subject Lands are currently not included in the VMCSPP however, have been identified as within the "Potential Expansion Area A" (Attachment 1) within the VMCSPP Update which is discussed further in the matters to be reviewed section.

Date of Pre-Application Consultation Meeting: August 8, 2022

Date applications were deemed complete: September 7, 2023

The proposed high-rise mixed-use development (the "Development") consists of the following characteristics as shown on Attachments 3 to 7:

- Three (3) residential towers, ranging from 38 to 52-storeys in height on a shared 6-storey podium
- A total of 1,700 dwelling units including:
  - 1,318 studio/one-bedroom units (77.5%)
  - 347 two-bedroom (s) units (20.4%)
  - 24 three-bedroom units (1.4%)
  - 11 live-work units (0.65%)
- 3,565 m<sup>2</sup> of shared indoor amenity space (2.1 m<sup>2</sup> per unit) and 1,790 m<sup>2</sup> (1.05 m<sup>2</sup> per unit) of outdoor amenity space
- Access from White Elm Road and Doughton Road
- Four (4) levels of underground parking for a total of 842 vehicular parking spaces and 1,726 bicycle spaces
- A total Gross Floor Area ('GFA') of 113,884.89 m<sup>2</sup> including:
  - Residential GFA - 108,427 m<sup>2</sup>
  - Retail GFA – 475.17 m<sup>2</sup>
  - Office GFA – 4,982.62 m<sup>2</sup>

- A Floor Space Index ('FSI') of 10.29 times the area of the lot

***An Official Plan Amendment and Zoning By-law Amendment Applications have been submitted to permit the proposed development.***

GB (Doughton) Limited Partnership (the 'Owner') has submitted the following applications (the 'Applications') to permit the proposed Development as shown on Attachment 3 to 7:

1. Official Plan Amendment File OP.23.007 to amend Vaughan Official Plan ('VOP 2010'), Volume 1 and Volume 2, Section 11.12 the VMCSPP as follows:
  - a) Redesignate the Subject Lands from "General Employment" to "Station Precinct"
  - b) Increase the maximum permitted building height from 38-storeys to 52-storeys
  - c) Increase the maximum FSI from 4.5 to 10.29 times the area of the lot
  - d) Increase the maximum residential floorplate size from 750 m<sup>2</sup> to 906 m<sup>2</sup>
  - e) Allow the tenure of the north-south road on the Subject Lands to be private with a public access easement
  - f) Amend the Schedules to the VMCSPP to add the Subject Lands to the VMCSPP boundary
2. Zoning By-law Amendment File Z.23.012 to amend:
  - a) Zoning By-law 001-2021 to delete Exception 14.370 and rezone the Subject Lands from "EM1 - Prestige Employment Area Zone" and "V1 - Vaughan Metropolitan Centre Station Zone" to "V1 - Vaughan Metropolitan Centre Station Zone", in the manner shown on Attachment 2, together with site-specific exceptions identified in Tables 1 and 2 on Attachments 8 and 9.

***Public Notice was provided in accordance with the Planning Act and Council's Notification Protocol.***

- a) Date the Notice of Public Meeting was circulated: May 10, 2024.

The Notice of Public Meeting was also posted on the City's web-site at [www.vaughan.ca](http://www.vaughan.ca).

- b) Circulation Area: To all property owners within 150 m of the Subject Lands, as shown on Attachment 1, and to anyone on file with the Office of the City Clerk having requested notice.
- c) No comments have been received as of May 21, 2024, by the Policy Planning and Special Programs Department (VMC Program).

Any written comments received will be forwarded to the Office of the City Clerk to be distributed to the Committee of the Whole as a Communication and be reviewed and

addressed by the VMC Program in a future technical report to the Committee of the Whole.

### **Previous Reports/Authority**

None.

### **Analysis and Options**

***Amendments to Volume 2 of VOP 2010, the VMCSPP are required to permit the Development.***

The VMCSPP is undergoing an update.

The City is undertaking an update to the VMCSPP to address provincial and regional policy updates, and to respond to the rapid growth that is putting pressure on realizing Council's vision for a vibrant and balanced downtown. The VMCSPP Update will result in a renewed policy framework that supports the completion of a downtown and central business district as a complete community that is well supported by municipal services and social infrastructure to 2051 and beyond.

The VMCSPP Update is studying potential boundary expansions to the VMC, as shown on Attachment 1. Potential Expansion Area A would extend the existing boundary east to Creditstone Road on the south side of Highway 7, resulting in a continuous, linear east boundary line; Study Area B would extend the existing boundary north, incorporating the lots on the north side of Portage Parkway, and the new boundary line would follow one lot depth of the existing properties fronting onto Portage Parkway. The majority of the Subject Lands are located within Potential Expansion Area A, as shown on Attachment 1.

The potential boundary expansion areas are being evaluated separately and on their own merits; however, the key principles underpinning the evaluation are similar: whether the boundary expansion will introduce meaningful and compatible transitions to the surrounding context and existing prestige employment uses; whether appropriate buffering of uses can be achieved; whether the expansion area can offer opportunities to supplement the much needed parkland and social infrastructure required within the VMC; and whether the boundary expansion can be contained to the geographies outlined in Potential Expansion Areas A and B.

On January 31, 2024, Staff presented to VMC Sub-Committee to provide a status update. The presentation communicated that at this stage of the update, the Subject Lands are contemplated to have a "Mixed Use (Non-residential Uses Required)" designation, with maximum density permissions of 5.0 FSI, maximum height permissions of 25 to 40-storeys and a minimum non-residential land-use requirement of 11.5% of the total proposed GFA. However, these permissions are not yet established.

Currently, the VMCSPP Update is in the final stages of establishing a preferred framework for policies, including land-use policies to be established. This phase will be

followed by the drafting of the Secondary Plan Update and the final implementation of the statutory document through Council.

VOP 2010 and the VMCSPP set out the municipality's general planning goals and policies that guide future land use. The existing policy framework in relation to the Development is identified below.

The northern portion of the Subject Lands are located within the VMC and were previously subject to files OP.19.009, Z.19.024, and 19T-19V004.

Block 3 on Registered Plan 65M-4775 (19T-19V004) for GB (Vaughan Seven) Limited Partnership is located within the VMC, and therefore is subject to the following policies of the VMCSPP:

- "Station Precinct" on Schedule F – Land Use Precincts
- "Office Uses Permitted" on Schedule G – Areas for Office Uses
- Partially within "Area L2" on Schedule K – Site Specific Policy Areas

The Station Precinct designation permits a broad mix of uses such as residential dwellings, retail, and service commercial. A mix of high-rise and mid-rise buildings are encouraged.

Site-Specific Policy Area L2 was established by way of OPA #59, which came into effect on December 15, 2020. "Area L2" consists of the lands located south of the east-west local road (White Elm Road) on Draft Plan of Subdivision 19T-19V004. "Area L2" permits a maximum density of 2.5 times the area of the lot, however, the lands north of White Elm Road have been Site Plan approved for a development that yields an FSI of 5.42. Further, "Area L2" establishes a maximum building height of 30-storeys on Block 3.

The southerly portion of the Subject Lands are located outside of the VMC.

The southerly portion of the Subject Lands as shown on Attachment 1, are subject to the policies of VOP 2010:

- "Employment Areas" on Schedule 1 – Urban Structure by VOP 2010
- Within the "Urban Area" on Schedule 1A – Urban Area
- Within PMTSA 56 on Schedule 1C – Protected Major Transit Station Areas
- "General Employment" on Schedule 13 – Land Use by VOP 2010
- The "General Employment" designation identifies predominantly industrial areas characterized by low scale buildings with a variety of lot sizes to provide flexibility for attracting and accommodating a wide range of industrial and employment uses.
- The Subject Lands abut the existing VMCSPP, which is bounded by Highway 400 to the west, Highway 407 to the south, Portage Parkway to the north and parts of Creditstone Road and Maplecrete Road to the east.
- Height and density parameters have not been established as residential uses are not permitted within the existing "General Employment" designation by VOP 2010.
- The proposed maximum building height and densities of 38 to 52-storeys and 10.29 Floor Space Index ('FSI') exceed the maximum building height and density permissions of the "Station Precinct" designation of the VMCSPP, which permit generally a maximum height of 35-storeys and 6.0 FSI. As height and density

parameters have not been established and the VMCSP Update continues to be underway

- VOP 2010 includes the following policies regarding the consideration of a development application where a Secondary Plan has not been completed or commenced by the City:
  - Policy 10.1.1.6 states: “That where it has been determined that a Secondary Plan is required but not yet completed, no amendments to this Plan or the zoning bylaw will be permitted without prior or concurrent adoption of the Secondary Plan for that area.”;
  - Policy 10.1.1.13 states: “That upon direction by Council to staff to proceed with the processing of a development application in advance of the Secondary Plan, it will be required that the Owner attend a pre-application consultation meeting with appropriate staff at which meeting the requirements for various studies will be established, to the satisfaction of the City, to be undertaken as part of a complete application.”; and
  - Policy 10.1.1.9 of VOP 2010 also enables the City to request additional studies in support of a development application by stating (in part) “That in addition to the studies listed in Policy 10.1.3.3, the City may require the preparation of additional studies...as determined through the Pre-Consultation Meeting.”
- An amendment to VOP 2010 is required to redesignate the Subject Lands to “Station Precinct”, add site-specific exceptions as identified above and include them in the VMCSP to facilitate the Development.

***Council enacted Zoning By-law 001-2021 on October 20, 2021, as the new Vaughan Comprehensive Zoning By-law.***

Applications to amend both Zoning By-law 1-88 and Zoning By-law 001-2021 are required because Zoning By-law 001-2021 is not in force for the Subject Lands due to it being under appeal.

***Amendments to Zoning By-law 1-88 and By-law 001-2021 are required to permit the Development.***

**Zoning By-law 1-88:**

- Under Zoning By-law 1-88, the Subject Lands are zoned “EM1 Prestige Employment Area Zone”, and “C9 (H) Corporate Centre Zone with a Holding Symbol”, subject to site-specific exception 9(1505). These zones do not permit the contemplated Development on the Subject Lands.

**Zoning By-law 001-2021:**

- Under Zoning By-law 001-2021, the Subject Lands are zoned “EM1 Prestige Employment Zone”, and “V1 Vaughan Metropolitan Centre Station Zone”, subject to site-specific exceptions 14.1031, 14.1123 and 14.370. These zones do not permit the contemplated Development on the Subject Lands.
- Additional zone categories/zoning exceptions may be identified through the detailed review of the applications and will be considered in a technical report to a future Committee of the Whole meeting.

**Following a preliminary review of the applications, the VMC Program has identified the following matters to be reviewed in greater detail:**

	<b>MATTERS TO BE REVIEWED</b>	<b>COMMENT(S)</b>
a.	Conformity and Consistency with Provincial Policies, York Region and City Official Plan Policies	<ul style="list-style-type: none"> <li>▪ The Applications will be reviewed for consistency and conformity with the Provincial Policy Statement, 2020 (the 'PPS'), A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019, as amended (the 'Growth Plan') and the policies of the YROP 2022 and VOP 2010 including Volume 2, Section 11.7 VMCSPP.</li> </ul>
b.	Appropriateness of Amendments to VOP 2010 and Zoning By-laws	<ul style="list-style-type: none"> <li>▪ The Subject Lands are located within the VCMSP Update and within the "Potential Expansion Area A", which is not approved at this time.</li> <li>▪ Should Council approve the Recommendations in this report, staff will continue to process the Applications and receive comments.</li> <li>▪ The Application will be reviewed in consideration of any emerging policies from the VMCSPP Update and the VOP 2010 and OPA 59 policies. The appropriateness of the Application and the site-specific policies required to implement the Development will be reviewed in consideration of the existing and planned surrounding land uses.</li> <li>▪ The appropriateness of the rezoning and site-specific exceptions will be reviewed in consideration of the existing and planned surrounding land uses.</li> </ul>
c.	The Owner is Seeking to Proceed in Advance of the VMCSPP Update	<ul style="list-style-type: none"> <li>▪ The Subject Lands are located within Potential Expansion Area A in the VMCSPP Update. The Owner is seeking a site-specific approval to proceed in advance of Council approval of the VMCSPP Update.</li> </ul>
d.	Studies and Reports	<ul style="list-style-type: none"> <li>▪ The Owner submitted studies and reports in support of the Applications available on the city's website at <a href="https://maps.vaughan.ca/planit/">https://maps.vaughan.ca/planit/</a> (PLANit Viewer) and must be approved to the satisfaction of the City or respective approval authority. Additional studies and/or reports may be required as part of the application review process.</li> </ul>
e.	Allocation and Servicing	<ul style="list-style-type: none"> <li>▪ Currently, there is limited available city-wide servicing capacity, however, York Region is expected to grant the City additional servicing capacity in Q4-2025 as part of their Capacity Assignment cycle to Regional Municipalities. In the</li> </ul>

	<b>MATTERS TO BE REVIEWED</b>	<b>COMMENT(S)</b>
		meantime, the City anticipates a Holding Symbol (“H”) will be required on the Zoning for the Development and the availability of regional servicing capacity will be assessed at the Site Plan approval stage.
f.	Urban Design Guidelines	<ul style="list-style-type: none"> <li>▪ The Development will be reviewed in consideration of the Vaughan Metropolitan Centre Urban Design Guidelines and the City of Vaughan City-wide Urban Design Guidelines.</li> </ul>
g.	Design Review Panel (‘DRP’)	<ul style="list-style-type: none"> <li>▪ The DRP will review the Development at the current Zoning By-law Amendment stage, and at a future Site Development stage.</li> </ul>
h.	Public Agency/Municipal Review	<ul style="list-style-type: none"> <li>▪ The Applications must be reviewed by York Region, Toronto and Region Conservation Authority, Ministry of Transportation, external public agencies and utilities, and the Public, Separate, and French School Boards.</li> </ul>
i.	Sustainable Development	<ul style="list-style-type: none"> <li>▪ Opportunities for sustainable design, including Crime Prevention Through Environmental Design (‘CPTED’), Leadership in Energy and Environmental Design (‘LEED’), permeable pavers, bio swales, drought tolerant landscaping, energy efficient lighting, reduction in pavement etc., will be reviewed and implemented through the Site Plan review process, if the Applications are approved.</li> <li>▪ In accordance with the City of Vaughan Sustainability Metrics Program, the Development must achieve a minimum Bronze Threshold Application Score.</li> </ul>
j.	Parkland Dedication	<ul style="list-style-type: none"> <li>▪ The Applications will be reviewed in consideration of the requirements of the <i>Planning Act</i> and the City of Vaughan’s Parkland Dedication Policy.</li> </ul>
k.	Community Benefits Charges	<ul style="list-style-type: none"> <li>▪ The development meets the criteria for Community Benefits Charges (‘CBC’) being 5 or more storeys and 10 or more units. The City passed the CBC By-law on September 14, 2022, which is therefore the applicable mechanism used to collect community benefits.</li> </ul>
l.	Affordable Housing	<ul style="list-style-type: none"> <li>▪ The Applications will be reviewed in consideration of Provincial, Regional and City policies to ensure that the development provides an appropriate level, range and mix</li> </ul>



	<b>MATTERS TO BE REVIEWED</b>	<b>COMMENT(S)</b>
		of unit sizes and types to meet the City’s affordable housing goals.
m.	City’s Tree Protection Protocol (‘TPP’)	<ul style="list-style-type: none"> <li>▪ The Development will be reviewed in accordance with the City’s Tree Protection Protocol, for the protection and the replacement of any tree(s) should they be damaged during construction, if the Applications are approved.</li> </ul>
n.	Traffic Impacts, Road Widening and Access	<ul style="list-style-type: none"> <li>▪ The Transportation Impact Study will be reviewed in accordance with the City’s Transportation Impact Study Guidelines to the satisfaction of VMC Engineering.</li> <li>▪ The proposed traffic generated by the Development at the requested density will be reviewed in consideration of existing traffic conditions.</li> <li>▪ A road widening provision along Doughton Road has been identified. The Development will be evaluated to ensure the protection of this road widening initiative.</li> <li>▪ The VM CSP Update identifies a new 20m ROW north-south roadway along the western boundary of the Subject Lands. Protecting for a connection to this road will be evaluated.</li> <li>▪ Matters including the driveway entrance, parking, ramps to the underground parking garage, truck manoeuvring, bicycle parking and Transportation Demand Management requirements are required to be reviewed to the satisfaction of VMC Engineering.</li> </ul>
o.	Required Applications	<ul style="list-style-type: none"> <li>▪ Should the Application be approved, the Owner will be required to submit a future Site Development Application as per City of Vaughan policies. A Draft Plan of Subdivision and Condominium may also be required.</li> </ul>
p.	Amenity Space	<ul style="list-style-type: none"> <li>▪ Provision of adequate amenity space is under review by Staff.</li> </ul>
q.	Distribution of Unit Types	<ul style="list-style-type: none"> <li>▪ Staff are looking for an appropriate mix of unit types, including family size (2 bedroom +).</li> <li>▪ The Application will be reviewed in accordance with VOP 2010, Section 7.5 – Housing Options Statement, to ensure that the proposal meets the City’s housing objectives.</li> </ul>

## **Financial Impact**

There are no financial requirements for new funding associated with this report.

## **Operational Impact**

VMC Planning Staff have circulated the Application to internal City Departments for review and comment.

## **Broader Regional Impacts/Considerations**

The Application has been circulated to the York Region Community Planning and Development Services Department for review and have advised that a decision on this Application should await further direction from the VMCS Update, as it will provide guidance on the appropriate height, density, urban design, transportation, and water and wastewater requirements in a comprehensive and coordinately manner. Any issues will be addressed when the technical report is considered.

## **Conclusion**

The preliminary issues identified in this report and any other issues identified through the processing of the Application will be considered in the technical review of the Application and shall not proceed until such time as the VMCS Update is complete. Comments from the public and Vaughan Council expressed at the Public Meeting or in writing will be addressed in a comprehensive report to a future Committee of the Whole meeting.

**For more information**, please contact Michelle Perrone, Planner, VMC Program, ext. 8483.

## **Attachments**

1. Context Location Map
2. Location Map and Zoning
3. Proposed Site Plan
4. Landscape Plan
5. Building Elevations - West and South
6. Building Elevations - East and North
7. Building Renderings
8. Zoning By-law 1-88 Exception Table 1
9. Zoning By-law 001-2021 Exception Table 2

## **Prepared by**

Michelle Perrone, Planner, VMC ext. 8483

Monica Wu, Senior Planner, VMC ext. 8161

Gaston Soucy, Senior Manager of Planning and Urban Design, VMC, ext. 8266

Christina Bruce, Director of Policy Planning & Special Programs, ext. 8231