

## Committee of the Whole (1) Report

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**DATE:** Tuesday, September 17, 2019

**WARD(S):** 4 5

**TITLE: DUFFERIN STREET AND CENTRE STREET INTERSECTION  
LAND USE STUDY AMENDMENT TO VAUGHAN OFFICIAL  
PLAN 2010 - UPDATE**

**FROM:**

Jason Schmidt-Shoukri, Deputy City Manager, Planning and Growth Management

**ACTION:** FOR INFORMATION

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**Purpose**

To provide a status update on the Dufferin Street and Centre Street Area Specific Plan and an overview of the outcome of the Highway 407 ETR Interchange Study, as well as recent changes to Provincial Plans and policies that impact the subject area since Council's deferral of the Area Specific Plan in June 2017. This report also provides a recommendation to evaluate, through the Plan review, a potential boundary expansion and scope update of the deferred Area Specific Plan to ensure a comprehensive policy framework in place to assess potential future development.

## **Report Highlights**

- The Dufferin Street and Centre Street Area Specific Plan (the Plan) was deferred by Council on June 17, 2017 pending the completion of the 407 ETR Interchange Study
- In September 2018, the 407 ETR Interchange Study recommended the removal of further consideration of the Centre Street highway interchange, making the southwest and southeast quadrant of the intersection available for potential development
- Updates to the Growth Plan (2017) and Places to Grow (2019) introduced a new policy framework for the subject area, specifically identifying a Major Transit Station Area
- An opportunity exists to expand the boundary and scope of the original Plan area to ensure a comprehensive policy framework can be put in place to assess future development potential
- To undertake the expanded Plan review and related transportation work, staff are recommending a budget request of approximately \$200,000, exclusive of taxes, be included in the Policy Planning and Environmental Sustainability 2020 budget to hire a consultant to undertake the required land use planning and transportation work

## **Recommendations**

1. The Dufferin Street and -Centre Street Area Specific Plan be included in the 2020 Policy Planning and Environmental Sustainability budget for review, having a funding request of approximately \$200,000.
2. Include an evaluation to expand the Plan Area, as deferred by Council on June 17, 2017, to align with the draft Major Transit Station Area boundary and policies..

## **Background**

### **The Vaughan Official Plan, 2010 identifies the Dufferin Street and Centre Street intersection as a required Secondary Plan area**

Schedules 14-A and 14-B of the Vaughan Official Plan (VOP) 2010, Volume 1 identifies the Dufferin Street and Centre Street intersection as a “Required Secondary Plan Area”. Figure 6 (Intensification Areas) of VOP 2010 also identifies the Dufferin Street and Centre Street intersection as part of a ‘Regional Primary Intensification Corridor’ making it a Key Development Area (KDA). The York Region Official Plan (ROP) 2010 requires a comprehensive Secondary Plan for KDA’s along Regional Corridors. In April 2013, Council directed staff to conduct the Dufferin Street and Centre Street Intersection Land

Use Study ('Study Report'), which the Ministry of Transportation (MTO) and Highway 407 ETR participated in.

The policies of the original deferred Plan were intended to ensure that the transformation of the subject area supports Regional transit along Centre Street, the intensification objectives of the Provincial and Regional policies, while establishing the road pattern and respecting the adjacent residential neighbourhoods. The policy framework includes the permitted land use designations, urban design policies that support compatible development, attractive architecture and building form, and sustainable design.

The original draft Plan, that was deferred by Council proposed to redesignate the northeast quadrant for mid-rise mixed-use development and low-rise residential. The southwest and southeast quadrants of the intersection were identified as 'Further Study Area (MTO Area of Interest)' to recognize the potential for a Highway 407 ETR interchange at this location. The southwest and southeast quadrants of the intersection are owned and protected by the Province for a potential full Highway 407 ETR interchange at Centre Street. The northwest quadrant of the intersection was removed from the draft Plan area by a Council decision in June 2015 to recognize the existing development permissions for mixed-use office and retail (Vaughan Crossings). Attachment 1 shows the existing land use permissions and plan boundary of the deferred Plan.

***The Dufferin Street and Centre Street Area Specific Plan and Amendment to the Vaughan Official Plan, 2010 were deferred by Council on June 27, 2017 to allow for further consideration of a Highway 407 ETR interchange at Centre Street***

On June 20, 2017 Policy Planning and Environmental Sustainability staff brought forward the draft Study Report and Amendment to VOP 2010 to Committee of the Whole for consideration (Attachment 2). On June 27, 2017, Council deferred the Study Report and amendment to VOP 2010 until completion of the 407ETR Centre Street Interchange Feasibility Study.

***The 407ETR Centre Street Interchange Study, released in September 2018, concluded that the Centre Street Interchange be removed from future consideration***

Removing the Centre Street highway interchange from future consideration has resulted in approximately 5.29 hectares of vacant land, currently owned by the Province of Ontario, being available for potential development. As such, this area should be

assessed in the context of updated Provincial policies to ensure a comprehensive policy framework is put in place for the Plan area.

City staff have been in discussions with both Infrastructure Ontario (IO) staff and Ministry of Transportation (MTO) staff regarding the processing and disposition of the southwest and southeast surplus parcels respectively. Lands owned by IO have been officially deemed surplus and are currently being processed through their disposition procedure. To date the lands owned by MTO have not been deemed surplus.

On February 5, 2019, City staff brought forward a report to inform Council that the 407 ETR Centre Street Interchange Study was completed. Staff advised the study concluded the interchange at Centre Street was removed from further consideration. The staff report advised that PPES staff would provide an additional update on the status of the Dufferin Street and Centre Street Area Specific Plan, including the implications of the new Provincial Plans on the Area Specific Plan, in a future report to Committee of the Whole.

***In May 2019, Places to Grow came into effect, which introduces a new policy framework for land within the Dufferin Street and Centre Street Area Specific Plan***

The Province of Ontario released an update to the Growth Plan, as part of a broader Provincial Coordinated Review of the Greater Golden Horseshoe in May 2019. The new Plan updates the previous Growth Plans (2006 & 2017). Similar to the previous Growth Plans, 'A Place to Grow', provides the overall long-term growth management framework for the Greater Golden Horseshoe to 2041. The Plan supports economic prosperity, protects the natural environment, and provides direction for building complete communities to achieve a high quality of life. It also provides strategic direction to create transit supportive communities, which includes identifying Major Transit Station Areas (MTSA).

'A Place to Grow' includes population and employment forecasts to 2041, which are allocated to the City of Vaughan from York Region. The Plan includes a minimum intensification target of 50% which the City is required to achieve within the built-up area by 2041. York Region is currently undertaking its Municipal Comprehensive Review to update their Official Plan in conformity with Provincial plans and policies. The City has also initiated its Official Plan Review in concert with the Region.

Currently, most of the lands surrounding the Dufferin Street and Centre Street intersection are characterized by low density and single use development. Lands in the southeast and southwest quadrants are vacant. Expanding the boundary and scope of

the Area Specific Plan allows for the consideration of a complete community with varying density in this location to create a mixed use, transit supportive community that would conform with the updated policy framework of 'A Place to Grow'.

***Through 'A Place to Grow', the Dufferin Street and Centre Street intersection is identified as a 'Major Transit Station Area', which should be addressed in the Area Specific Plan***

To support investment in transit infrastructure, 'A Place to Grow' includes policies that require upper-tier municipalities, in consultation with lower-tier municipalities, to delineate boundaries of MTSA's in certain locations surrounding major transit infrastructure. In delineating, and planning for MTSAs, the boundaries and policy framework is to be transit-supportive to maximize potential transit-riders. More specifically, Section 2.2.4 of 'A Place to Grow' requires MTSA's to be planned and designed as mixed use and transit supportive areas with opportunities for active transportation to achieve multi-modal access to transit stations or connections. Section 2.2.4 of a 'A Place to Grow' also requires MTSA's to be planned with a diverse mix of land uses, including second units and affordable housing to support transit investment, support opportunities for collaboration between public and private sectors, and prohibits land uses and built form that would negatively impact the achievement of transit-supportive densities.

Given the current vacant land and low intensity uses in this area, an opportunity exists to align the boundaries and policies of the Area Specific Plan and the MTSA. Attachment 4 shows the proposed boundary expansion to align with the MTSA. This will provide a clear policy framework to help to ensure the City is achieving minimum density targets and planning mixed-use transit supportive communities in conformity with the Provincial and Regional direction.

***York Region is currently undertaking its Municipal Comprehensive Review to update the Regional Official Plan in conformity with updates to Provincial Plans and policies***

Vaughan staff are engaged with Regional staff through the Regional Municipal Comprehensive Review (MCR) and are currently working towards updating VOP 2010 to ensure conformity with Provincial and Regional plans and policies. As part of the Regional MCR, York Region will be allocating population and employment targets to the City to 2041 for inclusion in the OPR. Initiating the review and update of the Dufferin Centre Area Specific Plan in 2020 will ensure alignment with the updated ROP policies and avoid a subsequent update and amendment to conform with ROP policies.

As part of the MCR, City staff are currently working with York Region staff to confirm the draft boundaries and allocate minimum density targets for the MTSA's in Vaughan. York Region has assigned a draft minimum density target for the subject area to be 160 people and jobs per hectare, which the City is required to plan for. To ensure a comprehensive policy framework to assess potential development applications and conformity with Provincial direction, the policy direction for MTSA's provided in 'A Place to Grow' must be appropriately implemented in the Area Specific Plan.

### **Previous Reports/Authority**

The previous staff report dated November 2008 (Report No. 57, Item 7) can be accessed via the following link:

[http://meetingarchives.vaughan.ca/extracts\\_2008/pdf/57cw1117ex-08.pdf](http://meetingarchives.vaughan.ca/extracts_2008/pdf/57cw1117ex-08.pdf).

The February 2009 Staff Report can be found at the following link:

[http://meetingarchives.vaughan.ca/extracts\\_2009/pdf/10spcw\(WS\)0227ex-09.pdf](http://meetingarchives.vaughan.ca/extracts_2009/pdf/10spcw(WS)0227ex-09.pdf).

The April 2013 Committee of the Whole Dufferin Street and Centre Street Intersection Land Use Study and Amendment to the Vaughan Official Plan 2010 can be found at the following link:

[https://www.vaughan.ca/council/minutes\\_agendas/AgendaItems/CW0620\\_17\\_11.pdf](https://www.vaughan.ca/council/minutes_agendas/AgendaItems/CW0620_17_11.pdf)

The February 2019, Staff report to Committee of the Whole, 407 ETR Future Interchange Options Study Completion can be accessed at the following link:

<https://pub-vaughan.escribemeetings.com/filestream.ashx?DocumentId=9664>

### **Analysis and Options**

***The policy framework for the Dufferin Street and Centre Street Area Specific Plan has changed since the Plan was deferred by Council on June 27, 2017, therefore the scope of work for the original plan should be reviewed and updated accordingly***

Since the deferral of the Area Specific Plan on June 27, 2017, there have been significant changes to the land use policy framework governing these lands. 'A Place to Grow' (2019) and the 'Growth Plan' (2017) introduced a new policy regime that impact

the land use context, transportation and transit capacity, and density requirements for this area. The Dufferin Street and Centre Street Area Specific Plan needs to be reviewed in the context of the updated Provincial policies and the Regional MCR to ensure conformity with the updated policies.

Schedule 5 of the 'A Place to Grow' (2019) identifies Centre Street as a Priority Transit Corridor through the Plan area. Centre Street is currently under construction to implement York Region Transit's dedicated Bus Rapid Transit lanes. To maximize transit ridership and infrastructure investment, the subject area must be planned to support the minimum intensification target of 160 people and jobs per hectare as required by York Region. The opportunity exists to review the policies of the Plan to ensure it is transit supportive, while also supporting active transportation such as walking and cycling with planned infrastructure. Aligning the plan boundary with the MTSA boundary provides the opportunity to implement the Provincial policy direction to create a complete community.

In addition, the lands in the southwest and southeast quadrants of the intersection that are now available for potential development should be evaluated within the Provincial policy framework of the 'A Place to Grow' to ensure a comprehensive Area Specific Plan.

***Reviewing the Dufferin Street and Centre Street Area Specific Plan also provides the opportunity to include approximately 3.7 hectares of land at the northwest quadrant of the intersection***

Expanding the Plan boundary to include the northwest quadrant of the intersection will align the Plan boundary with the MTSA. This provides a clear policy framework for this quadrant.

In June 2015, Council approved a development application (DA.14.023) to allow mixed use and service commercial uses in the northwest quadrant of the intersection. To recognize the approved development permissions, these lands were excluded from the Area Specific Plan boundary. The planning approvals for these lands were never finalized and the lands were subsequently sold.

In 2017, the new owner (Triaxis) of a portion of the northwest quadrant submitted a proposed Official Plan amendment (OP.17.013) and zoning by-law amendment (Z.17.040) seeking to allow medium density residential. The 2017 submission was not complete and never processed by City staff. The lands subject to the 2017 applications

were again sold to a new owner (Marydel Homes). In February 2019, the new owner advised City staff that they had permission from the previous owner (Triaxis) to continue with the 2017 applications (OP.17.013 & Z.17.040) as they are pursuing the same use, subject to submitting a complete application. In May 2019, City staff deemed the submission complete and started processing the application under VOP 2010, since these lands were outside the original Plan boundary. The outcome will help inform the Area Specific Plan review.

Staff will consider, through the Plan review, that all remaining lands in the northwest quadrant be included in the Area Specific Plan to ensure the intersection is planned in a comprehensive and coordinated manner. Inclusion of the northwest quadrant will also allow for consideration of appropriate access and signalized intersections within the Plan boundary. Expanding the plan boundary requires an amendment to VOP 2010, Schedule 14-A and would therefore require a public meeting under the *Planning Act*.

***Staff is recommending that the deferred Dufferin Street and Centre Street Area Specific Plan be reviewed and updated, as outlined, in advance of proceeding to Council for a decision***

To finalize the land use plan, additional funding of \$200,000, exclusive of taxes, will be required and included as part of the PPES 2020 budget to retain a consultant for the planning and transportation work that is required to review and update this Plan, with a contingency allowance of 15%.

### **Financial Impact**

The approved budget for Capital Project PL-9027-12 (originally called 'Centre Street West Gateway Secondary Plan) was \$85,068.94, which was allocated to prepare the original draft plan. Currently a budget of \$6026.64 remains, which is not sufficient to undertake the necessary review and update of this Plan given the decision and recent changes to the policy regime.

As outlined, PPES will request \$200,000, exclusive of taxes, as part of the 2020 Department budget to hire a consultant to assess land use planning, urban design, transportation, public infrastructure and servicing, land economics and the overall project management required to review and update the Dufferin Street and Centre Street Area Specific Plan.



Table 1: Estimated Project Costs:

<b>Capital Project:</b>	<b>Centre Street West Gateway Secondary Plan</b>
<b>Capital Project #:</b>	<b>PL-9027-12</b>
Approved Budget:	\$85,069
Actual Spent to Date:	(\$78,576)
Commitment:	(\$7)
<b>Budget Available:</b>	<b>\$6,485</b>
Budget to be Approved in 2020 incl. 3% Admin:	\$206,000
Total Budget:	\$212,485
Total: Estimated Costs incl. 3% Admin & Non-Recoverable HST 1.76%:	\$209,626
<b>Budget Surplus/(Deficit):</b>	<b>\$2,859</b>

### **Broader Regional Impacts/Considerations**

Adopting the Area Specific Plan in its current form poses a risk of delayed processing of development applications as the existing draft Plan does not reflect the current Provincial and Regional policy framework, including the required minimum density target for the MTSA. It may also be refused, or no decision made, by Regional Council, as they are the approval authority, since it does not conform with applicable Provincial plans and policies. If refused, staff would be required to undertake the appropriate review and update, or the Region may make the necessary modifications to the Area Specific Plan to ensure conformity with Provincial and Regional policies.

The Dufferin Street and Centre Street Draft Area Specific Plan will be reviewed in conformity with relevant Regional and Provincial policy requirements. Regional staff will also be invited to participate on the Technical Advisory Committee for this Plan review.

### **Conclusion**

The context and policy framework for the Dufferin Street and Centre Street Area Specific Plan has changed since the draft Plan and implementing Official Plan amendment was deferred by Council in June 2017. Staff will consider, through the Plan review, a boundary expansion and scope update to ensure conformity with recent Provincial direction, and to align the Plan boundary with the draft MTSA. This would ensure a coordinated and comprehensive policy framework to guide growth and development of this area.

**For more information**, please contact:

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## **Attachments**

1. Location and Existing Land Use Map – Dufferin Street and Centre Street, Attachment 1, Policy Planning and Environmental Sustainability, July 19, 2019
2. Dufferin Street and Centre Street Draft Area Specific Plan Land Use Schedule, Attachment 2, Policy Planning and Environmental Sustainability, March 7, 2017
3. Dufferin Street and Centre Street Draft Area Specific Plan, Attachment 3, Policy Planning and Environmental Sustainability, March 7, 2017
4. Draft MTSA Aligned with Proposed Area Specific Plan Boundary Expansion, Attachment 4, Policy Planning and Environmental Sustainability, July 19, 2019

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