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**COMMUNICATION : C 15  
COMMITTEE OF THE WHOLE (2)  
MAY 20, 2020  
ITEM # 10**

May 19, 2020

Attn: Mayor Bevilacqua and Members of City Council

Your worship and members of Committee, my name is John Zipay and I am making this presentation on behalf of the owners (York Region Condominium Corporation 945) municipally addressed as 201 Millway Avenue, the land situated at the northwest corner of Jane Street and Portage Parkway which is adjacent to the Vaughan Metropolitan Centre (VMC). We have participated in the Official Plan Reviews of both the Region of York and City of Vaughan in addition to the Provincial Review Process regarding Provincially Significant Employment Zones.

With respect to the Provincial Review, I am pleased to inform you that the Province, in response to our submission, made the decision to remove the subject property from the Provincially Significant Employment Zone. It is the only property located on Portage Parkway that was granted this relief, which was based on a submission to the Province very similar to the submission made to the Region and shared with the City of Vaughan Planning Department. The Province was persuaded by our submission that this

particular parcel was unique; that it could serve to function as a northern gateway to the VMC; that its proximity to the subway station on Millway Avenue made effective use of this facility and encouraged public transit use; and that from a land use compatibility perspective with high density development on the southeast and southwest corners of Jane Street and Portage Parkway, respectively, it made good planning sense to replicate a similar type of development, but at a smaller scale. These reasons, along with others, persuaded the Province to remove this property from the Provincially Significant Employment Zone. Unfortunately, the Region and the City of Vaughan Planning Department have not been persuaded, which is why I am here today to ask that you, as a Council, not endorse the recommendation of the Planning Department in so far as this property is concerned at this time. I am requesting that you not make any decision or endorsement of a particular land use designation at this time and I am also requesting that you take a pause and direct staff to undertake a more fulsome public engagement as to the appropriate land use planning for the intersection of Jane Street and Portage Parkway by conducting a Secondary Plan Review of the VMC with particular attention to this intersection. We also support a review of land use along the rest of Portage Parkway in general.

This intersection is a significant element of the VMC. A boundary line drawn on paper down the middle of a road or through the middle of an intersection does not define the

planning relationship between two sides of the same street nor does it foster the best land use and attain the potential synergy that could evolve to create a great street or a gateway. The lands abutting the intersection of Jane Street and Portage Parkway, and perhaps the lands on the north side of Portage Parkway itself, should be part of the VMC as a transition area and planned for in a cohesive holistic way. The plan as it currently exists divides the intersection and street into two separate or distinct paradigms; one side representing modern architecture, high density, predominately residential with some mixed use, and the other side represented by mundane architecture, low profile, outdated employment buildings that have no functional synergy with the emerging modern city centre on the other side of the street. Regardless of lines on a map, the Jane Street-Portage Parkway intersection and Portage Parkway as a street are physically perceived to be a part of the VMC and should be planned as a unit and not separate entities.

As you are aware, the conversion of employment land can only occur through a Municipal Comprehensive Review of the Official Plan which occurs every 10 years. The Region and City Staff have taken a position to simply maintain the status quo as opposed to accepting the Official Plan review as an opportunity to revisit this boundary area and explore its potential in developing a contemporary and much better plan for the future. To this end, I respectfully request that Council not consider any

endorsement of the Regional and City staff position for this particular area as it would be premature until such time that the City has completed a thorough review of the VMC Secondary Plan and that a more fulsome public engagement and consultation with landowners and the general public has taken place. One possibility is to conduct a charrette with stakeholders. This was one of the very successful methods employed during the 2010 Official Plan review.

I would like to briefly comment on the reasons given by City staff for recommending non-support for the conversion. These are listed on page 329 of your agenda.

1. "VMC residential targets are being met and there is no need for additional residential."

Reply: The residential build out of the VMC is a relatively new development that has seen rapid building in the last few years and is accelerating because of the subway and a lack of affordable ground related housing. We should not wait for another 10 years before this issue is re-evaluated as in the meantime the VMC will experience much more development at an accelerated pace.

2. "Conversion of lands north of Portage Parkway for residential uses will destabilize the surrounding employment lands, which is a part of the largest and fastest growing employment area in the City."

Reply: The subject lands at this intersection of Jane Street and Portage Parkway represent a very small fraction of the current employment area. The location is absolutely unique because of its proximity to the VMC and to the Subway Station which is within walking distance, the same as with the new residential developments directly across the road on the south side of Portage Parkway, and municipally addressed as such. The extent of the subject property which also has extensive frontage on Portage Parkway is a confined parcel forming one quadrant of the intersection of Jane Street and Portage Parkway, so the argument that a conversion will destabilize this vast employment area is not logical. If that were the case, then the argument should follow that the high density residential on the south side should never have been approved. The problem in our opinion is that not enough attention was paid to how the north and south sides of the street would coexist as a community.

3. "There is no existing east/west road north of the lands that are proposed for conversion, therefore this would create an unclear boundary between residential and employment lands."

Reply: City building is not about creating artificial boundaries that are easy to recognize. It is about design, good architecture, efficient land use and

compatibility of uses, and creating memorable pedestrian friendly places, intersections and streets and the use of transitional scale between uses that should define the land use landscape. None of this is achieved under the current land use plan. The landscape and physical presence of the area is evolving and is undergoing a dynamic process of change which requires us to re-evaluate the current plan with the aim of creating something better in response to the evolving development that is taking place.

4. "Portage Parkway is an appropriate boundary between residential and non-residential because it is a truck route and follows existing property lines."

Reply: This premise really needs to be examined and re-thought. Is it still good planning to have designated this significant street as a truck route given the tremendous amount of high density residential development that is occurring on the south side? A review of the VMC Secondary Plan is absolutely necessary and should address this issue.

5. "The subject lands are important employment lands and can be considered for further intensification for employment uses."

Reply: The question should be, what kind of intensification should be permitted and does it have to be exclusively for employment? Can the

intensification in proximity of the VMC be a combination of employment and residential?

One of the conclusions of Vaughan's Economic Development and Employment Sectors Study is that structural changes are occurring in the broader economy and employment lands are increasingly driven by growth in the knowledge-based and creative class economies, such as scientific and technical services; financial; real estate; information and culture; health care and social assistance and education all of which is impacting the built form so that the typical manufacturing building form is no longer the dominant aspect. Given this conclusion, would it not make sense to take the time right now to review the land use opportunities within proximity of the current VMC boundary and in particular as it relates to the intersection of Jane Street and Portage Parkway in the context of a changing world? If the trend is toward a knowledge-based employment paradigm, could there not be a mixed use scenario which incorporates these employment uses with residential uses especially where the VMC and the current employment lands interface with each other on the same street?

Mayor and Members of Council, I simply ask that you defer making any endorsement of the Regional and City staff position in regard to the subject lands and that City staff be directed to conduct a charrette and Secondary Plan Review of VMC to consider the land use opportunities and potential in proximity of the Jane Street and Portage Parkway Intersection before Council gives any endorsement to the Region. This is a very important issue because once the decision is made it will not likely be reviewed again for the next 10 years. For your information, the submissions made to the Region, City and Province are included with today's presentation.

I thank you for the opportunity to express the views of my client and hopefully look forward to a more in-depth review and consultation before any endorsement of the Region's position is given. Land use policies should be determined by the local City Council as much as possible and the best way to achieve this is through a more fulsome public engagement.

Thank you.

Sincerely,

A handwritten signature in black ink, appearing to read 'John Zipay', with a stylized, flowing script.

John Zipay MSc. U.R.P., RPP

**ATTACHMENT 1**

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November 22, 2019  
File: 5275

Regional Municipality of York  
17250 Yonge Street  
Newmarket, ON  
L3Y 4W5

Attn: Paul Freeman, Chief Planner  
Regional Municipality of York

Dear Sir,

**Re: Proposed MTSA and Employment Conversion Response Letter  
201 Millway Avenue, City of Vaughan  
Vaughan Metropolitan Centre**

John Zipay and Associates is the planning consultant for York Region Condominium Corporation 945 ("YRCC 945"), collectively on behalf of the owners of the property municipally addressed as 201 Millway Avenue in the City of Vaughan (the "subject property"). John Zipay and Associates has been engaged to provide assistance to YRCC 945 with respect to the York Region Municipal Comprehensive Review ("MCR") process and associated land use studies.

Previous submissions under Weston Consulting letterhead were filed with the Region of York on behalf of YRCC 945 as part of the ongoing MCR process requesting that the subject property be considered for conversion from employment uses to permit a greater range and mix of uses, including employment, commercial and residential mixed uses. In response to this request, a letter was received from the Region of York on July 15, 2019 advising that based on the results of their analysis, Regional Staff are recommending that the subject property not be converted to non-employment uses. A subsequent meeting was held with Regional Staff on August 8, 2019 to review this preliminary recommendation. A submission to the Ministry of Municipal Affairs and Housing was also filed on February 28, 2019 requesting that the subject property be removed from the Provincially Significant Employment Zone ("PSEZ").

The Region released a Staff Report dated October 10, 2019 which provided an update on the status of the employment conversion process to date. The Report identified that Regional Staff have largely completed the 'Phase 1' portion of their assessment of the requests filed for employment conversion, which included the application of the Region's employment conversion criteria only. We understand that 'Phase 2' of the evaluation process is to include a broader analysis and discussions with local municipal staff and stakeholders on employment planning and a more general assessment of employment areas. This will consider the context within the Regional and local structure, implications on land budget and infrastructure, and the changing nature of job delivery. Phase 2 will also assess the designation of employment lands in the Regional Official Plan and whether some employment areas should have more permissive uses or be appropriate for mixed-use (including non-employment uses).

At this time, we are requesting that the employment conversion request for the subject property be revisited

as part of the Region's second phase of evaluation in light of the proposed intensification and Major Transit Station Area ("MTSA") direction released as part of the Planning for Intensification Background Report, dated April, 2019, and the associated Attachment 2: Draft Major Transit Station Areas and Additional Strategic Growth Areas. This letter is intended to provide comments on this intensification and MTSA direction, as well as request consideration for the subject property to be added to the MTSA boundary applicable to the Vaughan Metropolitan Centre Subway Station (MTSA 1). This letter further requests that reconsideration be given to the conversion of the subject property to allow for mixed employment and non-employment uses. It is our opinion that this property will be better suited for a greater range and mix of uses, which includes maintaining the current level of employment on site and introducing compatible residential uses in a mixed-use context.

### **Subject Property and Surrounding Area**

The subject property is located at the northwest corner of Portage Parkway and Jane Street, immediately bordering the Vaughan Metropolitan Centre Secondary Plan Area to the south. It consists of 28 employment-related condominium units and has an approximate lot area of 19,288 square metres (1.92 ha) in a rectangular shape. The subject property has frontage onto three separate public roadways, including Jane Street (124 m), Portage Parkway (160 m) and Millway Avenue (113 m). The site is further located approximately 457 metres walking distance north of the Vaughan Metropolitan Centre ("VMC") Subway Station, which is the northern terminus of the TTC Spadina Subway Extension (Line 1), and 156 metres walking distance from the SmartCentres Place Bus Terminal (refer to Attachment 2). Further, the property is adjacent to the Jane Street / Portage Parkway intersection on its eastern property line and the Millway Avenue / Portage Parkway intersection at the southwest corner giving the property direct pedestrian access to the subway station.



Figure 1: Aerial Photo of the Subject Property

The subject property abuts the northern boundary of the proposed draft MTSA 1 for the Vaughan Metropolitan Subway Station. The draft area of the proposed MTSA is bounded by Millway Avenue to the north, Maplecrete Road to the east, Highway 407 to the south and Edgeley Boulevard to the west (refer to Figure 2).

The subject property is located at the southeast edge of an area containing primarily employment uses, directly adjacent to the VMC, which is a mixed-use area that has experienced significant change in recent years. The VMC is considered Vaughan's new downtown, and is currently being redeveloped to include a broad range and mix of land uses in a high-density context based on its designation as an Urban Growth Centre under the Growth Plan and the associated permissions of the Vaughan Metropolitan Centre Secondary Plan. The subject property is adjacent to a mix of uses, including employment uses to north and existing and future high-rise (up to 55 storeys) mixed-use to the south. To the east, at the northeast corner of Jane Street and Portage Parkway is an office complex designated for employment uses; however, in the southeast quadrant of this intersection, the lands are within the VMC and are occupied by high-density, high-rise (35 storeys) mixed-use development. On the western boundary of the subject property, the lands are designated employment and are occupied by low-rise buildings.

### **Portage Landowners Group**

The Portage Landowners Group ("Portage Landowners") have land holdings on the north side of Portage Parkway, west of Jane Street and east of Applewood Crescent (the "Portage Lands"), as shown in Attachment 2 to this submission. The Portage Lands include our client's property located at 201 Millway. A formal request has been made to the Region of York by Malone Given Parsons ("MGP") on behalf of the Portage Landowners Group asserting that the Region's current MCR process should consider opportunities for the planning for a future transition from the VMC and that as part of this process, the Portage Lands should be converted to permit non-employment uses to recognize their location as a transitional area from the VMC to the existing employment area to the north.

We are generally supportive of the position held by the Portage Landowners and agree that given the locational context of the Portage Lands adjacent to the northern boundary of the VMC, transitional heights and densities are required in this area. This submission is generally consistent with the Portage Landowners' request in that we maintain that an employment land conversion should be granted for the Portage Lands in order to allow for the addition of non-employment uses along this corridor in order to support the lands as a transitional area between the high-density character of the VMC and the low-density employment area. We also hold that given the strategic location of the subject property (201 Millway) as a corner site with frontage along an Intensification Corridor and a Regional Rapid Transit Corridor (Jane Street), as well as its location within 500 metres of the Vaughan Metropolitan Centre Subway Station and 300 metres of the SmartCentres Place Bus Terminal, the failure to convert these lands would represent a lost opportunity to diversify the land use and make efficient use of this land, which has the potential to support increased heights and densities.

### **Planning Policy Context**

#### ***Growth Plan for the Greater Golden Horseshoe (2019)***

The Growth Plan for the Greater Golden Horseshoe, 2019 (the "Growth Plan") generally defines Major

Transit Station Areas as “the area including and around any existing or planned higher order transit station or stop within a settlement area; or the area including and around a major bus depot in an urban core. Major transit station areas generally are defined as *“the area within an approximate 500 to 800 metre radius of a [higher order] transit station, representing about a 10-minute walk.”* As previously noted, the subject property is located just over 400 metres from the VMC subway station, which falls within the definition of a higher order transit stop. Additionally, the property is also within 300 metres of the SmartCentres Place Bus Terminal, which is a 9-bay YRT bus terminal within the VMC, also falling within the definition of a higher order transit station. Attachment 2 to this submission demonstrates the approximate 500 and 800 metre radii from the subway station and the bus terminal taken from the closest station entrances, which are consistent with the Growth Plan’s definition of MTSA’s.

The Region’s ongoing MTSA delineation exercise is required by the Growth Plan, which mandates through Policy 5.2.5.3 that in order to support the implementation of the minimum intensification and density targets set out by the Growth Plan, upper- and single-tier municipalities will delineate Major Transit Station Areas in their official plans through an MCR. The Region has prepared a draft delineation of the Vaughan Metropolitan Centre Subway Station MTSA as part of their ongoing MCR process, which includes lands within a 500 metre radius of the subway station, as well as lands outside the 500 metre radius to the south of the station (see Figure 2). The draft MTSA 1 has a proposed gross area of 99.41 hectares (245.6 acres) and excludes the lands within 500 metres of the subway station located on the north side of Portage Parkway.

With respect to the delineation of MTSA’s, Section 2.2.4.2 of the Growth Plan directs that MTSA’s on priority transit corridors or subway lines be delineated *“in a transit-supportive manner that maximizes the size of the area and the number of potential transit users that are within walking distance of the station.”* As currently proposed, the draft delineation of the MTSA 1 boundary does not appropriately maximize the size and area of the MTSA based on the number of potential transit users. The draft delineation excludes lands that are located within 500 metres of the subway station and 300 metres of the bus terminal, including the subject property, which are within walking distance and provide opportunity to increase potential transit users. Additionally, the draft boundary does not meet the minimum distance requirements of 500 metres, where the Growth Plan calls for even greater distances of up to 800 metres and a 10-minute walking distance.

It is noted that the 2019 Growth Plan came into force and effect on May 16, 2019 replacing the 2017 Growth Plan which took effect on July 1, 2017. York Region’s draft MTSA delineations and general intensification direction were released in April, 2019, which predates the updates to the 2019 Growth Plan, including significant updates to the MTSA policies. As a result, it appears that the draft delineations are based on the previous definition of MTSA’s, which defined these areas as within a 500 metre radius of a higher order transit station. Under the 2019 Growth Plan, the definition was expanded to be the area within 500 to 800 metres of a transit station, which fully encompass the subject property as well as the lands beyond the subject property generally within the Portage Lands.

# Vaughan Metropolitan Centre Subway Station

On Subway Line 1 / Highway 7 BRT Corridor  
Near Highway 7 and Millway Avenue, Vaughan

MTSA 1

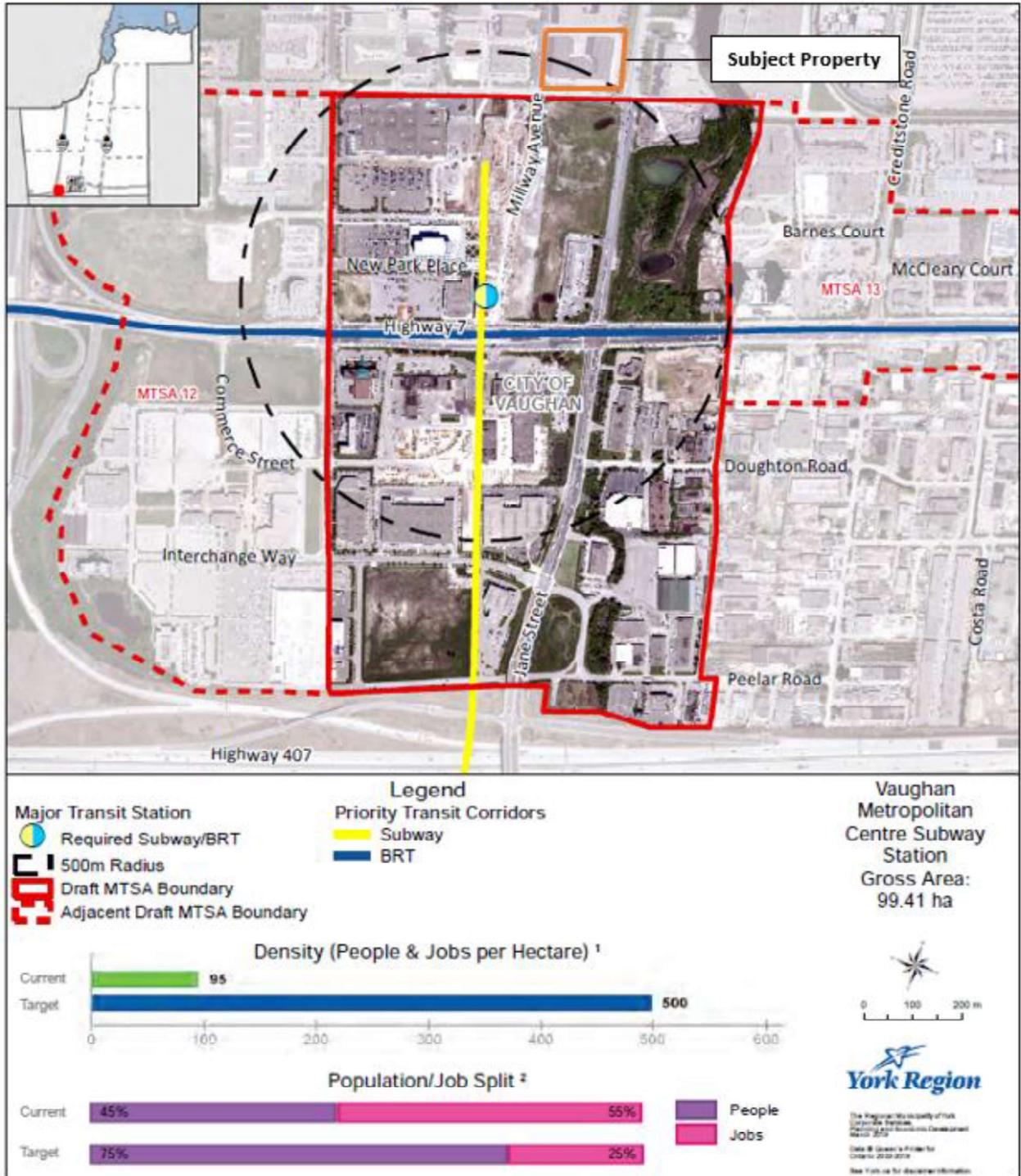


Figure 2: Draft MTSA 1 Delineation

Based on the policies of the 2019 Growth Plan, it is our opinion that the subject property is appropriate for inclusion in the VMC Subway Station MTSA boundary, being within 500 metres of the subway station and 300 metres of the bus terminal. The subject property offers significant opportunity for redevelopment and intensification in order to support the minimum targets set out for MTSA's and to increase transit ridership to support the investment in higher order transit, while also providing an opportunity to create an appropriate transition to the existing employment area north of Portage Parkway. In conjunction with the other Portage Lands, a mixed-use transition area should be created between the high-density character of the VMC to the south and the low-density nature of the employment area to the north. As part of such a transition area, the subject property would provide the opportunity to complement the uses within the VMC while also replacing and enhancing the existing employment uses currently on site. This will allow for the long-term protection of the larger employment area, while also providing for a complementary transition to the height and density planned for the VMC.

### Regional and Municipal Official Plans

Both the current York Region Official Plan ("YROP") and City of Vaughan Official Plan 2010 ("VOP") identify the subject property for employment uses. Additionally, the subject property is located immediately north of the Vaughan Metropolitan Centre Secondary Plan area and has frontage on Jane Street, which is identified as an Intensification Corridor and Regional Rapid Transit Corridor. The property's frontage along Jane Street is also notable given the role of Jane Street as the primary linkage between the Vaughan Metropolitan Centre to the south and the Vaughan Mills Centre to the north. With both areas permitting high-density, mixed uses, there is opportunity for the lands along Jane Street to supplement and complement the uses and densities in these two major centres of the City, as well as support current and future transit investment on Jane Street to support its function as the only major corridor linking the VMC and Vaughan Mills. The YROP recognizes the importance of Jane Street as a Regional Rapid Transit Corridor and a link between these two major centres.

The York Region Transportation Master Plan, 2016 ("YRTMP") identifies Jane Street as part of the Viva Network Expansion Plan, which is to include curbside Viva Bus services and later evolve into a rapidway with dedicated bus lanes by 2041. The plan also explores the opportunity of a possible future extension of the Line 1 subway north along Jane Street. The YROP and the YRTMP both identify the Jane Street corridor as a priority for current and future transit investment.

As previously noted, the subject property is located within 500 metres of the VMC Subway Station and 300 metres of the SmartCentres Place bus terminal, and should therefore be included within the MTSA 1 boundary. Further to the policies of the Growth Plan discussed above, York Region has developed Draft Guidelines to Delineate and Set Density Targets for Major Transit Station Areas to guide the establishment of MTSA's. This document provides a number of principles for the delineation of these areas across the Region, including that MTSA's should:

1. *Reinforce the planned regional and local municipal urban structure*
2. *Provide a diverse range and mix of land uses, if the MTSA is not located in an employment area (e.g. residential, employment, community services)*
3. *Include existing higher density land uses*
4. *Include areas that are anticipated or ideally situated to develop or redevelop to higher densities*
5. *Connect with adjacent MTSA's so that as much of the priority transit corridors are included, as*

*possible*

6. *Be walkable*
7. *Collectively support the creation of complete communities for the broader community beyond the MTSA boundaries*
8. *Collectively provide a range of amenities (e.g. parks, schools, cultural facilities, retail, etc.)*
9. *Collectively provide opportunities to live and work along the priority transit corridors.*

Based on the requirements of the Growth Plan, as well as the guidelines set out by the Region for the delineation of MTSA's, the subject property is appropriate for inclusion within the VMC Subway Station MTSA boundary. The redevelopment of the lands and the requested conversion to allow for a mix of employment and non-employment uses on site to support the function of the MTSA and achieve the objectives outlined above represents an opportunity that should be considered and supported.

The Vaughan Metropolitan Centre Secondary Plan ("VMCSP") identifies the lands immediately south of the subject property as within the Station Precinct and as appropriate to accommodate high-rise, high-density development up to 30 storeys in height and up to 5.0 FSI in density. The Station Precinct is intended to accommodate a broad mix of uses, including a mix of high- and mid-rise uses, including residential, office and retail uses. Further to the policies of the VMCSP, applications for Official Plan Amendment, Zoning By-law Amendment and Site Plan Approval have been filed with the City to permit three 35, 45 and 50 storey residential towers on the lands immediately south of the subject property. Additionally, the lands to the southwest of the subject property have been approved for two 55-storey residential towers. Given the height and density both planned and approved for the lands to the south, it is appropriate for the subject property to accommodate higher densities and a greater mix of uses in order to provide for a more adequate transition between the high-rise, high-density uses to the south and the lower rise employment/ commercial uses to the north.

The subject property, in conjunction with the Portage Lands area, offers an opportunity to create a mixed-use transition area that will recognize the VMC as the main focus of growth and intensification as the City's Urban Growth Centre, while also providing complementary land uses that will assist in providing a transition from the high-density character of the VMC to the low-density nature of the existing employment area to the north of Portage Parkway. The subject property represents an opportunity for redevelopment and intensification in a form that complements the heights and densities along the southern side of Portage Parkway while replacing and enhancing the existing employment uses. The intent is not to compete with the function of the VMC, but rather complement it in a way that also provides for the protection of the long-term viability of the existing employment area.

The Secondary Plan identifies Portage Parkway as a Major Collector street and contemplates a future BRT rapidway station at the intersection of Portage Parkway and Jane Street. Given the higher order nature of the proposed future transit along Jane Street, the subject property will be located within the MTSA of the future Jane/Portage BRT station. This provides further support for the intensification of the subject property for mixed uses, including higher density residential uses to support the existing and planned higher order transit investments and increase the number of potential transit users within walking distance of higher order transit facilities.

Based on our evaluation of the physical and policy context of the subject property, it is our opinion that the subject property is appropriate for an employment conversion in order to support the intensification and

complete community function of the VMC Subway Station MTSA, provide a more appropriate transition from the approved and planned high-density residential uses immediately to the south, to support the function of the VMC area as an Urban Growth Centre, to encourage increase transit ridership and support current and future investment in higher order transit facilities, and to support Jane Street as an intensification corridor and major connection between the VMC and Vaughan Mills. The subject property should be converted to allow for non-employment uses and should be included in the VMC Subway Station MTSA boundary, in accordance with Provincial policy direction and the objectives of the YROP and VOP.

### **Transition: City Building and Liveable Communities**

This submission has put forward a strong case for conversion based on a number of locational attributes of the subject property, such as being within proximity of higher order transit routes and facilities, its adjacency to high density development along the south side of Portage Parkway, and the fact that the property falls within 500 metres of the VMC Subway Station which defines the subject property as being within a Major Transit Station Area.

Portage Parkway is a Major Collector street. Given the more diverse land use permissions, as well as the current and planned physical conditions of the VMC on the south side of the street compared with the existing and restrictive land uses and low-rise employment development of the north side of the street, it creates an environment which provides little incentive for the employment lands to the north to be redeveloped under an employment designation in a more contemporary way. In terms of a liveable city, complete communities, and city building in the context of urban design and built form within a City Centre, it is not appropriate for a major road, such as Portage Parkway which functions as a major artery for pedestrian and vehicular movement, to act as a separation between modern current architecture, high-density and diverse land uses on the south side juxtaposed with bland, low-rise and out-of-date employment buildings on the north side. The stark contrast created by the current VOP designations between the two sides of the street will create an unappealing appearance with respect to community design and community living.

The principles of complete communities, city building through design, and liveable and animated streetscapes should be another factor in consideration of the north side of Portage Parkway. Conversion to a more diverse range of land uses and consideration of a transition of height and density along the north side of Portage Parkway would incentivize landowners to redevelop this area of Portage Parkway resulting in more contemporary architecture along both sides of the street and ultimately creates a more liveable community and animated streetscape. This would also serve to make more efficient use of infrastructure, services and land. This can be achieved through a transition area along the north side of Portage Parkway that would be complementary to the VMC.

### **Development Opportunity**

As described in our previous submission (Attachment 1) and with recognition of the importance of employment areas to the Region's economy, this request proposes to preserve employment uses on the subject property, while also providing for residential and commercial development in a mixed-use context similar to other developments in the area. The proposal for the subject property would comprise a mixed-use development, consisting of an office and residential uses with ground level commercial, similar in nature to the developments occurring in the VMC, but at a lower scale. The proposed redevelopment of the property would provide for significantly more employment GFA than the current condition.

Given the context of the subject property directly adjacent to the Vaughan Metropolitan Centre Secondary Plan area, approximately 416 metres from the VMC Subway Station, and located at a corner site with frontage onto a designated Intensification Corridor (Jane Street), there are many factors that support the development of the subject property for mixed-uses and greater densities. The subject property has three frontages, as it fronts onto Jane Street, Portage Parkway and Millway Avenue. These three frontages in addition to the property's corner location at the exterior edge of the employment area and abutting the VMC, present a unique context that is accommodating to the redevelopment of the site in a manner that does not compromise the integrity of the employment area.

### **Employment Lands Conversion**

A formal request for employment lands conversion was submitted for the subject property as part of the original submission filed with the Region on March 18, 2019. It is recognized that in order to facilitate the conversion of the subject property, the criteria set out by Section 2.2.5.9 of the Growth Plan, as well as the additional conversion criteria developed by York Region.

Our previous submission letter addressed each of the 14 criteria conversion individually for the subject property and came to the conclusion that the proposal adequately addresses the criteria and is suitable for conversion. Largely the proposed conversion will maintain a significant amount of employment GFA to support the employment goals of the Region and protected the viability of the employment area over the long-term, while also providing for a more appropriate transition to the land uses within the VMC and better supporting the MTSA objectives for the VMC Subway Station MTSA. Based on the nature of the proposed redevelopment of the subject property to achieve a true transition between the VMC and the employment area to the north, the site will have the ability to create more jobs that what currently exist today. The subject property does not fall under the two mandatory criteria which prohibit support for conversions on a site-specific basis for lands within recently designated and largely vacant employment areas (Criterion 6) or for lands in areas where the entire perimeter of the site is surrounded by employment area lands (Criterion 7). Please refer to Attachment 1 for a full evaluation of the 14 criteria for employment conversion as they relate to the subject property.

Based on the information presented in this submission and the analysis contained in Attachment 1, it is our opinion that the subject property is appropriate for conversion to allow for the accommodation of a mix of employment and non-employment uses. Given the physical and policy context of the subject property and the appropriateness of including the site within the VMC Subway Station MTSA, we believe that the request for conversion should be revisited as part of the Region's Phase 2 assessment. In our opinion, the subject property is an appropriate candidate for more permissive uses, including mixed-uses containing non-employment uses.

### **Proposed Provincially Significant Employment Zone ("PSEZ")**

The Ministry of Municipal Affairs and Housing's proposed Amendment 1 to the Growth Plan released on January 15, 2019, was approved and came into effect as the 2019 Growth Plan on May 16, 2019. The amendment allowed the Minister to identify a number of employment areas as Provincially Significant Employment Zones ("PSEZ"), in particular, within Zone 10 (400-407, Vaughan North), which includes the subject property. Comments to the Ministry of Municipal Affairs and Housing were submitted on behalf of

YRCC 945 respecting the proposed PSEZ mapping, including justification as to why the subject property should not be considered as Provincially Significant Employment Lands. It is our understanding that notwithstanding the proposed PSEZ mapping, the Region's position is to proceed with considering conversion requests comprehensively through the MCR process.

### **Summary**

Based on the location of the subject property at the southeast corner and periphery of the existing employment area, and considering the changing land use context being experienced immediately south of the property within the VMC, it is our opinion that:

- The subject property is appropriate for inclusion in the MTSA 1 (VMC Subway Station) boundary being within 416 metres of the VMC Subway Station and 300 metres of the SmartCentres Place Bus Terminal with frontage on Jane Street, which is a designated Regional Rapid Transit Corridor.
- The subject property forms part of the Portage Lands. This request is supportive of and complementary to the request for conversion filed on behalf of the Portage Landowners and we maintain that an employment conversion should be granted for the Portage Lands in order to support the lands as a transitional area between the high-density character of the VMC and the low-density employment area.
- The subject property would be better suited for a greater range and mix of uses, which includes maintaining the current level of employment on site and adding to it, while also introducing compatible residential uses in a mixed-use context.
- Increased density permissions for the subject property would allow the site to develop in accordance with intensification and transit-oriented development objectives of the Province, Region and municipality.
- The subject property is appropriate for employment conversion in order to support the intensification targets and complete community function of the VMC Subway Station MTSA, provide a more appropriate transition from the approved and planned high-density residential uses to the south of Portage Parkway, support the function of the VMC as the City's Urban Growth Centre, encourage increased transit ridership and support current and future investment in higher order transit, and support Jane Street as an intensification corridor.
- It is inappropriate to treat a Major Collector, such as Portage Parkway which serves as a major artery for pedestrian and vehicular traffic, as a separation between the starkly different high-rise residential development to the south and the low-rise employment development to the north.
- Conversion of the subject property and the Portage Lands to allow more diverse land uses and considerations of these lands as a transition area in terms of height and density would create incentive for their redevelopment in order to support the creation of a more complete and liveable community and animated streetscape.

We are interested in continuing to work with the Region of York and the City of Vaughan as part of the Phase

2 assessment process and throughout the remaining MCR process to ensure the respective Official Plans are updated to incorporate a progressive and forward-thinking planning vision based on analysis of the relevant emerging land use planning and development issues.

We will continue to monitor the MCR process and kindly request to be notified of any future reports and/or meetings regarding the Regional Municipal Comprehensive Review. We also request to be notified of any discussion or decision pertaining to this request, and we hope to be able to engage with the Region of York and City of Vaughan further on this matter.

Thank you for the opportunity to provide these comments. We reserve the right to provide further comments as the MCR process progresses. Please contact the undersigned at 416-305-7989 should you have any questions regarding this submission.

Yours Truly,



John Zipay MSc., U.R.P., RPP

c. Client

Hon. Steve Clark, Minister of Municipal Affairs and Housing  
Paul Bottomley, York Region, Manager of Policy, Research and Forecasting  
Sandra Malcic, York Region, Director of Long-Range Planning  
Hon. Mayor Bevilacqua, City of Vaughan  
Councillor Yeung Racco, Ward 4, City of Vaughan  
Jason Schmidt-Shoukri, Deputy City Manager, Planning and Growth Management  
Bill Kiru, City of Vaughan, Director of Policy Planning & Environmental Sustainability  
Christina Bruce, City of Vaughan, Director of Vaughan Metropolitan Centre Program  
Don Given, Malone Given Parsons on behalf of the Portage Landowners

- Att. 1. Employment Conversion Request Letter, prepared by Weston Consulting, dated March 18, 2019  
2. Air Photograph with Portage Lands, prepared by Weston Consulting, dated November 22, 2019

## **Attachment 1**

Regional Municipality of York  
17250 Yonge Street  
Newmarket, ON  
L3Y 4W5

March 18, 2019  
File 5275

**Attn: Paul Freeman, Chief Planner  
Regional Municipality of York**

Dear Sir,

**RE: Employment Area Conversion Request  
201 Millway Avenue, City of Vaughan**

Weston Consulting is the planning consultant for York Region Condominium Corporation 945 ("YRCC 945"), collectively on behalf of the owners of the property municipally addressed as 201 Millway Avenue in the City of Vaughan (the "subject property"). Weston has been engaged to provide assistance to YRCC 945 with respect to the York Region Municipal Comprehensive Review ("MCR") process. It is our understanding that the Region is currently conducting a review of employment land conversion requests as part of the Regional MCR process.

This letter requests consideration of the subject property for an employment land conversion pursuant to the provisions of the Growth Plan for the Greater Golden Horseshoe (the "Growth Plan") and the Employment Area Conversion Criteria developed by York Region Staff in consultation with the local municipalities.

### **Subject Property and Surrounding Area**

The subject property is located at the northwest corner of Portage Parkway and Jane Street, immediately bordering the Vaughan Metropolitan Centre Secondary Plan Area to the south. It consists of 28 employment related condominium units and has an approximate lot area of 19,288 square metres (1.92 ha) in a rectangular shape. The subject property contains frontage onto three separate public roadways, including Jane Street (124m), Portage Parkway (160m) and Millway Avenue (113m). The site is further located approximately 416 metres north of the Vaughan Metropolitan Centre (VMC) Subway Station, which is the northern terminus of the TTC Spadina Subway Extension (Line 1).

The subject property is located at the southeast edge of an area containing primarily employment uses, directly adjacent to the VMC, which is a mixed use area that has experienced significant change in recent years. The VMC is considered Vaughan's new downtown, and is currently being redeveloped to include a broad range and mix of land uses in a high-density context based on its designation as an *Urban Growth Centre* within the Growth Plan and the associated permissions of the Vaughan Metropolitan Centre Secondary Plan. The subject property is adjacent to several

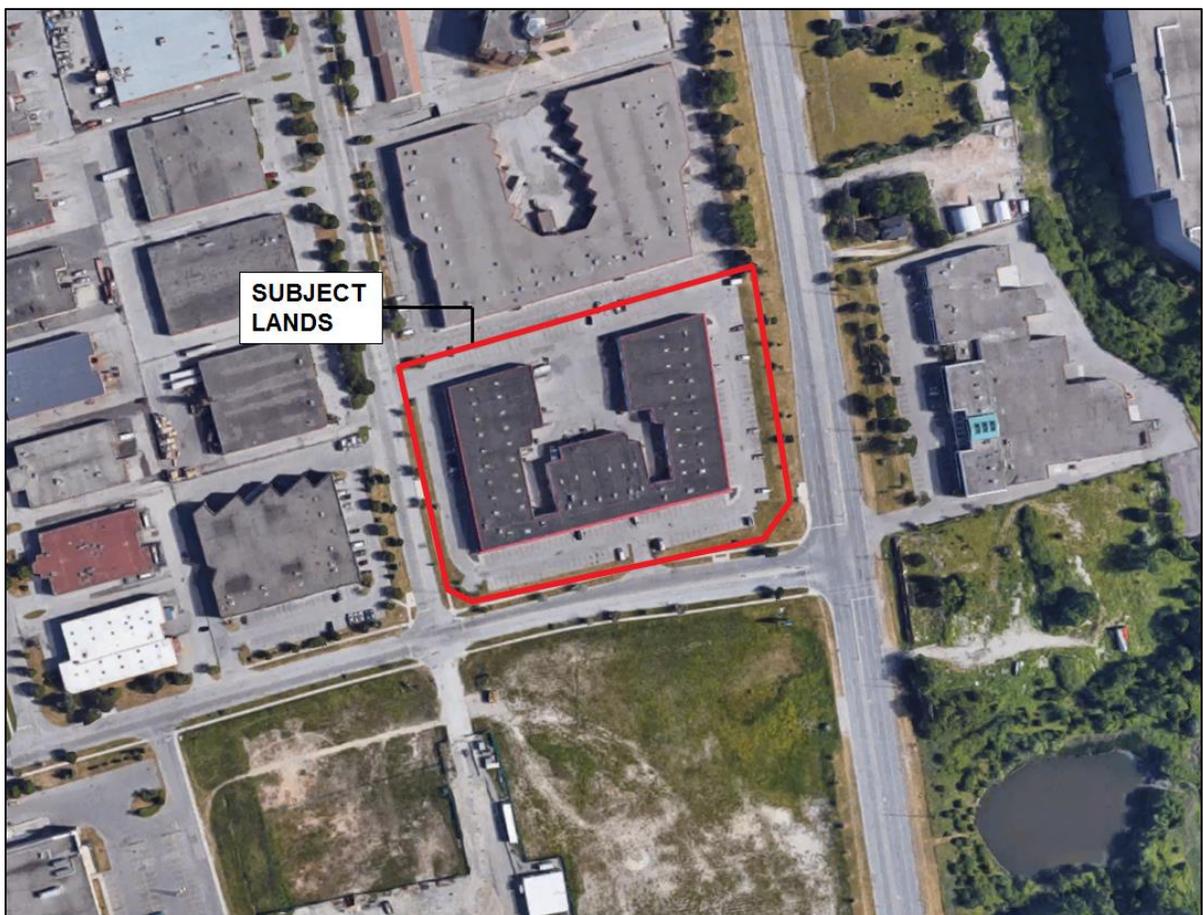
future high-rise mixed use developments. The subject property is surrounded by a mix of employment uses and new high-rise mixed uses in the following context:

North: Employment uses;

South: The Vaughan Metropolitan Centre, including the VMC Subway Station located approximately 416 metres away;

East: Jane Street, including a high-rise mixed use development that is currently under construction and a two storey office building. Employment uses are located beyond.

West: Employment uses.



**Figure 1: Aerial Photo of the Subject Property**

Recently, approvals have been obtained for a number of high-density, mixed use developments throughout the area, under the land use planning permissions of the VMC Secondary Plan (Figure 2). In particular, three (3) 55 storey towers are currently under construction directly across the street from the subject property on the south side of Portage Parkway. The approved and under construction developments surrounding the subject property include the following:

- Transit City Development - (3) mixed-use towers at the southeast corner of Portage Parkway and Millway Avenue;
- PWC Tower located at northwest corner of Millway Avenue and Apple Mill Road;
- KPMG Tower located directly adjacent to the VMC Subway Station; and
- EXPO City Development - (2) mixed-use towers, in addition to the (2) already constructed at the northeast corner of Maplecrete Road and Highway 7.

Multiple development applications are also currently under review, including:

- Easton's Group - (3) mixed-use towers at the southeast corner of Hwy 7 and Interchange Way;
- EXPO City 5 – (1) 60 storey mixed use tower at the northwest corner of Hwy 7 and Maplecrete Road;
- Liberty Developments - (3) mixed-use towers at the southeast corner of Hwy 7 and Maplecrete Road;
- Cosmos Development - (5) mixed-use towers at the southwest corner of Hwy 7 and Maplecrete Road; and
- SmartCentres - (3) mixed-use towers located immediately south of the subject property.

Both the recent approvals and development currently under review signifies the changing planning context of the area. Please refer to Figure 2 below and the attached map of surrounding development applications for further detail.

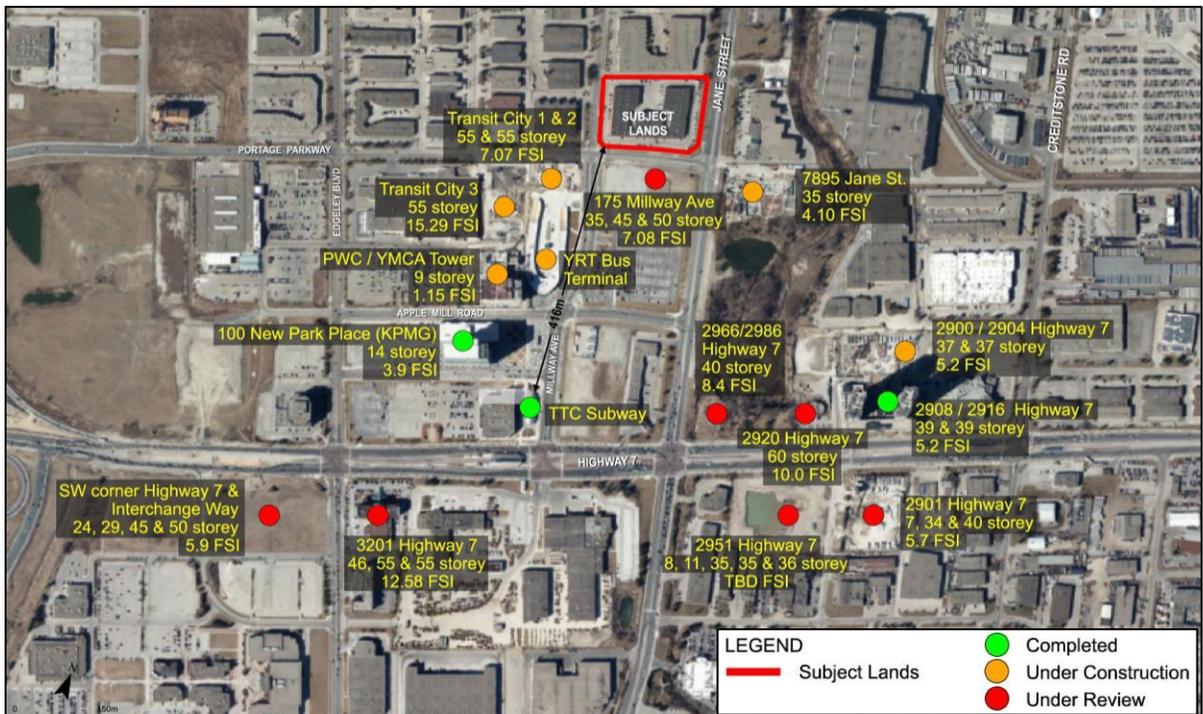


Figure 2: Surrounding Development Applications

## Planning Policy Context

The City of Vaughan Official Plan 2010 (VOP 2010) identifies the subject property within an *Employment Area* and further designates the property as *Prestige Employment* (Figure 3). The current land use planning permissions for the subject property prohibit residential and mixed use development similar to that occurring on the adjacent lands located within the VMC. The outcome of the current policy context of the subject property and surrounding area is a high-rise mixed use area with no transition to the adjacent area but rather a stark decline in heights, density and mix of uses.

In addition to the subject property being located immediately north of the Vaughan Metropolitan Centre Secondary Plan area, the property also has frontage on Jane Street, which is identified as an *Intensification Corridor* and *Regional Rapid Transit Corridor*. The property's frontage along Jane Street is also notable given the role of Jane Street as the primary linkage between the Vaughan Metropolitan Centre Secondary Plan to the south and the Vaughan Mills Centre Secondary Plan to the north. With both Secondary Plan Areas permitting high-density mixed uses, there is opportunity for the lands along Jane Street to supplement and complement the uses and densities in these two major centres of the City as well as support the transit on Jane Street, as Jane Street is the only major corridor linking the two centres. The York Region Official Plan recognizes the importance of Jane Street as a *Regional Rapid Transit Corridor* and a link from the VMC to Vaughan Mills.

The York Region Transportation Master Plan (2016) identifies Jane Street as part of the Viva Network Expansion Plan, which is to include curbside Viva Bus services and later evolve into a rapidway with dedicated bus lanes by 2041. The plan also explores the opportunity of a possible future extension of the subway along Jane Street. The York Region Official Plan and the York Region Transportation Master Plan (2016) both identify the Jane Street corridor as a priority for current and future transit investment.

The Growth Plan policies pertaining to Urban Growth Centres and Major Transit Station Areas (MTSAs) are also part of the planning policy context affecting the subject property. The area surrounding the VMC Subway Station is considered not only to be an Urban Growth Centre, but also a MTSA as defined by the Growth Plan 2017 and the currently proposed amendments. The proposed amendments to the Growth Plan propose to redefine MTSAs as the area within 500-800 metres of a higher order transit station. The subject property is located within the definition of a MTSA in both the currently applicable Growth Plan 2017 and the proposed amendments.

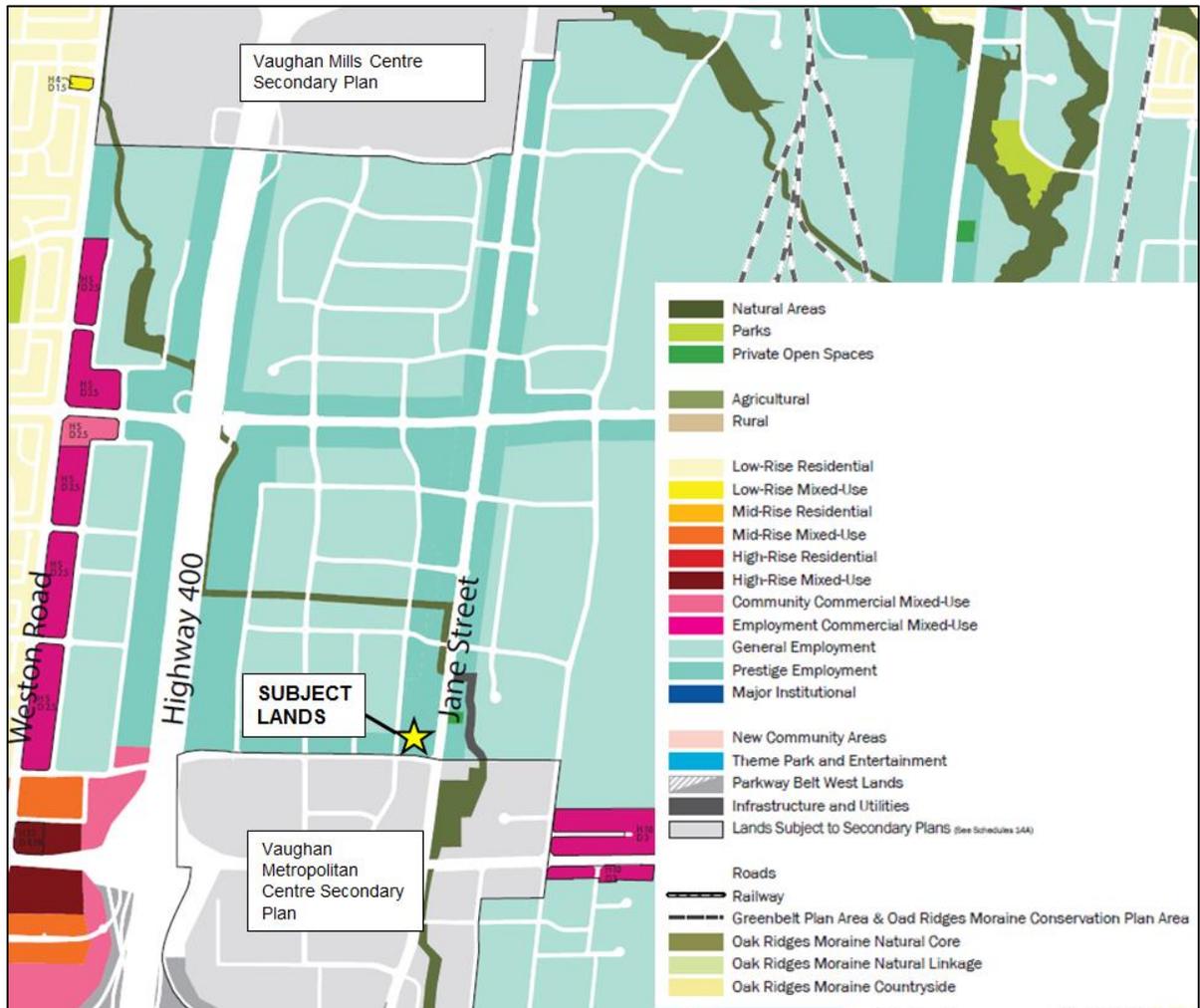


Figure 3: Land Use - City of Vaughan Official Plan 2010

Notably, the subject property, in addition to other lands located along the east and west sides of Jane Street were assigned the designation of *Commercial Mixed Use* in an earlier iteration of VOP 2010 (Figure 4), which did not achieve final approval by Regional Council. This designation provided for a broader range of uses and greater densities in recognition of frontage along the Jane Street corridor. In the final version of VOP 2010, the lands along Jane Street were ultimately changed to *Prestige Employment*.

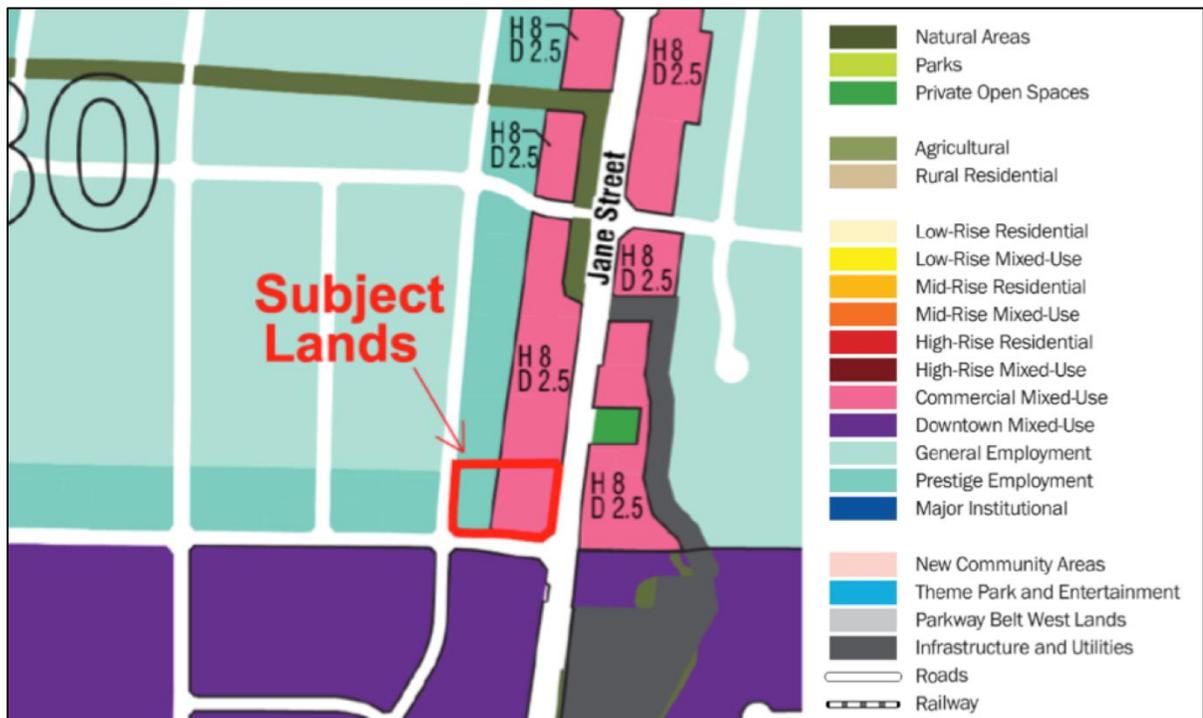


Figure 4: Land Use - Earlier Iteration of VOP 2010

### Development Opportunity

With recognition of the importance of employment areas to the Region’s economy, this request proposes to preserve employment uses on the subject property, while also providing for residential and commercial development in a mixed use context similar to other developments in the area. The proposal for the subject property would comprise a mixed use development, consisting of an office tower providing for significantly more employment GFA than the current condition. The development would also include residential uses with ground level commercial to support the office uses and residents, similar in nature to the developments occurring in the VMC, but at a lower scale.

Weston Consulting has prepared a preliminary development concept for the subject property to illustrate the uses, heights and densities that would be appropriate given the site context (see attached development concept). Further to the above, the development concept contemplates a 20 storey office building to retain an employment use on site, enhance the employment GFA of the site to support the viability of the existing employment area and provide a transition to the residential uses. The office building is proposed to be located at the interior of the site, adjacent to neighbouring employment uses to achieve better land use compatibility and provide for a buffer from the proposed residential uses.

Residential towers at maximum of 30 storeys are contemplated at the Jane Street and Portage Parkway frontages of the site. These heights are complementary to the development occurring in the VMC while acknowledging the location of the subject property outside of the VMC and in an

area that would be suitable as a transitional area from the high-rise VMC to the low-rise employment area.

Given the context of the subject property directly adjacent to the Vaughan Metropolitan Centre Secondary Plan area, approximately 416 metres from the VMC Subway Station, and located at a corner site with frontage on Jane Street, there are many factors that support the development of the subject property for mixed uses and greater densities. The subject property has three frontages, as it fronts onto Jane Street, Portage Parkway and Millway Avenue. These three frontages in addition to the property's corner location at the exterior edge of the employment area and abutting the VMC, present a unique context that is accommodating to the redevelopment of the site in a manner that does not compromise the integrity of the employment area.

### **Employment Lands Conversion**

In accordance with section 2.2.5.9 of the Growth Plan, the conversion of employment lands may be permitted where it is demonstrated that:

- a) *There is a need for the conversion;*
- b) *The lands are not required over the horizon of this Plan for the employment purposes for which they are designated;*
- c) *The municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this plan;*
- d) *The proposed uses would not adversely affect the overall viability of the employment area or prime employment area or the achievement of the minimum intensification and density targets in this Plan; and*
- e) *There are existing or planned infrastructure and public service facilities to accommodate the proposed uses.*

The current proposal for enhanced land use permissions applicable to the site merits further review and should be considered under the current Municipal Comprehensive Review. The following is a response to the conversion criteria under the Growth Plan for the Greater Golden Horseshoe:

- a) *There is a need for the conversion;*

Through the MCR, York Region will be conducting a land needs assessment to confirm if there is enough land to accommodate the development elsewhere. Notwithstanding this, there are characteristics of the subject property related to its context that make the property better suited for high-rise mixed uses, including by providing better integration with the VMC, by acting as a transition between the VMC and employment area, and by capitalizing on the corner site location along the Jane Street corridor. The proposed conversion will maintain the employment use to support the employment goals of the Region, while also better achieving Region and local planning objectives.

- b) *The lands are not required over the horizon of this Plan for the employment purposes for which they are designated;*

York Region will be conducting a land needs assessment through the MCR to determine if there is enough employment land to accommodate the employment forecast over the planning horizon. Although this request is for an employment land conversion, it is more accurately described as an addition of uses given that significant employment space is proposed to be accommodated on site, in addition to residential and commercial uses.

- c) *The municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this plan;*

An assessment of forecasted employment growth is anticipated to be conducted through the ongoing MCR and the land need will be determined based upon an assessment of existing supply and forecasted demand in accordance with the Growth Plan for the Greater Golden Horseshoe.

- d) *The proposed uses would not adversely affect the overall viability of the employment area or prime employment area or the achievement of the minimum intensification and density targets in this Plan; and*

The proposed use of the subject property is consistent with the surrounding developments of the VMC and also compatible with the existing employment area. Given the location of the subject property at the far corner of the employment area, and the high rise mixed uses being developed directly across the street from the employment area, the proposed development will not have any adverse impact on the existing employment area. Additionally, since the subject property will maintain employment uses, the overall viability of the employment area will be supported and supplemented.

- e) *There are existing or planned infrastructure and public service facilities to accommodate the proposed uses.*

The subject property is within the Urban Area on full municipal services and in close proximity to higher order transit. Located on the edge of the Vaughan Metropolitan Centre, there is abundant public infrastructure and services to accommodate the proposed uses, including the VMC Subway Station within walking distance of the subject property. Additionally, the subject property has frontage on Jane Street, which has been identified as a *Regional Rapid Transit Corridor* and will be serviced by future Bus Rapid Transit.

In addition to the employment area conversion criteria provided by the Growth Plan, York Region has developed criteria in consultation with local municipalities to better assess conversion requests. As of the time of the filing of this submission, the Proposed Employment Area Conversion Criteria, as listed below, was endorsed by York Region Committee of the Whole and scheduled to be discussed further at the next Regional Council Meeting. The following is an evaluation of the proposed conversion of the subject property in consideration of the criteria developed by the Region in consultation with the local municipalities:

1. *The following employment areas will not be considered for conversion as they have not yet had the opportunity to develop due to servicing constraints or have recently been brought into the urban boundary to accommodate employment land employment growth to 2031: Keswick Business Park, Queensville, Highway 404 (ROPA 1), ROPA 3, and Highway 400 North (ROPA 52).*

The subject property is not located within any of the above-noted employment areas.

2. *The employment area will not be considered for conversion if the entire perimeter of the site is surrounded by lands designated for employment uses and is not viable to continue as an employment area.*

The subject property is surrounded by employment uses on the north and west sides. The subject property is adjacent to the Vaughan Metropolitan Centre on the south side and has frontage on Jane Street, a major Regional corridor, on the east side. Located at the edge of the employment area, the proposed conversion will not disrupt the function or continuity of the employment area by creating a “hole” in the employment area.

3. *Conversion of the site would not compromise the Region’s and/or local municipality’s supply of large sized employment area sites (i.e. 10 ha or greater) which allow for a range uses including but not limited to land extensive uses such as manufacturing, warehousing, distribution and logistics.*

The subject property is not a large site, nor is it proposed that an area greater than 10 ha in area be converted. Given the location of the subject property at the periphery of the employment area on a corner site, with three separate frontages, the site is sequestered from the majority of the employment area and can be redeveloped independently of the greater employment area.

4. *The conversion will not destabilize or adversely affect current or future viability and/or identity of the employment area with regards to:*
  - a. *Hindering the operation or expansion of existing or future businesses*
  - b. *Maintaining lands abutting or in proximity to the conversion site for employment purposes over the long term*
  - c. *Attracting a broad range of employment opportunities and maintaining clusters of business and economic activities*
  - d. *Providing appropriate buffering of employment uses from non-employment uses.*

The employment area in which the subject property is located is located directly north of the VMC, which is undergoing significant growth and development in the form of high-rise, mixed use development. The expansion of the mixed uses to the subject property, which is located on the outer edge of the employment area on a corner site, will not hinder the operation of existing or future businesses or adversely affect current or future employment opportunities. The proposed development of the subject property will maintain employment uses in the form of an office building, providing for significant employment GFA to support

the viability of the employment area and diversify the built form of the employment area. Furthermore, as a highly visible site from Jane Street and the VMC, the proposed office use will act as an aesthetically pleasing buffer to the general employment uses in the interior of the employment area.

5. *The conversion to a non-employment use is compatible with the surrounding uses such as existing employment uses, residential or other sensitive land uses and will mitigate existing and/or potential land use conflicts.*

The conversion of the subject property will be compatible with both the mixed use area to the south and southeast, as well as the employment area to the north, west and east. The proposed use of the subject property for high-rise mixed uses is precisely what is being developed in the VMC, therefore there are no land use conflicts expected with the lands to the south of the subject property.

Residential uses proposed for the subject property would be situated at the Jane Street and Portage Parkway frontages, at the exterior of the employment area. Employment uses would be maintained on site at the corner of the subject property interior to the employment area, thereby buffering the employment area from the residential uses. This arrangement will mitigate land use conflicts by providing appropriate buffering.

Given that the subject area contains a number of high-rise mixed use developments in close proximity to employment uses, no land use conflicts are expected to result from the proposed conversion. Furthermore, the development of the subject property for a mix of residential and employment uses can be configured in a manner that further supports land use compatibility (see attached development concept).

6. *The site offers limited development potential for employment land uses due to factors including size, configuration, access and physical conditions.*

The subject property is not substantial in size, within limited space for major employment uses such as manufacturing or warehousing uses. Furthermore, the subject property is a corner site with good exposure from Jane Street, surrounded by future high-rise developments and located at the edge of the employment area. Based on this context, an office building is the most suitable type of employment use as it will provide better compatibility with the VMC developments and provide for an attractive site that is highly visible from Jane Street, screening the views of the general employment uses at the interior of the employment area. The proposed conversion will facilitate the addition of residential uses to the site to capitalize on the site's proximity to the VMC and Subway Station.

7. *The proposed site is not adjacent to 400-series highways, or is not located in proximity to existing or planned highways and interchanges, intermodal facilities, airports and does not have access to rail corridors*

The subject property meets this criterion. It is not adjacent to any 400-series highways, planned highways or interchanges, nor is it located near intermodal facilities, airports or rail corridors.

8. *The proposed conversion to a non-employment use does not compromise any other planning policy objectives of the Region or local municipality.*

The proposed conversion of the subject property to permit non-employment uses will not compromise the Region or City's planning policy objectives, but will rather attain them better than the existing condition. The employment policy objectives will be achieved given that the site will retain employment uses and increase the number of employment related jobs on site. Policies relating to mixed use development, transit-oriented development and MTSA's will be achieved by allowing for complementary residential uses on site in a compact form within walking distance of the VMC Subway Station and supporting future Bus Rapid Transit on Jane Street.

9. *Cross-jurisdictional issues have been addressed.*

There are no cross-jurisdictional issues applicable to the proposed conversion of the subject property.

### **Proposed Provincially Significant Employment Zone ("PSEZ")**

Weston Consulting understands that the Ministry of Municipal Affairs and Housing's proposed Amendment 1 to the Growth Plan released on January 15, 2019 proposes to designate a number of employment areas as Provincially Significant Employment Zone (PSEZ), in particular, within Zone 10 (400-407, Vaughan North), which includes the subject property. We have submitted comments to the Ministry of Municipal Affairs and Housing on behalf of YRCC 945 respecting the proposed PSEZ mapping, including justification as to why the subject property should not be considered as Provincially Significant Employment Lands. It is our understanding that notwithstanding the proposed amendments to the Growth Plan, the Region's position is to proceed with considering conversion requests comprehensively through the MCR process.

### **Summary**

Based on the location of the subject property at the far corner of the employment area, and considering the changing land use context being experienced immediately south of the lands in the VMC, it is our opinion that the subject property would be better suited for a greater range and mix of uses which includes maintaining the current level of employment on site and adding to it, while also introducing compatible residential uses in a mixed use context. Increased density permissions for the subject property would allow the site to develop in accordance with intensification and transit-oriented development objectives of the Province, Region and municipality given that the site is within 416 metres of the VMC Subway Station with frontage on Jane Street, which is a designated *Regional Rapid Transit Corridor*.

We are interested in working with the Region of York and the City of Vaughan throughout the MCR process to ensure the respective Official Plans are updated to incorporate a progressive and forward thinking planning vision based on analysis of the relevant emerging land use planning and development issues.

We will continue to monitor the MCR process and kindly request to be notified of any future reports and/or meetings regarding the Regional Municipal Comprehensive Review. We also request to be notified of any discussion or decision pertaining to this request, and we hope to be able to engage with the Region of York and City of Vaughan further on this matter.

Thank you for the opportunity in allowing us to provide this letter. Please contact the undersigned at extension 245 should you have any questions regarding this submission.

Yours truly,

**Weston Consulting**

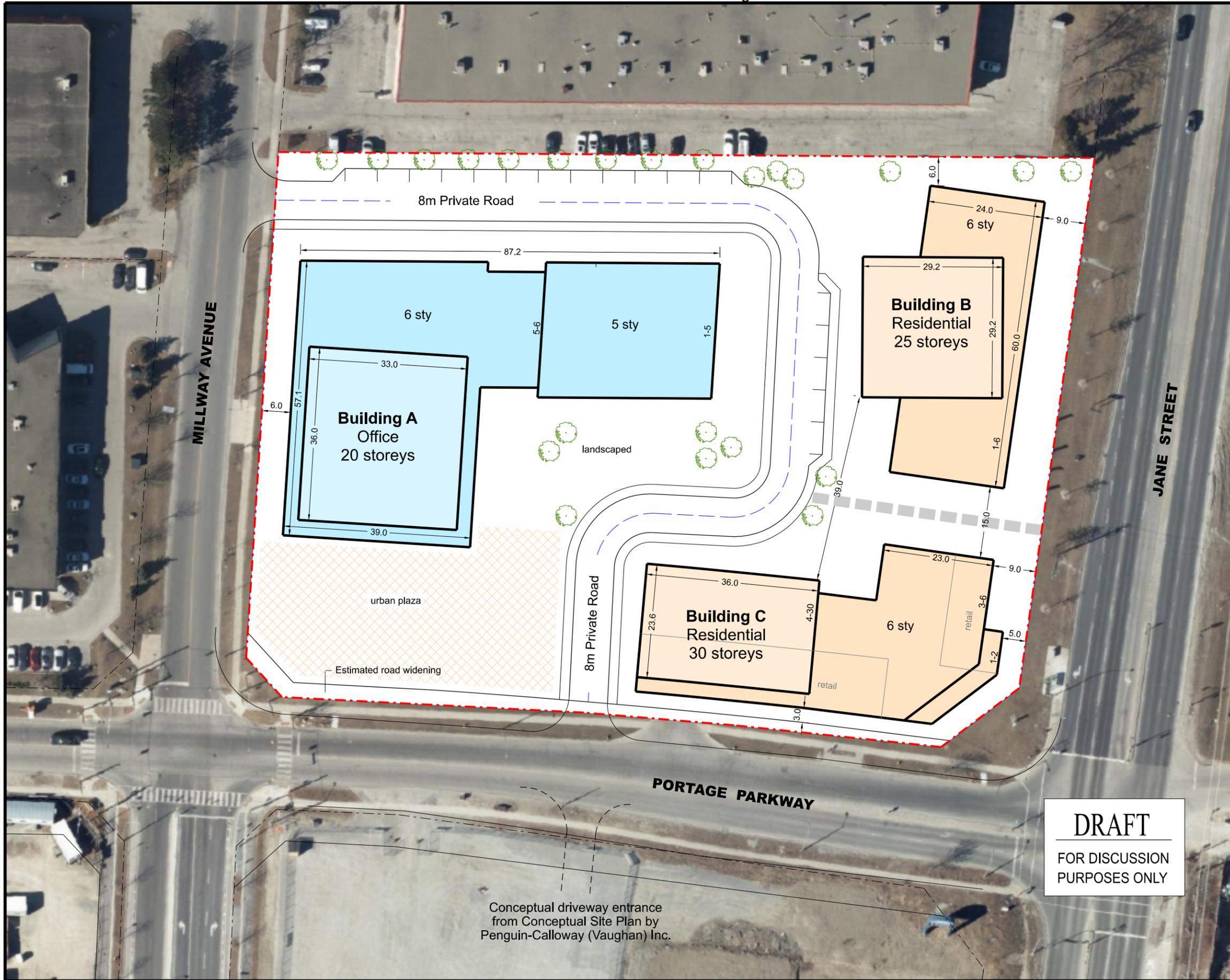
**Per:**



Sandra K. Patano, MES, BES, MCIP, RPP  
Associate

- c. Client
  - Paul Bottomley, York Region, Manager of Policy, Research and Forecasting
  - Sandra Malcic, York Region, Director of Long Range Planning
  - Bill Kiru, City of Vaughan, Director of Policy Planning & Environmental Sustainability
  - Fausto Filipetto, City of Vaughan, Manager of Policy Planning – Long Range





**DEVELOPMENT CONCEPT**

LOT 94 AND  
PART OF LOTS 92 AND 93  
REGISTERED PLAN 3541  
CITY OF VAUGHAN  
REGIONAL MUNICIPALITY OF YORK



**DEVELOPMENT STATISTICS:**

Gross Site Area:	19,228 m <sup>2</sup>
Road Widening:	381 m <sup>2</sup>
Net Site Area:	18,847 m <sup>2</sup>
Building Footprint:	7,363 m <sup>2</sup>
Coverage (based on gross site area):	38.3 %
FSI (based on gross site area):	5.0
Total GFA:	753 units 96,142 m <sup>2</sup>
Building A - Office	37,034 m <sup>2</sup>
Building B - Residential 753 units	26,530 m <sup>2</sup>
Building C - Mixed Use	32,578 m <sup>2</sup>
Retail	842 m <sup>2</sup>
Residential	31,736 m <sup>2</sup>

Required Parking: High-order transit hub\* 1,632 spaces

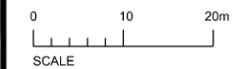
Retail @ 3 spaces/100m2	25.3 spaces
Office @ 2 spaces/100m2	740.7 spaces
Residential @ 1 sp/unit plus 0.15sp/u visitor	866 spaces

\* Assumes average of parking standards for High-order transit hub from Draft IBI report, 2010.

Parking Provided:	1,632 spaces
Surface	17 spaces
Underground (3.2 levels)	1,615 spaces

**Notes:**

- Property Boundaries are approximate based on available mapping and subject to confirmation by survey.
- Not based on engineering, floodplain or grading analysis.
- Areas and dimensions are approximate and subject to confirmation by survey.
- GFA is approximate and includes all elevators, stairwells, internal loading areas and parking ramps.
- Unit total is estimated based on 84% of GFA with an average unit size of 65m<sup>2</sup>.
- Air photo from First Base Solutions Inc., 2018 image.
- Road widening is estimated based on approximate future alignment as per Preliminary Preferred Alignment, Portage Parkway EA dated July 2016.



**DRAFT**  
FOR DISCUSSION  
PURPOSES ONLY

Conceptual driveway entrance  
from Conceptual Site Plan by  
Penguin-Calloway (Vaughan) Inc.

**WESTON CONSULTING**  
planning + urban design  
1-800-363-3558 westonconsulting.com

Vaughan: 201 Millway Ave. Suite 19  
Vaughan, Ontario L4K 9K3  
T: 905.738.6500 F: 905.738.6537

Toronto: 268 Berkeley St.  
Toronto, Ontario M5A 2K3  
T: 416.840.9917 F: 905.738.6537

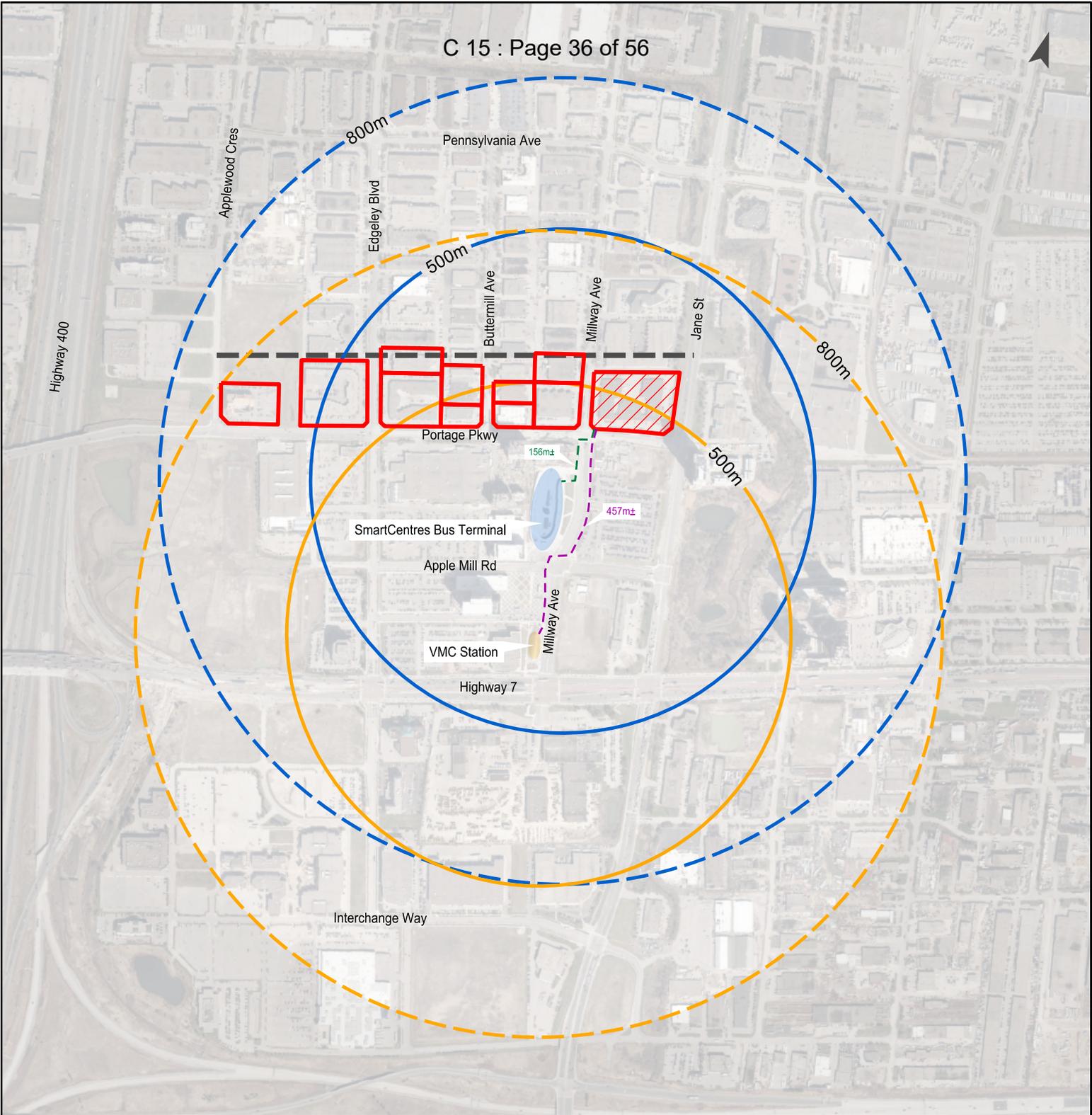
DRAWN / REVISED


15 JAN 2019 First Draft

File Number: 0001  
Drawn By: SB  
Planner: PW  
Scale: see scale bar  
CAD: 0001/concepts/C2.dgn

Drawing Number: **C2**

## **Attachment 2**



▬ Portage Lands  
 Subject Property

Approximate Extent of Transitional Area

500m radius from VMC Station  
 800m radius from VMC Station

500m radius from SmartCentres Bus Terminal  
 800m radius from SmartCentres Bus Terminal

Walk Distance from 201 Millway to VMC Station = 457m±

Walk Distance from 201 Millway to SmartCentres Bus Terminal = 156m±





WESTON  
CONSULTING  
planning + urban design

# A Conceptual Development: Creating a Transitional Area and Gateway to the VMC

201 MILLWAY AVE.  
CITY OF VAUGHAN

FEBRUARY 2020

# SECTION 1 INTRODUCTION

This booklet has been prepared by Weston Consulting on behalf of York Region Condominium Corporation 945 (YRCC 945), the owners of the property municipally known as 201 Millway Avenue (subject property) in the City of Vaughan. The purpose of this booklet is to illustrate the design vision and approach towards transforming the said property into a mixed-use employment and residential development, while maintaining the current level of employment on site. The vision for this site is to transform its present day condition of a two storey commercial/employment building and expanses of concrete parking into a high density compact mixed-use community. This will provide opportunities to live, work and play in a single property, and will coincide with its location adjacent to the north boundary of the Vaughan Metropolitan Centre (VMC). It should be noted that this property is located at a gateway location to the VMC, as it is situated on Jane Street and Portage Parkway with extensive frontage on both streets. The envisioned built form character and open space as well as proposed uses will provide appropriate transitioning between the VMC and the surrounding employment lands. The proposed design approach will signify the gateway to the VMC, complement the built form character of the VMC, and provide transitions to the surrounding employment areas.

## Disclaimer

The proposed concept plan and the visuals presented in this document are for illustration purposes only in order to give a preliminary and general idea of how the subject property might be developed and transformed into a compatible mixed-use community. The concept plan and visuals are not to be considered as part of any formal planning development application, or as to what will be constructed on site.



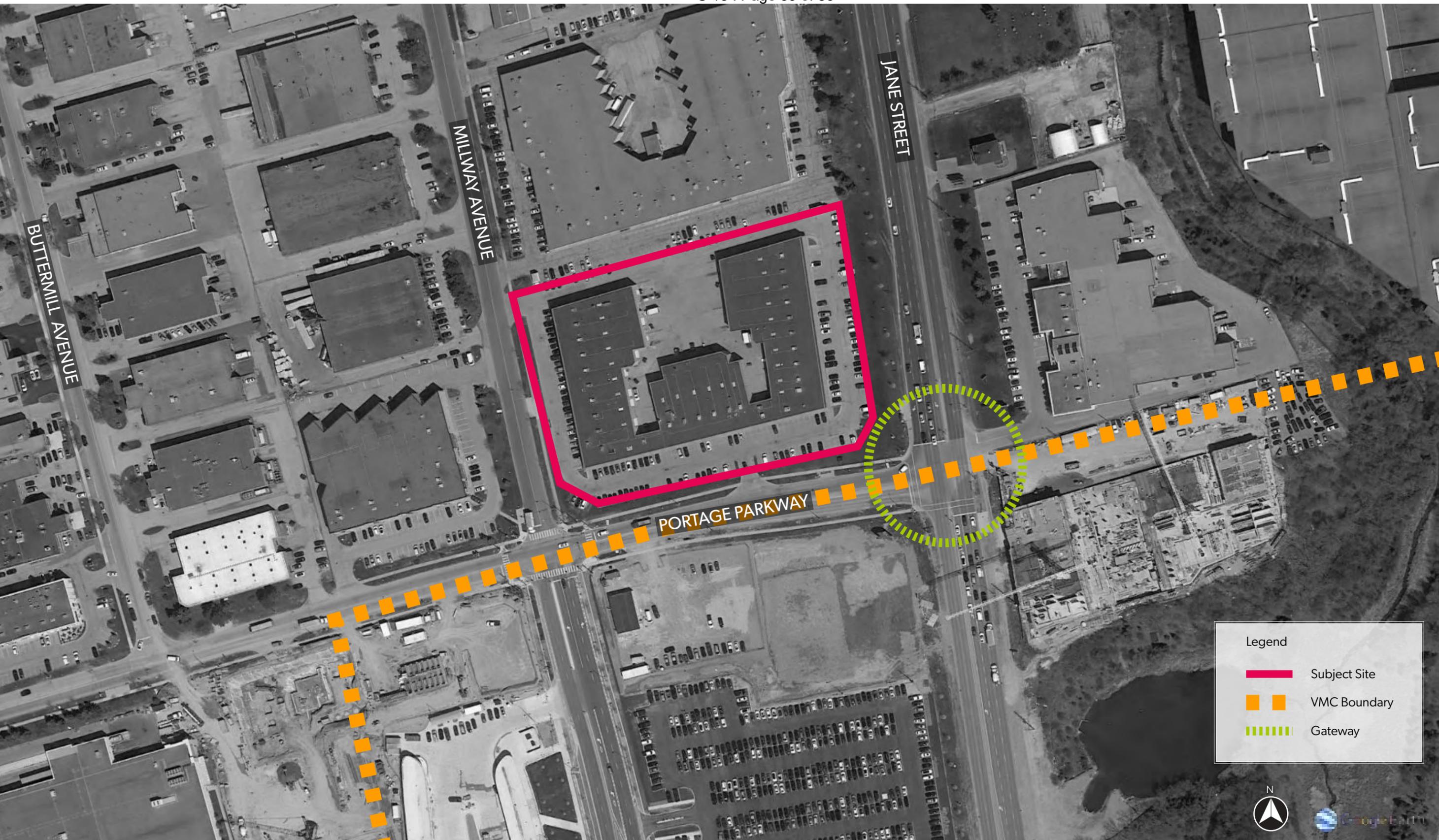


Figure 1: Aerial image of the Subject Site

# SECTION 2 PUBLIC PROCESS

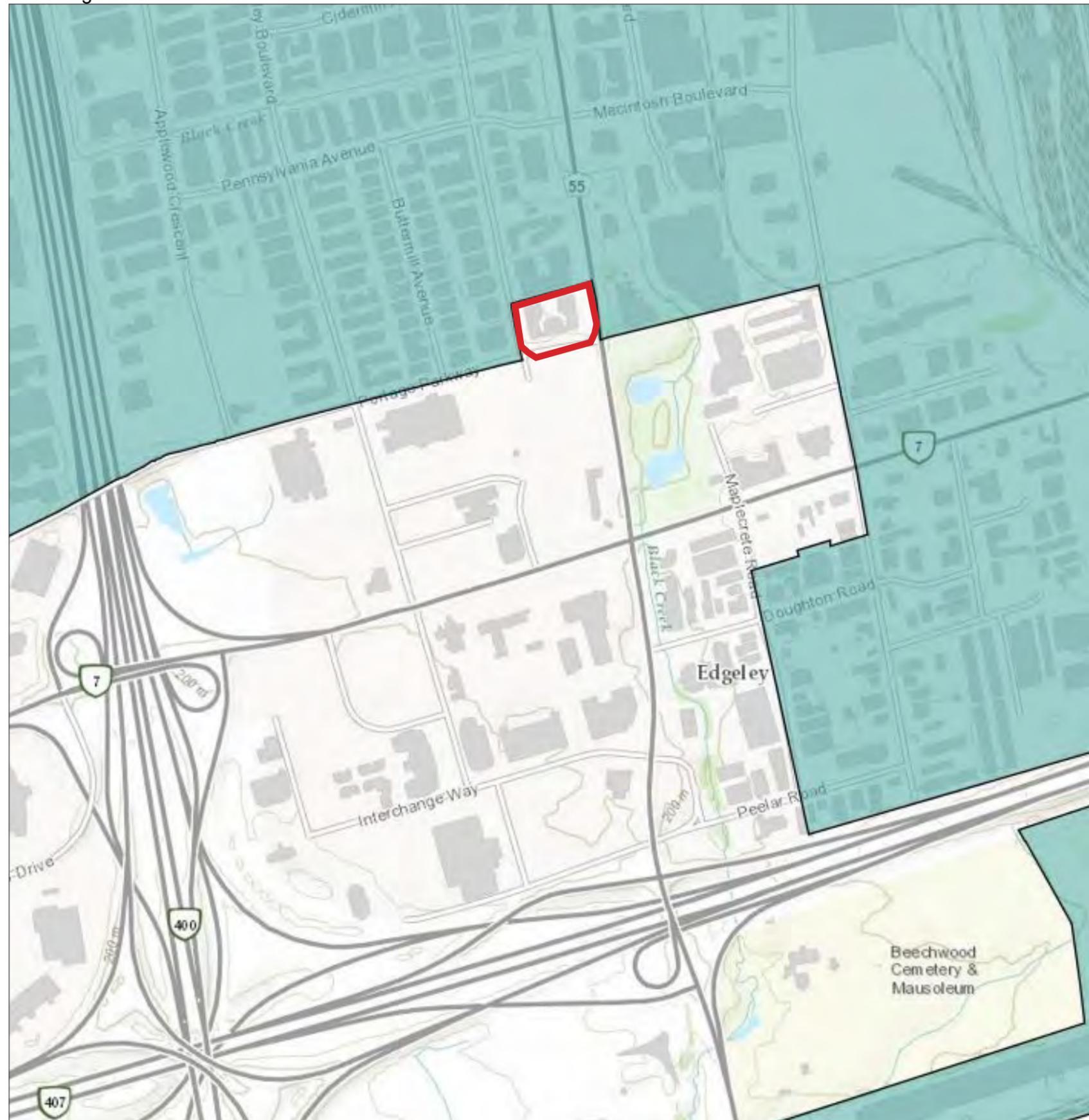


Figure 2: Provincially Significant Employment Zone (PSEZ) Vaughan. Retrieved from: <https://www.placestogrow.ca/AGOL/AccessibleViewer/?appid=9ea7adaecc7e4a54a8b5a9e61444e2c0>. Accessed February 10th, 2020.

# SUBMISSION OVERVIEW

Submissions were filed with the Region of York on behalf of YRCC 945 as part of the Provincially Significant Employment Zones (PSEZ) review and the ongoing York Region Municipal Comprehensive Review (MCR) process, requesting that the subject property be considered for conversion from employment uses to permit a greater range and mix of uses, including employment, commercial and residential mixed uses. Subsequently, the following have taken place so far:

## Provincially Significant Employment Zones (PSEZ)

A submission to the Ministry of Municipal Affairs and Housing (MMAH) was filed on February 28, 2019 requesting that the subject property be removed from the Provincially Significant Employment Zone (PSEZ).

In December 2019, the MMAH updated and adjusted the zone boundary and the subject property has been removed from the PSEZ. Refer to Figure 2.

## Municipal Comprehensive Review (MCR)

A letter was received from the Region of York on July 15, 2019 advising that based on the results of their analysis, Regional Staff are recommending that the subject property not be converted to non-employment uses.

A subsequent meeting was held with Regional Staff on August 8, 2019 to review this preliminary recommendation.

A staff Report dated October 10, 2019 was released providing an update on the status of the employment conversion process. The Report identifies that staff have largely completed Phase 1 of the assessment, and that Phase 2 will include broader analysis and discussions with local municipal staff and stakeholders on employment planning and a more general assessment of employment areas. This will consider the context within the Regional and local structure, implications on land budget and infrastructure, and the changing nature of job delivery. Phase 2 will also assess the designation of employment lands in the Regional Official Plan and whether some employment areas should have more permissive uses or be appropriate for mixed-use (including non-employment uses).

A letter dated November 22, 2019 prepared by John Zipay and Associates was submitted to the Region on behalf of YRCC 945 requesting that reconsideration be given to allow the conversion of the subject property for mixed employment and nonemployment uses. Stating the opinion that the property will be better suited for a greater range and mix of uses, which includes maintaining and expanding the current level of employment on site and introducing compatible residential uses in a mixed-use context, this letter was submitted considering the Region's Second Phase of assessment in light of the proposed intensification and Major Transit Station Area (MTSA) planning directions.



# SECTION 3 CONTEXT

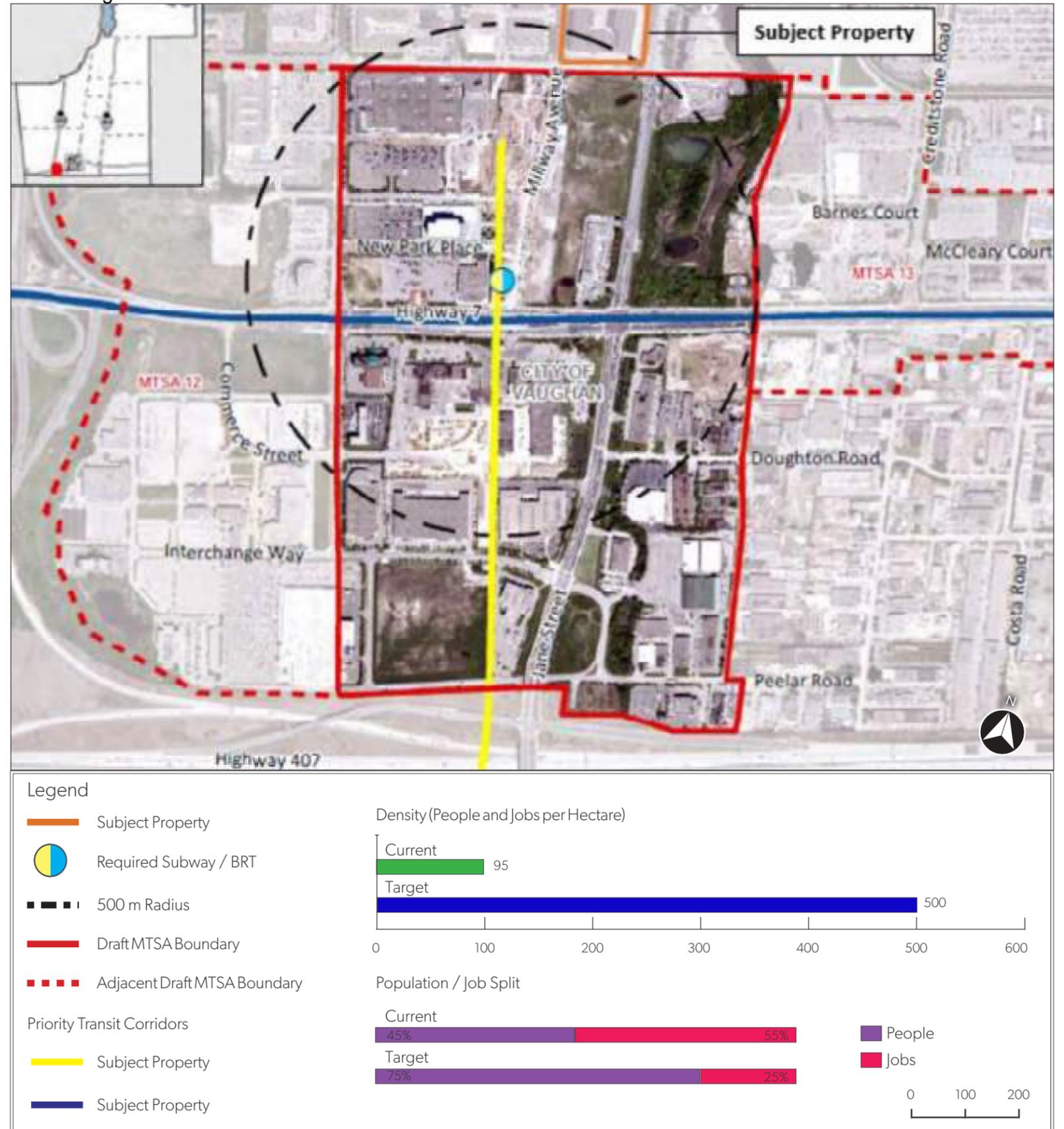


Figure 3: Vaughan Metropolitan Centre Subway Station. Referenced from Letter Submitted to the Region of York dated November 22, 2019 prepared by John Zipay and Associates.

# MAJOR TRANSIT STATION AREAS (MTSA)

The Growth Plan for the Greater Golden Horseshoe, 2019 (the Growth Plan) generally defines Major Transit Station Areas (MTSA) as “the area including and around any existing or planned higher order transit station or stop within a settlement area; or the area including and around a major bus depot in an urban core. Major transit station areas generally are defined as the area within an approximate 500 to 800 metre radius of a [higher order] transit station, representing about a 10-minute walk.”

The subject property is located just approximately 457 metres from the VMC subway station, which falls within the definition of a higher order transit stop. Additionally, the property is also within approximately 156 metres of the SmartCentres Place Bus Terminal, which is a 9-bay YRT bus terminal within the VMC, also falling within the definition of a higher order transit station. Figure 4 demonstrates the approximate 500 and 800 metre radii from the subway station and the bus terminal taken from the closest station entrances, which are consistent with the Growth Plan’s definition of MTSA. This locational context of the subject property supports greater density and intensification.

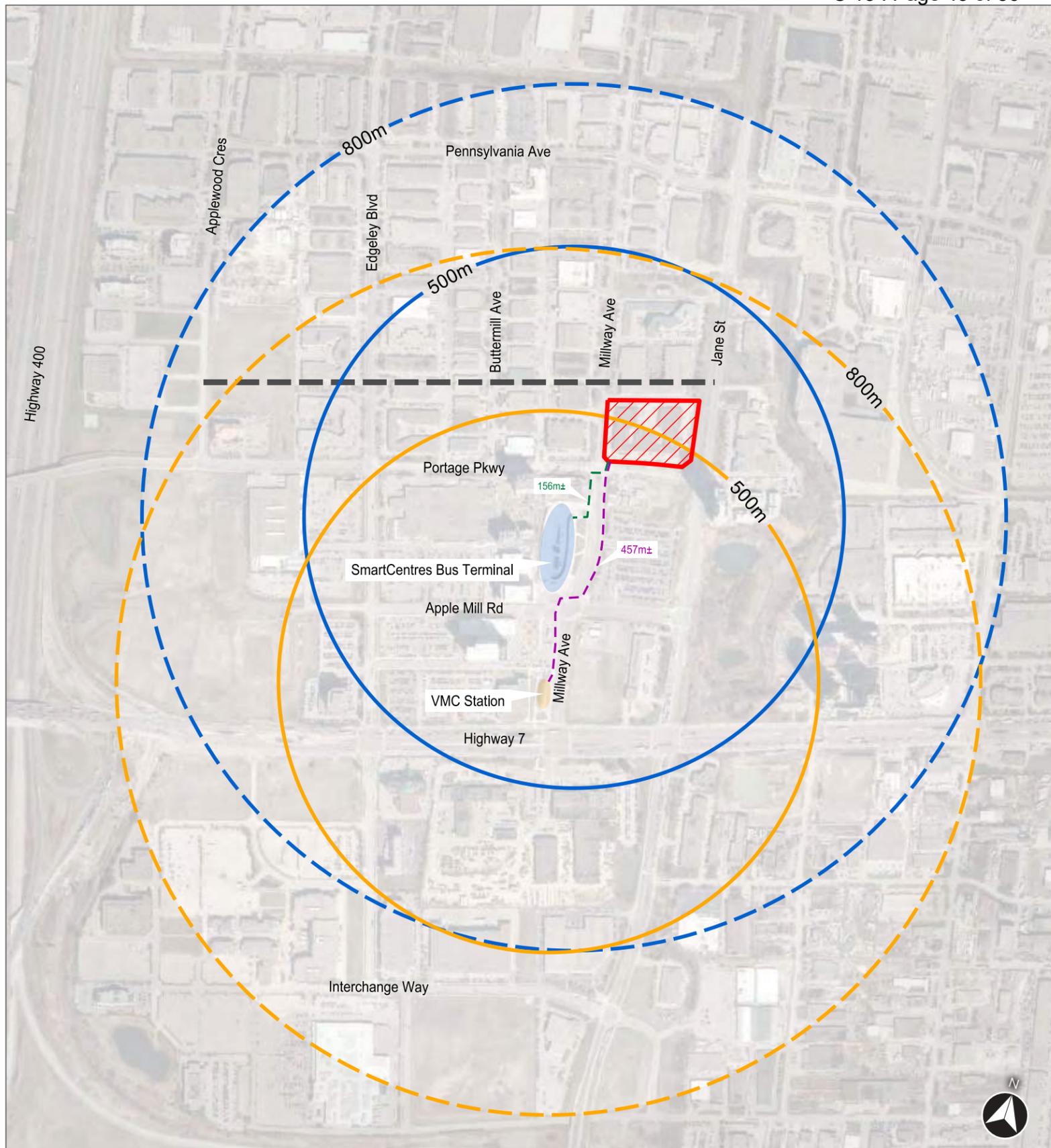


Figure 4: Vicinity of the context and surrounding site

# SITE AND SURROUNDING CONTEXT

## Abuts the northern boundary of the Vaughan Metropolitan Centre (VMC)

The VMC is Vaughan's new downtown offering a vibrant mix and range of uses in a compact and high density context. This area is experiencing rapid change and observing the development of high-rise buildings, new streets, pedestrian pathways and open spaces. The property south of Portage Parkway opposite the subject property is within the VMC and currently under construction for the development of three mixed-use high-rise buildings ranging in height from 36 to 50 storeys. Similar developments are already constructed or under construction within the VMC that are changing the skyline of the City. For example, the property at the opposite south east corner of the intersection is currently under construction for a 35 storey residential building (The Met).

## Gateway Location

The subject property is located at a prominent gateway location at the intersection of Jane Street and Portage Parkway. This location offers entrance to the VMC from Jane Street at the east, which is identified as an Intensification Corridor and a Regional Rapid Transit Corridor, that is planned to connect Vaughan Mills to the VMC.

## Abuts the northern boundary of the Draft MTSA 1 for the Vaughan Metropolitan Subway Station

The subject property abuts the northern boundary of the proposed draft MTSA 1 for the Vaughan Metropolitan Subway Station. The draft area of the proposed MTSA is bounded by Millway Avenue to the north, Maplecrete Road to the east, Highway 407 to the south and Edgeley Boulevard to the west (refer to Figure 3).

## Located within Walking Distances of the VMC Subway Station and the Smart Centre Bus Terminal

Two major transit facilities are located within short walking distances of the subject property. The VMC Subway Station is 457 ± metres south of the subject property offering transit connection to downtown Toronto. The Smart Centres Bus Terminal is located north of the VMC Subway Station and is 156 ± metres walking distance of the subject property. Both transit facilities are directly linked to the subject property through the public pathway system.

## Multiple Street Frontage

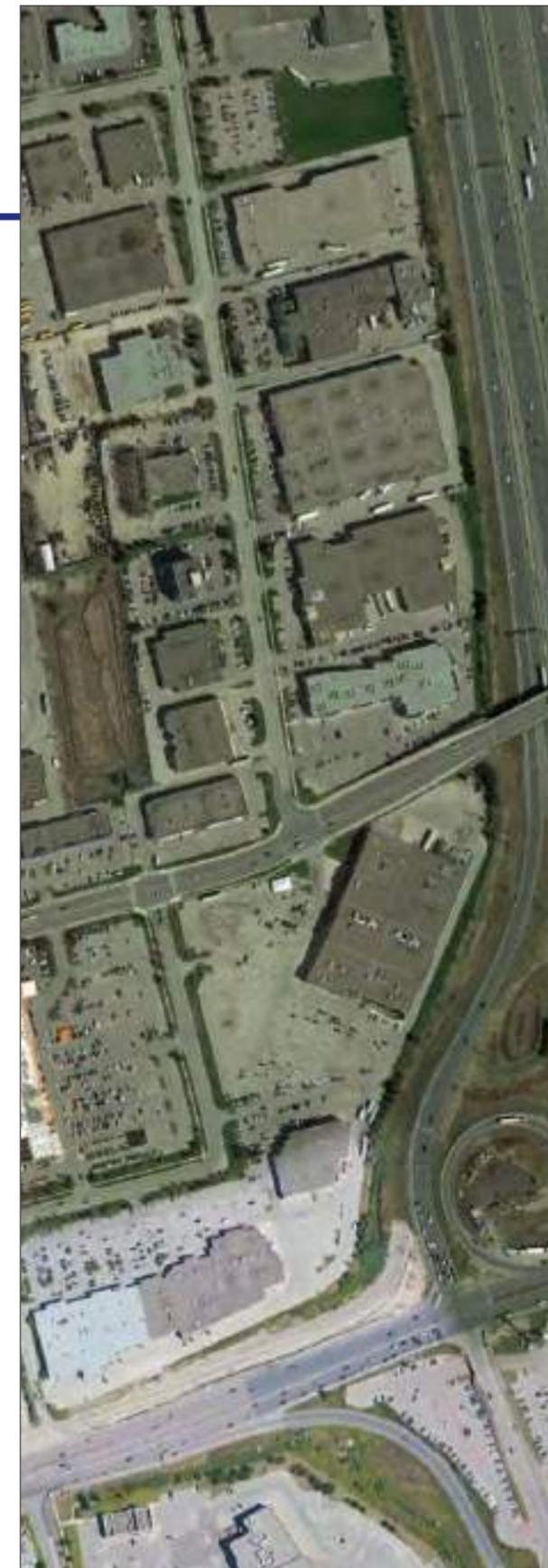
The subject property is fairly rectangular and has frontages along Jane Street to the east (125 metres), Portage Parkway to the south (160 metres), and Millway Avenue to the west (112 metres). Portage Parkway forms the northern limits of the VMC. The design approach is to utilize public street frontages in order to engage the public realm and contribute to street animation.

## Surrounding Employment Land Areas and Transitioning

The neighbouring land uses surrounding the north, east and west sides of the subject property are employment uses with a range of commercial/employment buildings. The general built form can be described as low-rise extended employment buildings. Therefore, one of the main design considerations is to provide appropriate transitions toward the surrounding employment lands. In this respect, the built form, its configuration, massing, siting, height, and scale should be designed in a compatible manner so that the development mediates between the high-rise high density buildings of the VMC and the low-rise built character of the surrounding employment areas.

It should be noted that a series of properties located on the north side of Portage Parkway, west of Jane Street and east of Applewood Crescent are owned by the Portage Landowner's Group. These properties are referred to 'Portage Lands' and are located west of the subject property. A formal request has been made by Malone Given Parsons (MGP) to the Region asserting that the Region's MCR process should consider the opportunities for the planning of a future transition buffer for the VMC and that the Portage Lands should be converted to permit non-employment uses to recognize their locational attributes as a transitional area from the VMC to the existing employment area to the north.

The proposed design approach of the subject property is generally consistent with the request of the Portage Landowner's Group. However, the strategic location of the subject property at a gateway location at the intersection of Jane Street and Portage Parkway, and along an Intensification Corridor and a Regional Rapid Transit Corridor (Jane Street), as well as its location within 457 metres of the VMC Subway Station and 156 metres of the Smart Centres Bus Terminal reinforces the need for adequate height, density and built form transition (refer to Figure 5).



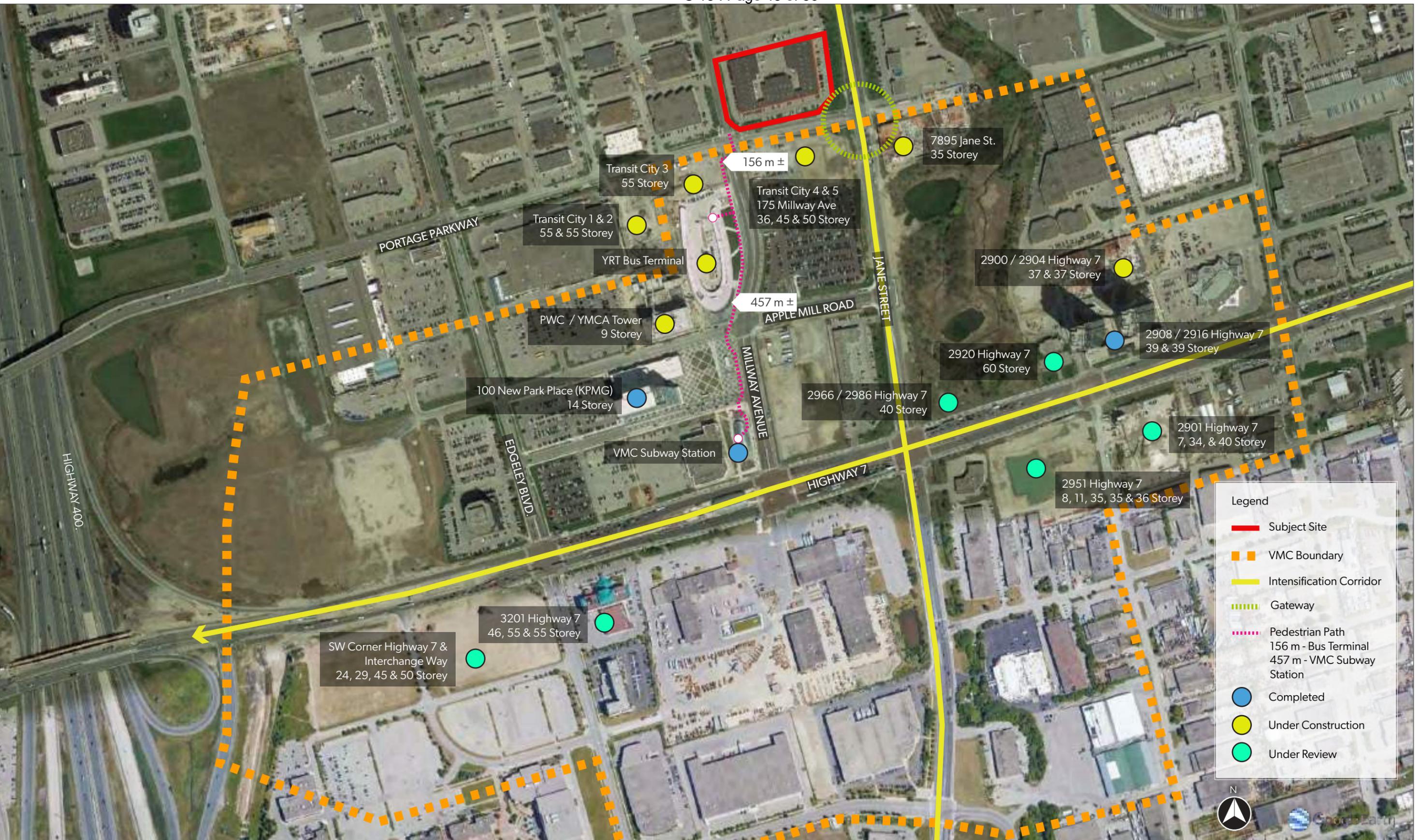


Figure 5: Aerial image with the surrounding development



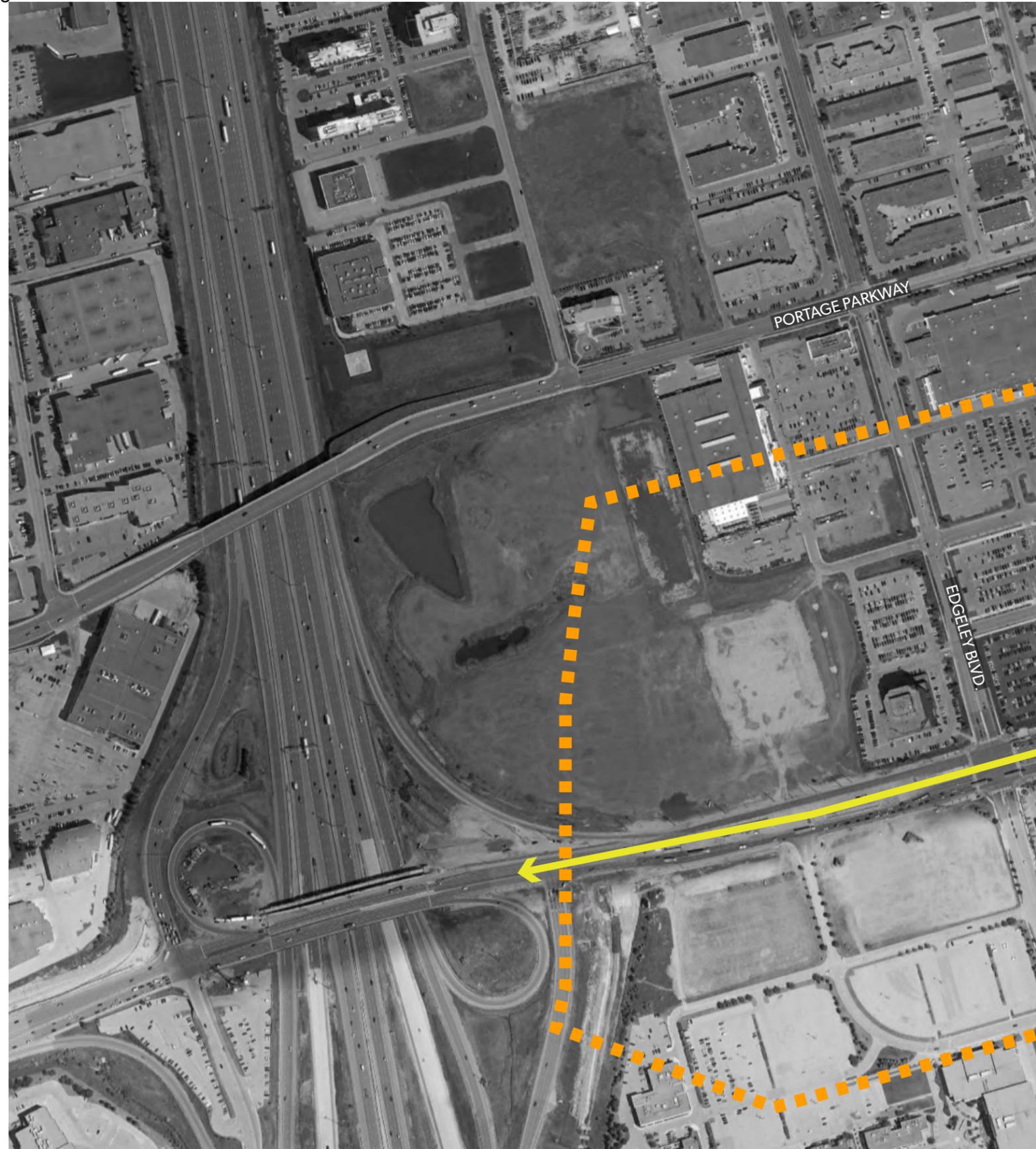
Figure 6: Transit City 4 & 5



Figure 7: The Met Condos



Figure 8: SmartCentre Bus Terminal



PORTAGE PARKWAY

EDGELEY BLVD.



Figure 9: Aerial image highlighting projects in the surrounding context



Figure 10: Transit City 1, 2, and 3



Figure 11: YMCA Tower



Figure 12: The Vaughan Metropolitan Centre Subway

# SECTION 3 CONCEPT

## DESIGN VISION

The design vision is to provide a high-density compact mixed-use development that builds on the locational context of major transit facilities, and create a complete community that will enable people to live, work and play in the same premises. The design envisions buildings that will provide transitions between the high density VMC to the low-density employment lands while accommodating existing employment uses of the site. The approach towards building design will be to signify the gateway location of the site and complement the compact and high-density built form character of the VMC. Please refer to Appendix A for further details regarding the concept for the subject property.



Figure 13: Transit City 4 & 5 Rendering

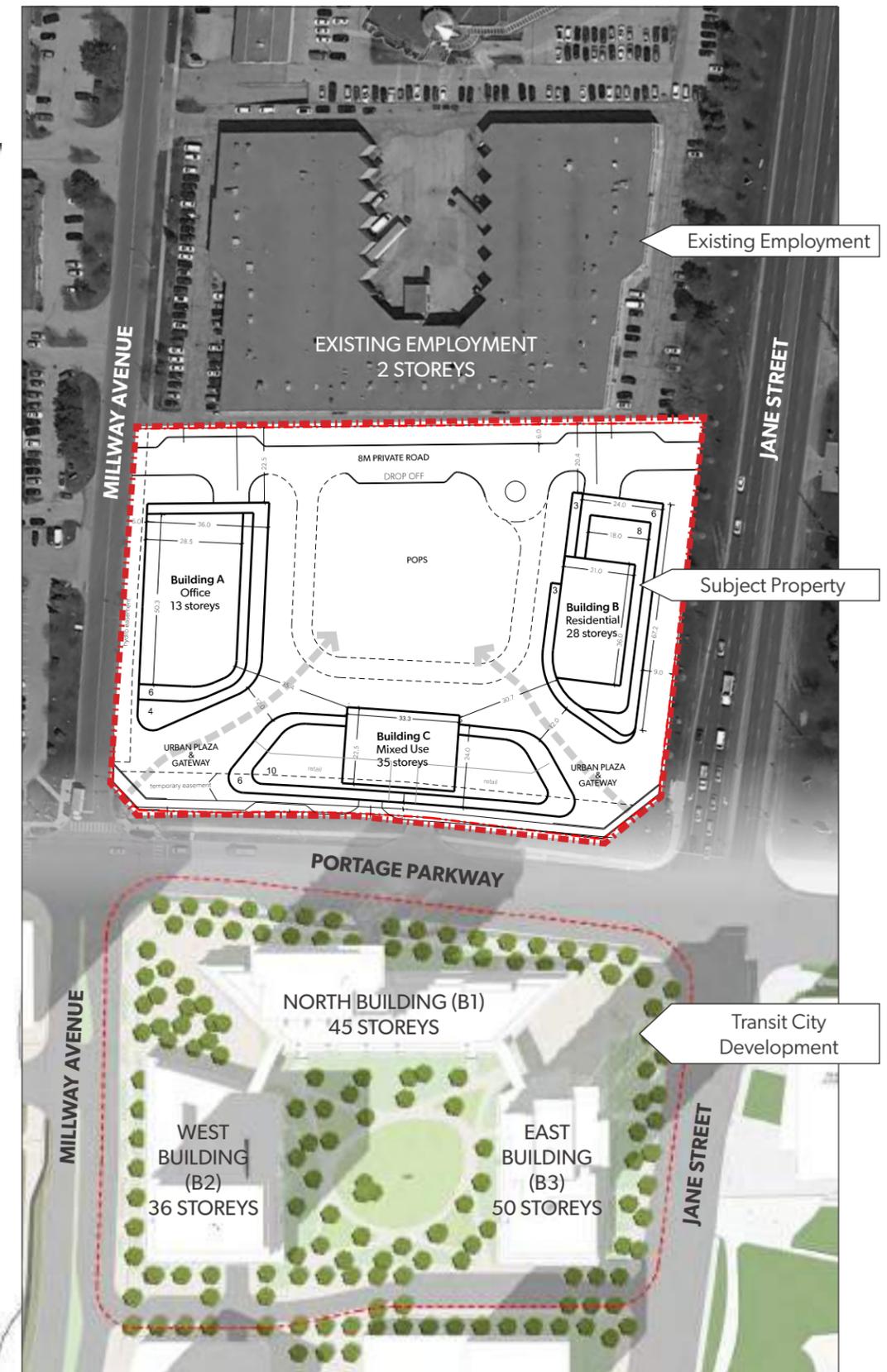
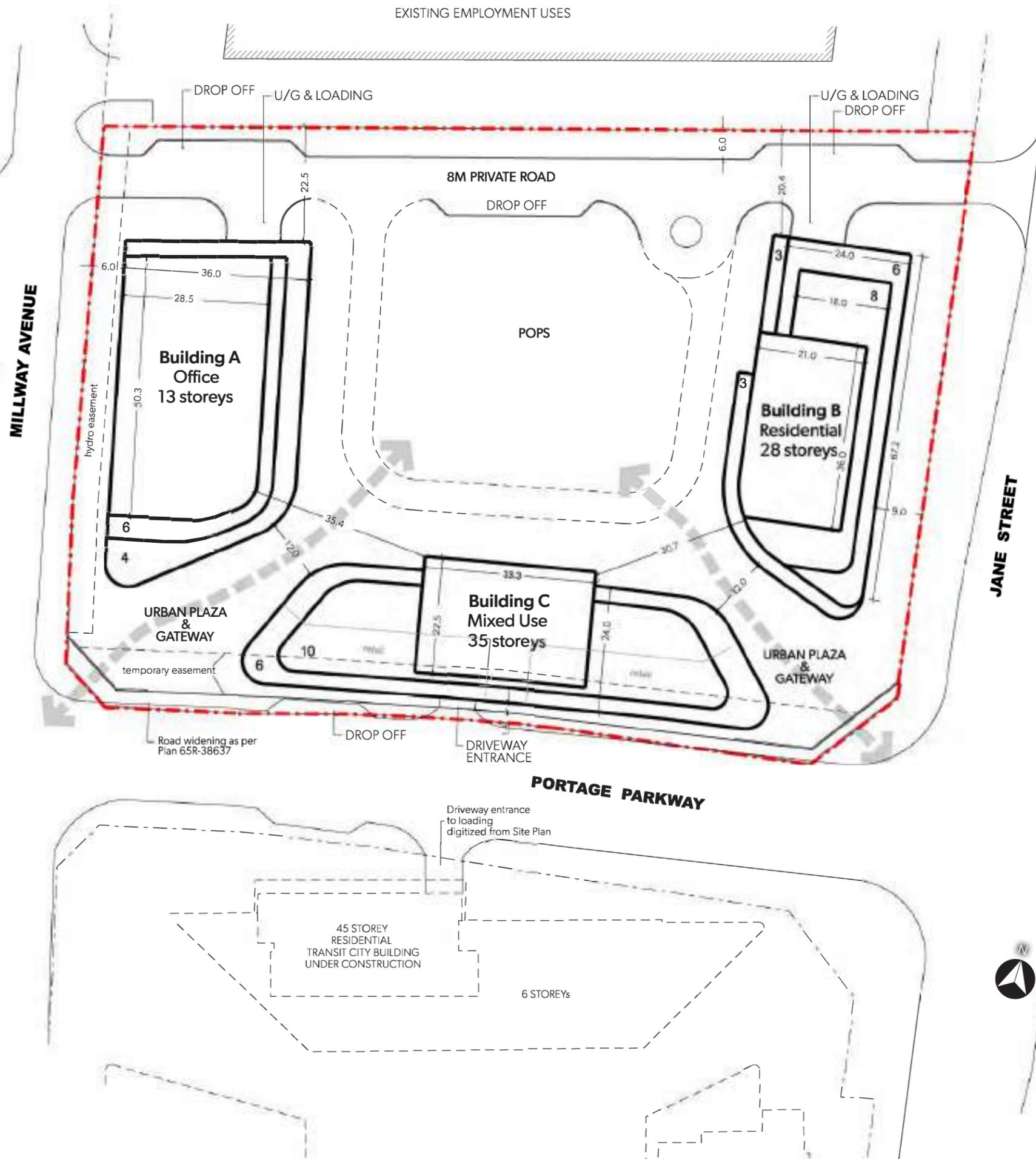


Figure 14: Concept drawing

Figure 15: Concept drawing with surrounding context and Transit City Condo Development

# DESIGN APPROACH

## Building Location and Configuration

Buildings will be located close to street edges in order to engage the public realm, provide street edge definition and contribute in animating the streetscapes. The base of the buildings will be extended along the street frontages for street animation and pedestrian activity.

## Central Open Space and Optimizing Landscaping

The central courtyard will form the heart of the development and will be defined by the surrounding proposed buildings. The courtyard, although private, will function as and be accessible to the public as a Privately Owned Publicly Accessible Open Space (POPS). This central courtyard will provide recreational facilities as well as landscaping opportunities, and contribute to the City's urban green network.

## Urban Plaza and Gateway

Due to the subject property's gateway location, the concept presented envisions an urban plaza as a gateway feature at both street facing corners. This design approach will signify the subject property's prominent location as well as allow for increased pedestrian mobility and, a permeable open space system. Urban plazas contribute in place making opportunities. The urban plazas mirror the gateway features of the Smart Centres Development at the south.

## Priority of Pedestrians

The design envisions to ensure a safe and attractive environment for pedestrians. Accordingly, traffic calming design strategies will be considered for the central courtyard. This design approach will maintain the pedestrian orientation of the courtyard while allowing vehicles in the courtyard only when required. Such as in the case of emergency vehicles or service vehicles.

PRECEDENT IMAGES



Central Plaza

Pedestrian Priority



36 Storeys



Landscape Buffering



Sculpture or Public Art



Plaza or Gateway



Figure 16: Concept rendering

### Building Height and Transition

High-rise buildings will provide adequate transitioning between the Smart Centres Development (Transit City 4 &5) south of Portage Parkway within the VMC, and low-density employment buildings located north of the subject property. The height of buildings will be adjusted to integrate and transition to the surrounding locational context. For example, the highest building will be located along Portage Parkway to signify the gateway location to the VMC and establish a compatible building height with the 45 storey tower of the Smart Centres Development currently under construction. This strategy will also keep the highest building the farthest away from the neighbouring low-rise employment lands to the north. The second highest building will be best situated along Jane Street that is an Intensification Corridor and a Rapid Transit Corridor. The lowest building will be located along Millway Avenue as this is the furthest away from the gateway (intersection of Jane Street and Portage Parkway) and also fronting onto existing low-rise employment lands, that could also be part of a larger transition area. Refer to Figure 18 for a conceptual cross section through the site and surrounding area illustrating the transition.

### Building Massing and Transition

The massing of the buildings will signify the gateway location of the subject property bordering with the VMC while providing transitions to the employment area at the north. The high-rise buildings will be massed to define a podium, middle portion and a top. A stepped massing approach will allow the buildings to gradually integrate with the low-rise employment buildings. The slender tower forms will be spaced apart ensuring enough daylight and privacy between the towers as well as maintaining skyview.

### Setbacks and Transition

Buildings will be setback significantly from the neighbouring employment lands to the north to provide appropriate separation distances. This setback area will be utilized for vehicular access, access to services and loading, drop-off areas and vehicular turning facilities as well as bordering landscaping.



Figure 17: Photograph illustrating the existing difference in the scale of development, between the VMC and the Subject Site

**Location of Vehicle Laneway, Services, Ramps and Parking**

The location of vehicular access will be towards the rear of the site via a private laneway along the northern property line. This location will also help in establishing a transition from the residential facilities to the employment lands located to the north. Access will be provided from Millway Avenue and Jane Street, while maintaining the pedestrian oriented environment along Portage Parkway. Drop-off areas, vehicle turn around facilities, access to underground parking, loading and services etc. will be restrained towards the rear of buildings in order to reduce their impact from the public realm. The concept anticipates all parking to be accommodated in underground parking levels, maintaining surface areas for the central court and landscaping.

**Building Use Typology**

The building uses and location are also based on contextual considerations. The mixed-use building (Building C) is oriented towards and closer to the VMC offering a mix of retail, commercial and residential uses similar to those within the VMC and in the Smart Centres Development across the subject property. The residential building (Building B) is sited along Jane Street. Jane Street is an Intensification Corridor and Regional Rapid Transit Corridor that supports intensification. Building A, the office building, is located along Millway Avenue providing transitions to the employment areas across Millway Avenue.

**Grade Related Uses and engage the public and semi-private realms**

To establish a finer grain of urban fabric, the development concept includes residential maisonettes at the base of Building B. The maisonettes are oriented towards the central court, that will stimulate pedestrian activity and animate the central green space. Non-residential uses are anticipated for the ground level of Buildings A and C. In particular retail/commercial uses that engage the public realm will provide street animation leading to a vibrant environment.

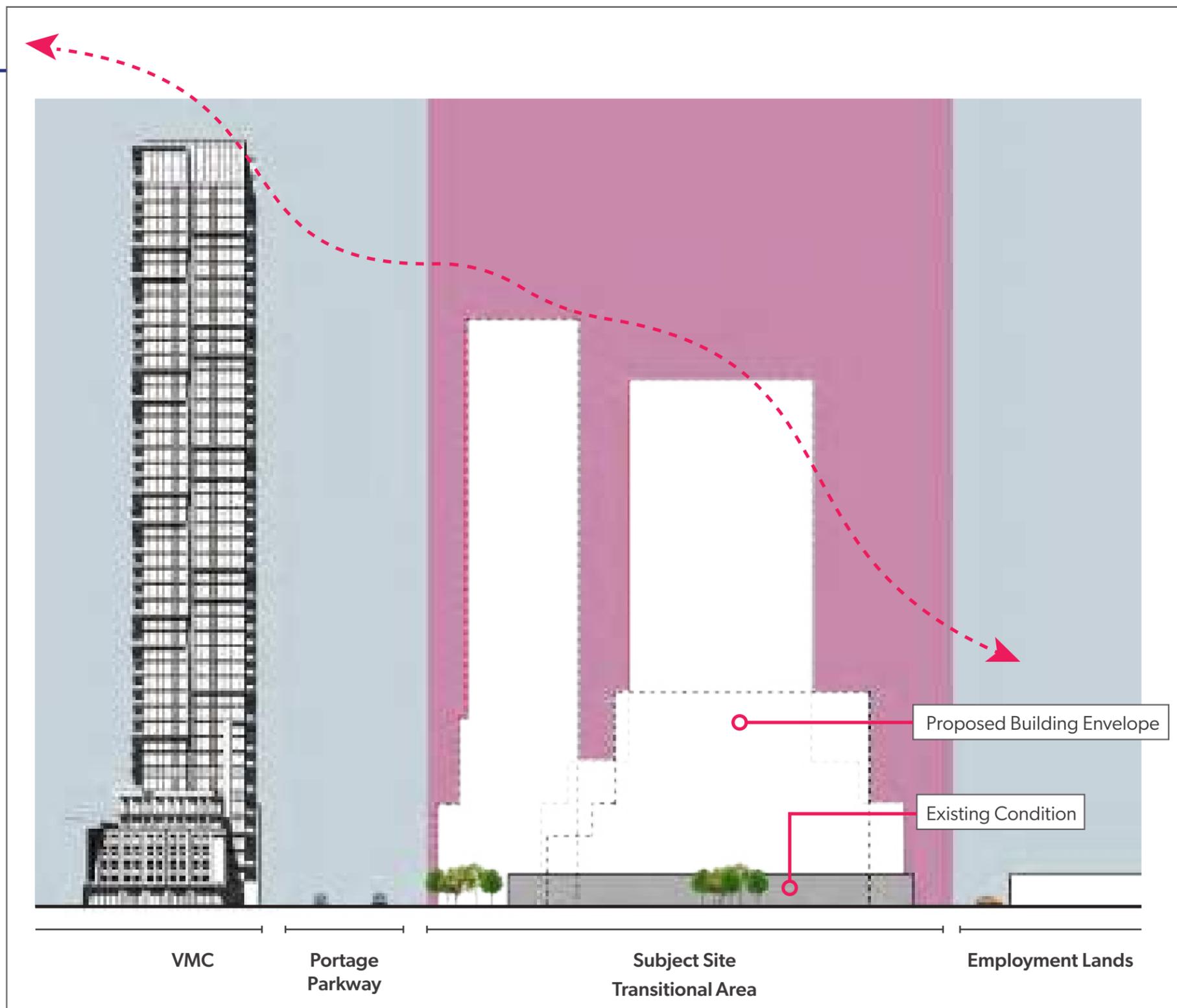


Figure 18: Section of the site illustrating the relationship with surrounding context

# SECTION 4 MOVING FORWARD

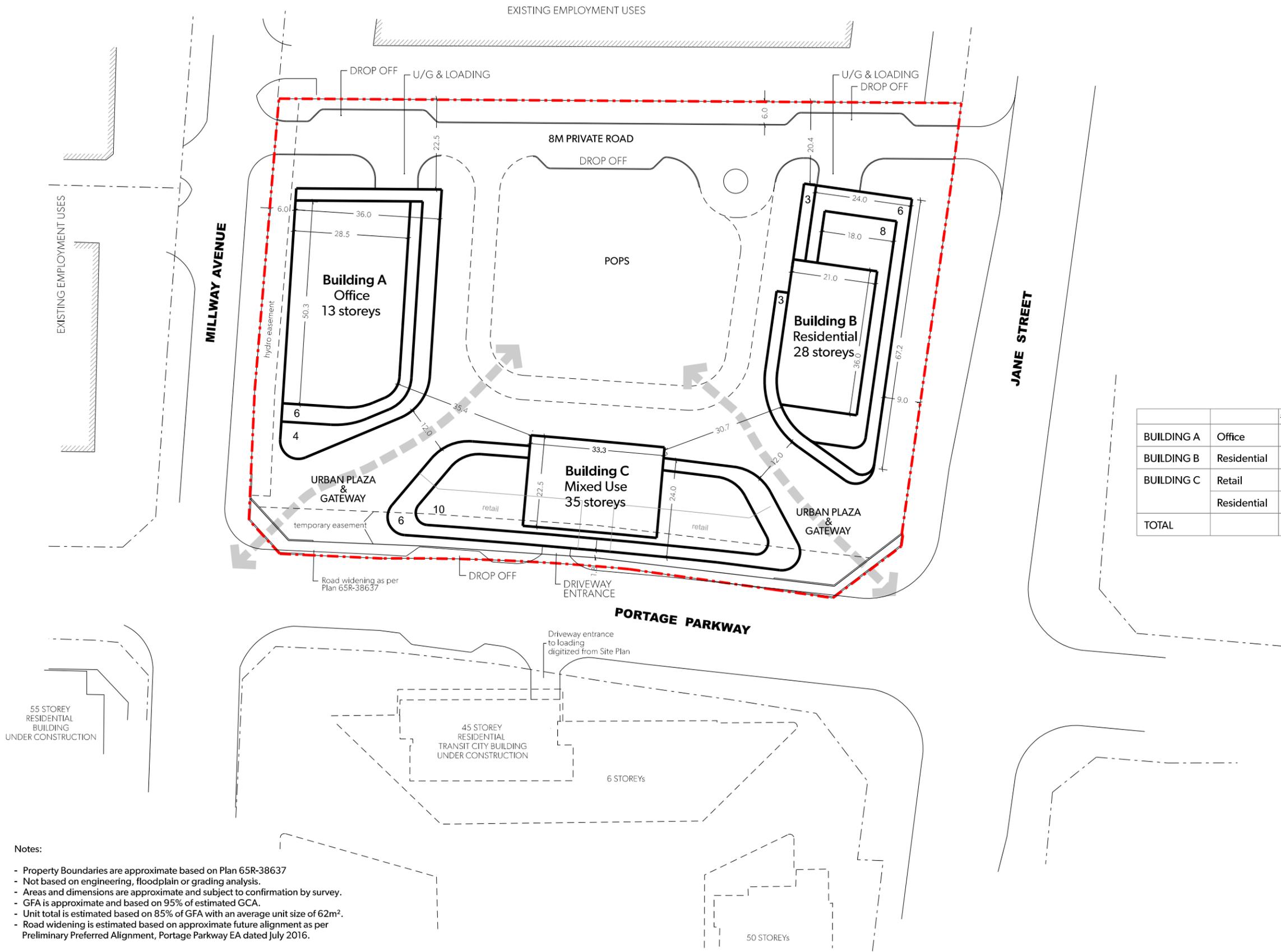
## NEXT STEPS

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- Pre-Application Consultation (PAC) Meeting with the City of Vaughan and other external agencies
- Design Review Panel
- Application Submission

# APPENDIX A

**DRAFT**  
FOR DISCUSSION  
PURPOSES ONLY



**DEVELOPMENT STATISTICS:**

Gross Site Area:	19,156 m <sup>2</sup>
Road Widening:	446 m <sup>2</sup>
Net Site Area:	18,710 m <sup>2</sup>
Building Footprint:	6,412 m <sup>2</sup>
Coverage (based on gross site area):	33.5 %
FSI (based on gross site area):	4.44
<b>Required Parking*:</b>	<b>1,060 spaces</b>
Retail @ 0 spaces/100m2	0 spaces
Office @ 2 spaces/100m2	422 spaces
Residential @ 0.6sp/unit	510 spaces
0.15sp/u visitor	127.5 spaces
* City of Vaughan Second Draft Zoning By-law	
<b>Parking Provided:</b>	<b>932 spaces</b>
Underground (2 levels) estimated	
- assumes visitor spaces are shared with office	

		# Storeys	GCA (m <sup>2</sup> )	GCA (ft <sup>2</sup> )	GFA (m <sup>2</sup> )	GFA (ft <sup>2</sup> )	RES. UNITS
BUILDING A	Office	13	22,193	238,883	21,083	226,936	
BUILDING B	Residential	28	28,104	302,509	26,699	287,386	353
BUILDING C	Retail		1129	12,152	1,073	11,550	
	Residential	35	38,170	410,858	36,262	390,321	497
<b>TOTAL</b>			<b>89,596</b>	<b>964,403</b>	<b>85,117</b>	<b>916,192</b>	<b>850</b>

**DEVELOPMENT CONCEPT**

201 MILLWAY AVENUE  
LOT 94 AND  
PART OF LOTS 92 AND 93  
REGISTERED PLAN 3541  
CITY OF VAUGHAN  
REGIONAL MUNICIPALITY OF YORK



DRAWN / REVISED	SCALE 1:1000
13 FEB 2020 add driveway entrance	0 10 20m
6 FEB 2020 add road widenings	
4 FEB 2020 revised	
3 FEB 2020 First Draft	

File Number: 5275  
 Drawn By: SB  
 Planner: PW/SP/JZ  
 CAD: 5275/concepts/C3.dgn



- Notes:**
- Property Boundaries are approximate based on Plan 65R-38637
  - Not based on engineering, floodplain or grading analysis.
  - Areas and dimensions are approximate and subject to confirmation by survey.
  - GFA is approximate and based on 95% of estimated GCA.
  - Unit total is estimated based on 85% of GFA with an average unit size of 62m<sup>2</sup>.
  - Road widening is estimated based on approximate future alignment as per Preliminary Preferred Alignment, Portage Parkway EA dated July 2016.



WESTON  
CONSULTING  
planning + urban design