

Committee of the Whole (Public Hearing) Report

DATE: Tuesday, September 15, 2020

WARD: 4

**TITLE: OFFICIAL PLAN AMENDMENT FILE OP.20.005 AND
ZONING BY-LAW AMENDMENT FILE Z.20.013
DOUGHTON RESIDENCES CORP.
216 AND 220 DOUGHTON ROAD
VICINITY OF DOUGHTON ROAD AND JANE STREET**

FROM:

Nick Spensieri, Deputy City Manager, Infrastructure Development

ACTION: FOR INFORMATION

Purpose

To receive comments from the public and the Committee of the Whole on Official Plan Amendment and Zoning By-law Amendment Files OP.20.005 and Z.20.013 to permit a high-rise residential development consisting of 1,115 residential units within 2, 47 and 49-storey residential towers (Towers A and B), on a shared 4-storey podium comprised of amenity areas and residential units, and 4-levels of underground parking extending beneath a proposed private driveway accessed from Doughton Road.

Report Highlights

- To receive input from the public and Committee of the Whole on Official Plan Amendment and Zoning By-law Amendment applications to permit a high-rise residential development consisting of 1,115 residential units within 2, 47 and 49-storey towers (Towers A and B) on a shared 4-storey podium comprised of amenity areas residential units and with 4-levels of underground parking
- Official Plan and Zoning By-law Amendment applications are required to permit the proposed development to facilitate the proposed increases to the maximum building height, maximum Floor Space Index FSI permissions and to permit a private road in lieu of a local street
- The Subject Lands are located within the Humber River Floodplain and Black Creek Renewal Environmental Assessment Area as identified by the Toronto and Region Conservation Authority
- A technical report to be prepared by the VMC Program, Planning and Growth Management Portfolio, will be considered at a future Committee of the Whole meeting

Recommendations

1. THAT the Public Hearing report for Official Plan Amendment and Zoning By-law Amendment Files OP.20.005 and Z.20.013 (Doughton Residences Corp.) BE RECEIVED; and, that any issues identified be addressed by the VMC Program, Planning and Growth Management Portfolio, in a comprehensive report to the Committee of the Whole.

Background

The subject lands (the 'Subject Lands') are located in the Vaughan Metropolitan Centre ('VMC') north of Doughton Road and east of Jane Street and are municipally known as 216 and 220 Doughton Road, as shown on Attachment 1. The Subject Lands are currently developed with two existing employment buildings. The surrounding uses are shown on Attachment 1.

The proposed residential redevelopment of the Subject Lands consists of the following:

- Two (2) residential towers, with maximum building heights of 49-storeys (Tower A) and 47-storeys (Tower B)
- A total of 1,115 residential units
- A primarily 4-storey podium consisting of residential units and amenity areas
- A total residential gross floor area ('GFA') of 85,409.9 m²
- A combined total of indoor and outdoor amenity area GFA 4,448.37 m²
- A density Floor Space Index ('FSI') of 11.4 times the area of the lot

- Four (4) levels of underground parking with 668 parking spaces, extending beneath a proposed private driveway that is proposed to replace the planned north-south local road
- A total of 585 long-term and 115 short-term bicycle parking spaces
- One access to underground parking, loading and servicing from Doughton Road along the westerly property line and one access to a private driveway along the easterly property line

Official Plan Amendment and Zoning By-law Amendment Applications have been submitted to permit the Development

The Owner has submitted the following applications (the ‘Applications’) for the Subject Lands as shown on Attachments 1 and 2. This residential development consists of 2, 47 and 49-storey residential apartment buildings (Towers A and B) on a shared 4-storey podium comprising of ground floor amenity areas and residential uses served by 4 levels of underground parking for a total of 1,151 residential units (the ‘Development’) as shown on Attachments 2 to 5. The following Applications are proposed:

1. Official Plan Amendment File OP.20.005 to amend the Vaughan Official Plan 2010 (“VOP 2010”) and Volume 2 of VOP 2020, specifically, the Vaughan Metropolitan Centre Secondary Plan (the “VMCSP”):
 - a. Policy 8.7.12 and Schedule I – to increase the maximum building height from 25-storeys and 30-storeys to 47 and 49-storeys for the respective easterly and westerly portions as delineated by Schedule I.
 - b. Schedule I – to increase the maximum density from 4.5 FSI and 5 FSI to 11.4 FSI
 - c. Policy 8.7.18 – to increase the maximum floor plate size for the two, 47 and 49-storey residential towers from 750 m² to 800 m²
 - d. Amend Schedules A to K of the VMCSP to illustrate the proposed realignment of a north-south private street.
2. Zoning By-law Amendment File Z.20.013 to amend By-law 1-88 to rezone the Subject Lands from the “EM1 Prestige Employment Area Zone” to “C9 Corporate Centre Zone” to permit the residential uses in the manner shown on Attachment 2, and to permit site-specific development standards identified in Table 1 of this report.

A future Draft Plan of Subdivision and Site Development Application is required to implement the Development. On April 18, 2019, a Pre-Application Consultation (PAC) File PAC.19.023 was held to identify submission requirements for the Applicant's proposal.

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

- a) Date of Notice of Public Hearing was circulated: August 21, 2020.

The Notice of Public Hearing was also posted on the City's website at www.vaughan.ca and a Notice Sign was installed (along the property frontage on Doughton Road), in accordance with the City's Notice Signs Procedures.

- b) Circulation Area: To all property owners within 150 m of the Subject Lands.

Any written comments received will be forwarded to the Office of the City Clerk to be distributed to the Committee of the Whole as a Communication. All written comments that are received will be reviewed by the VMC Program, Planning and Growth Management Portfolio as input in the application review process and will be addressed in a technical report to be considered at a future Committee of the Whole meeting.

Previous Reports/Authority

Not applicable.

Analysis and Options

Amendments to Volume 2 of VOP 2010, the Vaughan Metropolitan Center Secondary Plan, are required to permit the Development

Schedules F and J of the VMCSPP identify the Subject Lands within the "Neighbourhood Precinct" land use precinct, and within an existing floodplain, which is subject to the Natural Heritage policies of 5.6.4 to 5.6.10. In accordance with Policy 5.6.6, the underlying land-use designations of "Neighbourhood Precinct", identified on Schedule F, is not currently in effect and will not come into force until conditions of Policy 5.6.6.a. to 5.6.6.c. and 5.6.8 are met to the satisfaction of the City, TRCA and the Province. These conditions include, but are not limited to, remedial flood protection works, and requirements for floodplain analysis and mapping. Therefore, the "Neighbourhood Precinct" land-use designation will only come into force upon these conditions being satisfied. Policy 5.6.7 of the VMCSPP indicates that prior to the conditions of Policy 5.6.6 being satisfied, only existing uses as of the date of approval of this Plan will be

permitted, along with any remedial works of the Black Creek. Once the “Neighbourhood Precinct” designation is in force, the “Neighbourhood Precinct” designation will permit primarily residential uses, complemented by community amenities such as schools, parks, community centres and daycare facilities, as required, and retail and service commercial uses. This designation permits a mix of high-rise, mid-rise, low-rise buildings where a mix of apartment and townhouse buildings is encouraged. The Development includes residential uses which conforms to the VMCSPP.

The VMCSPP permits a building height ranging from a 5-storey minimum to 25-storey maximum and density ranging from 2.5 FSI to 4.5 FSI for the easterly portion of the Subject Lands. A building height ranging from a 5-storey minimum to a 30-storey maximum and density ranging from 2.5 FSI to 5 FSI applies for the westerly portion of the Subject Lands. These height and density parameters are defined by Schedule I of the VMCSPP which identifies the north-south public street traversing through the Subject Lands. An Official Plan Amendment will be required to permit maximum building heights of 47 and 49-storeys, and to permit a maximum FSI of 11.4 times the area of the lot.

Policy 8.7.18 of the VMCSPP permits a maximum residential tower floorplate of 750 m²; whereas a maximum of 800 m² is proposed. The Development represents a 11.4 FSI, with a maximum building height of 47 and 49-storeys, which does not conform to the “Neighbourhood Precinct” designation and the policies of the VMCSPP and requires an amendment to this Plan. Permissions for increased building height and density will be considered and secured through a Section 37 Density and Bonusing Agreement with the City, if supported as good planning.

Schedule C – Street Network of the VMCSPP identifies a 20 to 22 m wide local street bisecting north-south of the Subject Lands. In addition, there is a 15-17 m wide mews identified to the north of the Subject Lands, which was partially secured through the approved project north of the Subject Lands (Draft Plan of Subdivision 19T-13V006) but requires a portion of the Subject Lands to complete. The Development proposes to realign the north-south street, while changing the tenure of the street to a private street. A review of the appropriateness of the proposed change in road tenure will be considered in consultation with the Transportation Division of the VMC Program.

Schedule J – Floodplain and Environmental Open Spaces and Policy 5.6.4 to 5.6.10 identify the Subject Lands as being partially located within the Humber River Floodplain. Policy 5.6.8 indicates that phased development or site alterations may only be permitted subject to conditions of TRCA being satisfied. The TRCA confirms that the Subject Lands are within a regulatory floodplain area within a flood hazard. A floodplain analysis has been requested by the TRCA to assess the potential for any potential floodplain

modifications or consideration of any flood remediation works in order to ensure appropriate floodplain management.

Amendments to By-law 1-88 are required to permit the Development

The Subject Lands are zoned “EM1 Prestige Employment Area” by By-law 1-88, which does not permit any residential uses. The Owner proposes to amend By-law 1-88 by rezoning the Subject Lands from the “EM1 Prestige Employment Area Zone” to the “C9 Corporate Centre Zone” to permit the residential uses, together with site-specific zoning exceptions to permit the Development as shown on Attachments 2 to 5:

Table 1:

	By-law 1-88 Standards	C9 Corporate Centre Zone Requirements	Proposed Exceptions and rezoning to the C9 Corporate Centre Zone
a.	Gross Floor Area Definition	Means the aggregate of the floor areas of all storeys of a building, measured to the exterior of the outside walls, but not including the areas of any cellar, or car parking area above or below grade within the building or within a separate structure.	Means the aggregate of the floor areas of all storeys of a building, measured to the exterior of the outside walls, but not including the areas of any cellar, car parking area above or below grade, lockers, mechanical/electrical shafts, garbage chute, stair shafts, washrooms and amenity space required by the By-law within the building or within a separate structure.
b.	Minimum Residential Parking Requirements (Multiple Family Dwelling Apartment Dwelling)	1,055 total parking spaces 882 residential parking spaces 172 visitor parking spaces	0.59 spaces per unit 668 total parking spaces 571 visitor parking spaces 15 visitor parking spaces

	By-law 1-88 Standards	C9 Corporate Centre Zone Requirements	Proposed Exceptions and rezoning to the C9 Corporate Centre Zone
c.	Minimum Accessible Parking Requirements	14 residential parking space (7 Type A, 7 Type B) 5 visitor parking spaces (2 Type A, 3 Type B)	6 residential parking spaces (6 Type A, 0 Type B) 7 visitor parking spaces (3 Type A, 4 Type B)
d.	Minimum Bicycle Parking Width Requirements	1.75 m width	Vertical: 0.61 m width Horizontal: 0.61 m width Locker: 0.915 m width
e.	Minimum Driveway Width	7.5 m	6 m
f.	Minimum Setbacks (Below Finished Grade)	Front Lot Line: 1.8 m	Front Lot Line: 0 m
g.	Minimum Landscape Width	3 m	0 m
h.	Permitted Encroachments	Projections are not permitted into the minimum landscape and front yard	To permit vertical architectural elements and canopies to project into the required landscaping and front yard.
i.	Maximum Building Height	25 m	Tower B: 145 m (47- storeys), exclusive of all

	By-law 1-88 Standards	C9 Corporate Centre Zone Requirements	Proposed Exceptions and rezoning to the C9 Corporate Centre Zone
			mechanical equipment and architectural features Tower B: 152 m (49-storeys), exclusive of all mechanical equipment and architectural features
j.	Maximum Length of a Building abutting a Street Line	80%	60.6% (abutting Doughton Road)
k.	Maximum Residential Density	67 m ² /unit	6.51 m ² /unit (based on the Lot Area of 7,439.69 m ²)

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

	MATTERS TO BE REVIEWED	COMMENT(S)
a.	Conformity with Provincial Policies, York Region Official Plan and City of Vaughan Official Plans	The Applications will be reviewed in consideration of all applicable statutory policies including the Provincial Policy Statement (2020) ("PPS"), A Place to Grow – the Growth Plan for the Greater Golden Horseshoe (2019) ("The Growth Plan"), and York Region and VOP 2010 policies.
b.	VMCSP	The Applications will be reviewed in consideration of the following policies contained in the VMCSP, including, but not limited to, the following: the identified vision and principles to create a new downtown area that is transit-oriented, walkable, accessible, diverse, vibrant, green and beautiful;

	MATTERS TO BE REVIEWED	COMMENT(S)
		- the objectives of establishing a distinct downtown containing a mix of uses, civic attractions and a critical mass of people; establishing complete neighbourhoods containing a variety of housing; establishing a hierarchical, fine-grain grid network of streets and pathways linked to the larger road system; developing a generous and remarkable open space system; optimizing existing and planned investments in rapid transit; and ensuring the Development exhibits a high quality of urbanity, materials and design; - the vision of buildings in the VMC, including ensuring the built form frames the streets and supports an engaging, comfortable and active public realm to bring vitality to the streets and contribute positively to the image of Vaughan's downtown; - the appropriateness of the proposed building heights (47 and 49-storeys) and density (FSI) of 11.4 times the area of the lot within the "Neighbourhood Precinct" in consideration of the surrounding context, and confirmation that there are no significant adverse impacts from proposed buildings on neighbouring planned uses or the public realm, including shadowing; - the existing and planned surrounding land uses, environmental sustainability, transition, built form, compatibility, site organization, pedestrian accessibility and traffic impacts; - Policies 8.7.1 to 8.7.25 regarding built form, including location, massing and design of buildings, building facades, quality of materials fronting streets and mews and the contribution to human-scaled street walls, attractive streetscapes, a varied skyline, an active pedestrian realm and environmental sustainability by adhering to the urban design criteria with particular attention to the proposed massing and building height, microclimate impact and built form articulation;

	MATTERS TO BE REVIEWED	COMMENT(S)
		• Policy 8.7.11 respecting maximum building height; • Policy 8.7.18 respecting the maximum tower floor plate size of 750 m²; • Policy 4.3.1 respecting the street network in considering the proposed private road tenure in lieu of a public street as shown on Schedule C; • Policy 5.6 respecting the lands within the Black Creek Renewal Area and Existing Floodplain as shown on Schedules F and J. • In addition, the following matters are to be reviewed: ○ Redevelopment of the Subject Lands is subject to resolution of Policy 5.6 in relation to the Black Creek Renewal project and regional floodplain; ○ The proposal is not in conformity with the “Neighbourhood Precinct” designation, particularly with respect to built form, massing, height and density ○ The alignment of the north-south road in consideration of the functional road alignment design proposed by the adjacent landowner to the north and consideration of properties to the south The Owner will be required to work with the VMC Program and the TRCA to resolve these matters above prior to consideration before Committee of the Whole.
c.	Section 37 of the <i>Planning Act</i> Bonusing and Density	• Pursuant to Section 37 of the <i>Planning Act</i>, the policies of VOP 2010 and the VMCSPP, the City of Vaughan Guidelines for the Implementation of Section 37 of the <i>Planning Act</i>, provision of community benefits are proposed in return for increase in building heights and density in excess of VOP 2010 permissions. The request for additional height and density, will be reviewed in consideration of the following criteria:

	MATTERS TO BE REVIEWED	COMMENT(S)
		i) The appropriateness of the proposed increased building heights and density within the “Neighbourhood Precinct” in consideration of the policies in Sections 10.1.2.9 of VOP 2010 and 8.1.23 of the VMCSPP related to Bonusing and Density. Should the proposed increase in building height and density be determined to meet the criteria of the Official Plan, the proposed community benefits must be identified to the satisfaction of the City; ii) Should the Development be approved, the Owner will be required to provide community benefits in the form of facilities or services to the satisfaction of the City. The benefits must bear a reasonable planning relationship to the proposed increase in building height and density. The Development must represent good planning and be consistent with the objectives of VOP 2010 and the VMCSPP, and there must be adequate community infrastructure to support the increase in building heights and density. The provision of affordable housing in the form of land, residential units or cash contribution to be transferred to York Region (Housing York Inc.) or to a non-profit housing provider, free of cost (including maintenance and condominium fee, if applicable) will be considered as described below; and iii) The identified community benefits must be reflected in the implementing site-specific Zoning by-law, to the satisfaction of Vaughan Council, and subject to a separate Section 37 Agreement that will be registered on-title, should the Development be approved. iv) Bill 197 Economic Recovery Act 2020 received royal assent from the Province of Ontario which made amendments to Section 37 and 37.1 of the <i>Planning Act</i>, specifically in relation to community benefit charges. It is noted that the community benefits charges as identified in the <i>More Homes More Choice Act, 2019 and Plan to Build Ontario</i>

	MATTERS TO BE REVIEWED	COMMENT(S)
		<i>Together 2019</i> , are not in force. The Development will be reviewed in consideration of the re-enacted Section 37 and the applicability of the community benefits charges in relation to any proposed increases to height and density.
d.	Affordable Housing	• The Applications will be reviewed in consideration of the affordable housing policies contained in VOP 2010 including but not limited to the following: - Policy 7.5.1.1 that encourages and supports the provision of a full range of housing options, including ownership and rental housing, social housing, housing for seniors, supportive housing, emergency shelters for women and families, accessible housing that meets the needs of people with disabilities and other types of housing that meets the needs of Vaughan's diverse population; - Policy 7.5.1.2 that requires the implementation of York Region's affordable housing policies in the following context: • Requiring 25% of all new housing units in Vaughan to be affordable and that a portion of these units should be accessible for people with disabilities; and • Requiring a minimum of 35% of new residential units in key development areas to be affordable housing units. Furthermore, Policy 8.1.3 of the VM CSP identifies that affordable housing shall comprise a range of compact housing forms and tenures and include intrinsically affordable units for low and moderate-income households; - Policy 7.5.1.3 requires all significant developments include a residential component that demonstrates the contribution to meeting the City's housing objectives through the preparation

	MATTERS TO BE REVIEWED	COMMENT(S)
		of a housing options statement, required for all Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications that describe the following: • The total distribution of housing types • Tenure types and distribution • The range of unit sizes, both in terms of floor area and number of bedrooms • Special residential components, such as social or senior housing • The proposed unit type and anticipated unit/sale price at the time of preparing the housing options statement The Owner has provided a housing summary within their Planning Justification Report, which is under review by the City. Should additional information be required, the Owner will be required to provide an updated housing statement to the satisfaction of the City, prior to consideration of a Technical Report by the Committee of the Whole.
e.	Guidelines and other Area Plans	• The Development will be reviewed in consideration of the City-Wide Public Art Program, the City-Wide Urban Design Guidelines, the VMC Culture and Public Art Framework, the VMC Urban Design Guidelines, the VMC Streetscape and Open Space Plan, the VMC Transportation Plan, the Black Creek Storm Water Optimization Study Master Plan Class Environmental Assessment (EA), Black Creek Renewal Project, and the VMC Parking Strategy.
f.	Vaughan Design Review Panel	• The Development will be reviewed in consideration of the recommendations provided by the City of Vaughan Design Review Panel ("DRP")
g.	NavCanada and Bombardier Review	• The Subject Lands are located within regulatory flight paths under the jurisdiction of NavCanada and Bombardier Aerospace. The Owner will be required to satisfy all conditions of NavCanada and Bombardier

	MATTERS TO BE REVIEWED	COMMENT(S)
h.	External Agencies	The Subject Lands are within the review areas of York Region, and the Toronto and Region Conservation Authority. The Applications have been circulated to these agencies for review. The Owner will be required to address the comments from the external agencies
i.	Studies and Reports	- The Owner has submitted the following studies and reports in support of the Applications, which must be approved to the satisfaction of the City and/or respective public approval authority: - Arborist Report - Functional Servicing and Stormwater Management Report - Noise Impact Study - Phase One and Two Environmental Site Assessments - Planning Justification Report - Pedestrian Level Wind Study - Sun Shadow Study - Sustainability Performance Metrics - Transportation Study - Traffic Impact Study Additional studies and/or reports may be required as part of the Application review process
j.	Servicing	Servicing allocation must be identified and assigned to the Development, if approved. Should servicing capacity not be available, the Holding Symbol "(H)" may be applied to the Subject Lands. Removal of the Holding Symbol "(H)" will be conditional on servicing capacity being allocated to the lands
k.	Draft Plan of Subdivision	As identified in the Pre-Application Consultation (PAC.19.023) on April 18, 2019, a Draft Plan of Subdivision is required for the creation of a public road allowance (20 to 22 m wide north-south local street) and the extension of municipal services (including upgrades required on Doughton Road and low impact development (LID) infrastructure on a local street) required to facilitate the Development. In accordance with Policy 4.3.5, and 10.3 new streets identified on Schedule C – Street

	MATTERS TO BE REVIEWED	COMMENT(S)
		Network of the VMCSPP shall be conveyed to the municipality as a condition of approval of a Draft Plan of Subdivision. New development within the VMC that requires the conveyance of land for streets, should generally proceed by way of the subdivision approval process.
k.	Future Site Development Application	• In accordance with PAC.19.023, a Site Development Application will be required to permit the mixed-use development, as shown on Attachments 2 to 5, should the Applications be approved. The following matters, but not limited to, will be considered to ensure: appropriate building and site design, massing, access, site circulation, parking, landscape, amenity area, sun and shadow, wind, noise, servicing and grading, bird-friendly design, and the appropriate built form interface with the surrounding uses and the public realm • Opportunities for sustainable design, including principles of CPTED (Crime Prevention Through Environmental Design) and LEED (Leadership in Energy and Environmental Design), and inclusion of features such as permeable pavers, bio-swales, drought tolerant landscape, bicycle racks to promote alternative modes of transportation, energy efficient lighting, reduction in pavement and roof-top treatment to address the "heat island" effect, green roofs, etc. will be reviewed and implemented through the site plan approval process, if approved • In accordance with the City of Vaughan sustainability metrics program, the Development must achieve a minimum silver threshold application score
l.	Future Draft Plan of Condominium Application(s)	• A future Draft Plan of Condominium Application(s) will be required, if the Applications are approved to establish the ownership tenure of the Development
m.	Development Charges	• The Owner will be required to pay the applicable Development Charges (DCs) and is subject to the Area-Specific Development Charges (ASDCs)

	MATTERS TO BE REVIEWED	COMMENT(S)
n.	Cash-in-Lieu of Parkland	The Owner will be required to pay to the City of Vaughan, cash-in-lieu of parkland in accordance with the <i>Planning Act</i> and the City's Cash-in-Lieu of Parkland Policy, if the subject Applications are approved
o.	Toronto and Region Conservation Authority (TRCA)	The TRCA advises that the Subject Lands are located within a regulatory floodplain, and within a flood hazard area. A 10 m buffer to the regulatory floodplain and flood remediation works is required to any proposed building on the Subject Lands. A preliminary floodplain analysis has been submitted and must be approved to the satisfaction of the TRCA, prior to consideration before the Committee of the Whole. The TRCA has identified that additional studies and materials will be required such as an updated topographic survey, and hydrogeological report to demarcate the existing floodplain and Black Creek Renewal Area.

Financial Impact

There are no requirements for new funding associated with these Applications.

Broader Regional Impacts/Considerations

The Applications have been circulated to the York Region Community Planning and Development Services Department for review and comment. Any issues will be addressed when the technical report is considered.

Conclusion

The preliminary issues identified in this report and other issues identified through the processing of the Applications will be considered in the technical review of the Applications, together with comments from the public and Vaughan Council expressed at the Public Hearing or in writing, and will be addressed in a comprehensive report to a future Committee of the Whole meeting.

For more information, please contact: Natalie Wong, Senior Planner, VMC Program, Extension 8866.

Attachments

1. Context and Location Map

2. Proposed Site Plan and Rezoning
3. Proposed Building Elevations
4. Perspective Rendering

Prepared by

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Approved by

A handwritten signature in black ink, appearing to read 'Nick Spensieri', with a long horizontal line extending to the right.

Nick Spensieri, Deputy City Manager
Infrastructure Development

Reviewed by

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Jim Harnum, City Manager