



WESTON
CONSULTING
planning + urban design

MINISTER'S ZONING ORDER REQUEST: P L A N N I N G R A T I O N A L E

CRICKLEWOOD
DEVELOPMENTS INC.

163 & 175 BOWES ROAD
CITY OF VAUGHAN

SEPTEMBER 2020
FILE# 9112

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1. INTRODUCTION

Weston Consulting is the planning consultant for the owner of the properties municipally known as 163 and 175 Bowes Road in the City of Vaughan (herein referred to as the 'subject lands'). The subject lands are located at the intersection of Oster Lane on the east side of Bowes Road, north of Highway 7 and west of Highway 407.

This Planning Rationale has been prepared in support of a request for a Minister's Zoning Order (MZO) to enable the re-zoning of the subject lands to permit a mixed-use development and accommodate new housing options, including affordable units, in the City of Vaughan. The purpose of this Rationale is to outline the nature of the request and to evaluate the request in the context of the existing and applicable land use planning policy. Policy documents evaluated as part of this request include the *Planning Act*, the Provincial Policy Statement (PPS), A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan), the Regional Municipality of York Official Plan, the City of Vaughan Official Plan, the Concord GO Centre Secondary Plan, and the City of Vaughan Zoning By-law 1-88. In addition, this Report examines policies contained in Bill 197 COVID-19 Economic Recovery Act (2020) and Bill 108 More Homes, More Choice Act (2019).

2. SITE DESCRIPTION AND CONTEXT

2.1 DESCRIPTION OF PROPERTIES

The subject lands are located at the intersection of Oster Lane and Bowes Road in the City of Vaughan (Figure 1) and are legally described as follows:

163 Bowes Road

PT LT 21 PL 7925 VAUGHAN PTS 1 & 2, 64R3185; S/T VA58953 VAUGHAN

175 Bowes Road

PT LT 7 CON 3, PTS 1, 2 & 3 PL 65R23417, S/T EASE OVER PT 2 PL 65R23417 AS IN VA53165; VAUGHAN

The subject lands have a combined area of approximately 5.9 hectares (14.6 acres) and a frontage of approximately 51.2 metres along the east side of Bowes Road. Access to 163 Bowes Road is gained off of Bowes Road and access to 175 Bowes Road is gained through a service road off Oster Lane. The subject lands are currently occupied by a truck transportation facility for warehouse, distribution and outdoor storage uses, as well as a blinds retailer.

There are constrained areas on the subject lands due to the presence of a Toronto Region Conservation Authority (TRCA) regulated flood hazard, meander belt, and watercourse. These constraints have been considered in preparation of the Concept Plan (Figure 3) discussed in Section 3 of this Report.



Figure 1: Air Photo of Subject Lands

2.2 REGIONAL AND NEIGHBOURHOOD CONTEXT

The subject lands are situated in the Concord area, in the southeast section of the City of Vaughan, north of Highway 7. Concord is bounded approximately by Rutherford Road to the north, Bathurst Street to the east, Steeles Avenue to the south, and Highway 400 to the west. The subject lands are located north west of the future Concord GO Station area, which has been identified as within Major Transit Station Area (MTSA) 15 by the Region of York. When considering the planned context of the surrounding area, the subject lands offer a large underutilized lot that has the potential for intensification in support of the existing and planned high-order transit infrastructure. The immediate surrounding area is characterized by a mix of employment and industrial land uses, with an established residential neighbourhood located south of Highway 7.

2.3 COMMUNITY SERVICES AND FACILITIES

The following provides a high-level summary of the existing community amenities within close proximity of the subject lands and determines if the proposed mixed-use will cause undue demand on existing community facilities. The amenities analyzed are those set out in the City of Vaughan’s Community and Facility Impact Study Terms of Reference, which include public parks, community centres, publicly funded schools, private schools, child care facilities, libraries and places of worship.

The study area used for the community facilities review is based on a radius of approximately 2.5km around the subject lands. Services located within the study area are considered to be within walking distance of the subject lands and provide an opportunity to increase pedestrian movement, transit usage and reduce auto dependence. Table 1 provides a high-level inventory of the existing community services and facilities within the study area.

Table 1. Type and Number of Community Services and Facilities

Community Services and Facilities	Number
Elementary Schools	5
Secondary Schools	3
Libraries	5
Parks	3
Places of Worship	1
Social Services	5
Child Care	6

It is also important to note that the Pedestrian and Bicycle Master Plan identifies a variety of pedestrian and bicycle trails throughout the study area. These paths encourage active transportation throughout the community and allow residents to be less dependent on motorized vehicles.

The study area offers a wide range of community services and facilities to suit the needs of residents within the area. It is our opinion that the requested MZO will provide the opportunity for the subject lands to assist in supporting the City’s investment for existing facilities and will increase their viability. It is our opinion that the existing inventory of community services and facilities is sufficient to support additional residents.

Further, the Concord GO Centre Secondary Plan (further discussed in Section 5.7 of this Report) outlines the potential for the implementation of future services and facilities that will contribute to the creation of a complete community. The Secondary Plan contemplates a new Neighbourhood Park east of the subject lands with the potential for additional open and recreation spaces on the subject lands.

2.4 TRANSPORTATION NETWORK

The Concord GO Centre Secondary Plan identifies Bowes Road as Major Collector, which is intended to collect and distribute traffic, provide a supportive role to Arterial Streets, and support active ground floor uses. A sidewalk exists along the east side of Bowes Road, adjacent to the portion of the subject lands that front onto Bowes Road. The Concord GO Centre Secondary Plan identifies Highway 7 as a Regional Corridor and a Regional Rapid Transit Corridor. Transit Corridor's are intended to have the highest intensity uses. The Secondary Plan also contemplates Proposed New Road Links which includes the extension of Ortona Court (east of the subject lands and rail line) south to Highway 7. As part of this new road network, a new road is also planned from the Ortona Court extension, westward across the rail corridor, to Bowes Road. A proposed alignment is illustrated on the provided

Concept Plan (Figure 3), connecting to Ostler Lane. This new road is integral to unlocking the development potential of the subject land by improving transportation capacity and allowing for the potential of future transit through the subject lands.

The subject lands are well served by existing and planned local and inter-regional transit options including York Region Transit (YRT) and GO Transit (Figure 2). The Barrie GO Line runs adjacent to the subject property's eastern extent.

A potential GO Station has been identified within close proximity south of the subject lands on the Barrie GO Line. Rezoning of the subject lands will support the investments made by Metrolinx for the development of the new station.

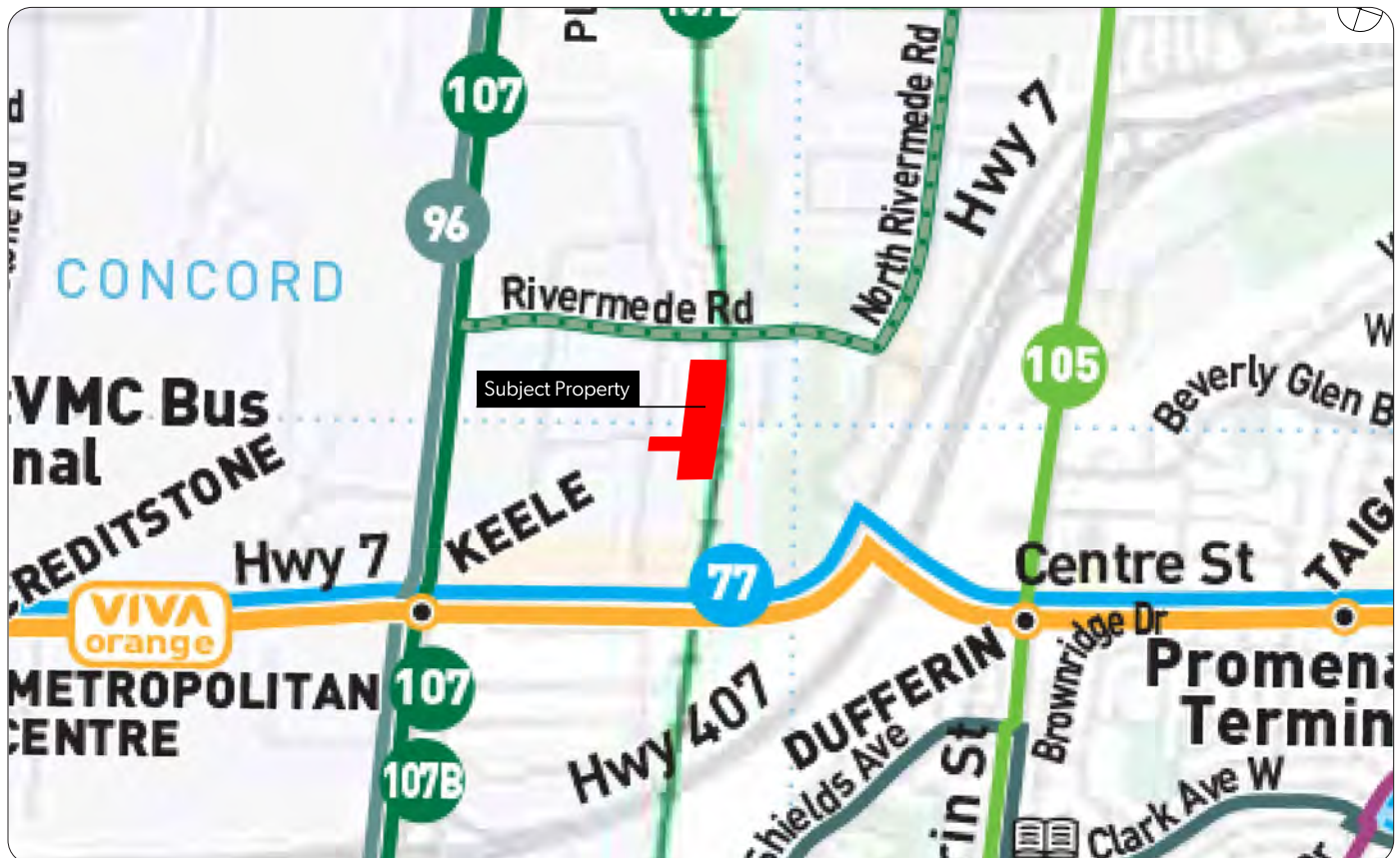


Figure 2: YRT Servicing Map

The surrounding area is well served by YRT with bus stops located along Highway 7 and Keele Street. The existing YRT transit stops will provide future residents with access to the Vaughan Metropolitan Centre (VMC), downtown Toronto and the greater surrounding area. YRT's VIVA Orange Bus Rapid Transit (BRT) route is closely accessible to the subject lands and extends along Highway 7 from its west terminus at Martin Grove to its east terminus at the Richmond Hill Centre Terminal. The nearest bus stop connecting to this service is located at Keele Street and Highway 7, approximately 1.4 km from the subject lands.

3. DESCRIPTION OF MINISTER ZONING ORDER REQUEST AND CONCEPT PLAN

A Minister's Zoning Order (MZO) is a planning tool available under Section 47 of the *Planning Act* allowing the Minister of Municipal Affairs and Housing to enact zoning regulations and grant consents generally under Section 34 and Section 50(4). MZOs have the effect of establishing land use permissions and development controls that can be implemented in any area of the Province.

The enclosed rationale is submitted to request that an MZO is enacted to re-zone the subject lands to permit a mixed-use development. It is recommended through this Report that the subject lands are re-zoned from *General Employment (EM2)* to *Corporate Centre (C9)* Exception Zone to permit the appropriate redevelopment of the site for a comprehensive, mixed use development.

Figure 3 provides a Concept Plan for the potential redevelopment of the subject lands. The Concept Plan contemplates the development of seven mid-rise mixed-use buildings, with heights ranging from 6 to 40 storeys. The proposed mixed-use development considers the inclusion of ground floor retail/commercial uses, office uses and residential uses.

The proposed Concept Plan contemplates the inclusion of 2,907 units; 10% of these units will be dedicated as affordable resulting in 290 attainable units. A total estimated Gross Floor Area (GFA) of 123,399 square metres is proposed and provides the opportunity to incorporate a mix of office uses, retail uses.

Privately-owned publicly accessible space (POPS) and the provision of parks and outdoor amenity space is included on the Concept Plan. An estimated area of 14,868 square metres for parks and POPS is proposed, with an additional 1,027 square metres designated for a future plaza. Inclusion of these outdoor spaces will allow for a pedestrian oriented environment that provides connections to the proposed Concord GO Station and anticipated redevelopment along Highway 7.

4. SUBJECT LANDS - EMPLOYMENT LANDS CONVERSION

As part of their Municipal Comprehensive Review (MCR), York Region is working to define Major Transit Station Area (MTSA) boundaries. The Region's preliminary analysis has identified a portion of the Concord GO Centre Secondary Plan area as within MTSA 15. Weston Consulting, on behalf of the landowner, submitted correspondence to the Region for employment conversion to support MTSA 15. At this time, the Region has provided partial support of the Conversion Request while City of Vaughan Council has endorsed the full conversion of the entire subject lands.

5. PLANNING POLICY FRAMEWORK

The following provides information regarding the applicable land use planning policies and evaluates the proposed MZO request in the context of the planning policy framework. The following policies have been considered:

- The *Planning Act*;
- The Provincial Policy Statement (2020);
- A Place to Grow: The Growth Plan for the Greater Golden Horseshoe (2019);
- Regional Municipality of York Official Plan, 2010 (2019 Consolidation);
- City of Vaughan Official Plan (2010);
- Concord GO Centre Secondary Plan, 2015 (2019 Consolidation); and
- The City of Vaughan Zoning By-law No. 1-88.

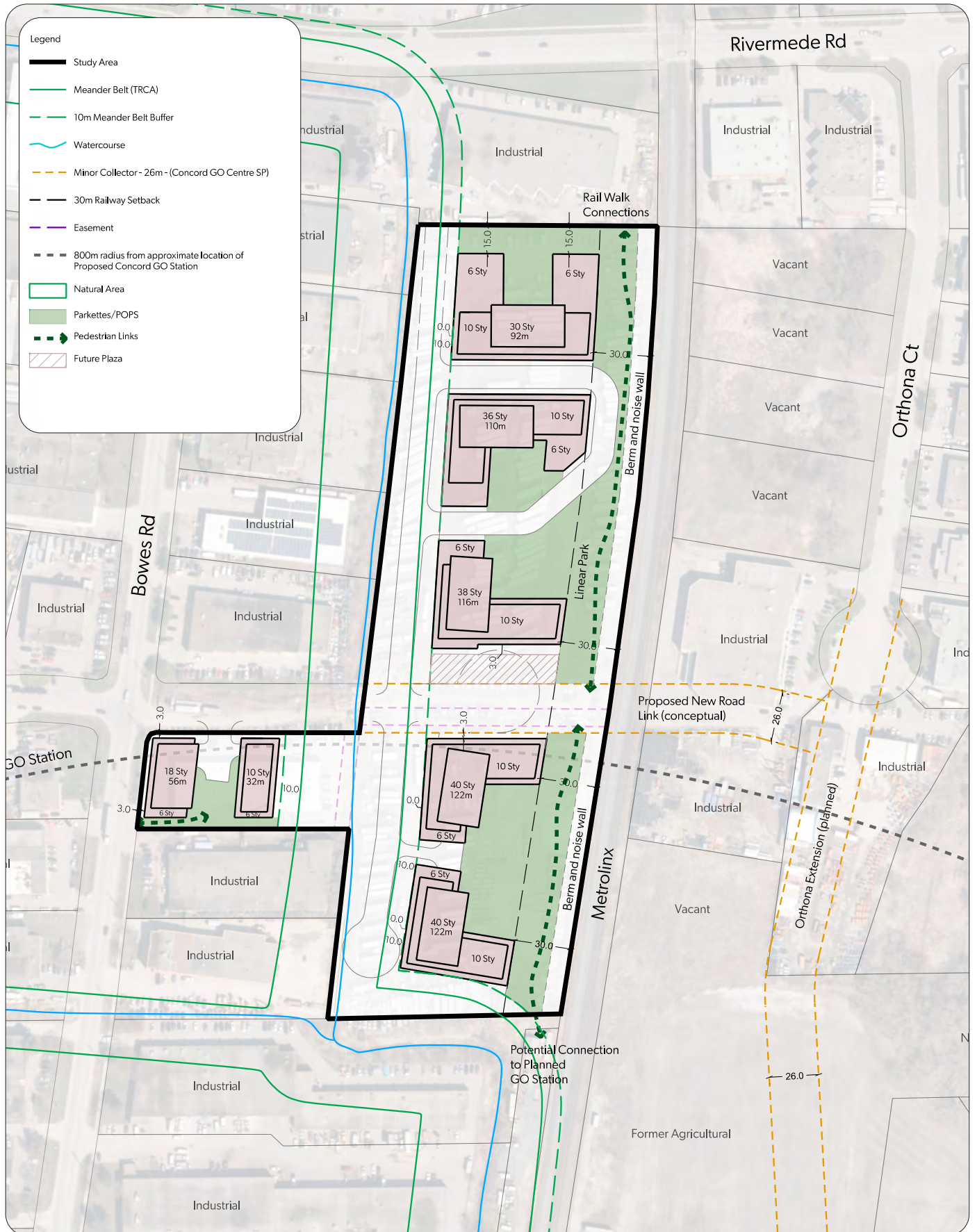


Figure 3: Concept Plan Prepared by Weston Consulting

5.1 PLANNING ACT

The Planning Act provides the overarching authority for planning and planning related matters in the Province of Ontario, as it provides the general direction for all land use planning decisions made. Section 47 of the of the Planning Act permits the Minister to issue a Zoning Order. Specifically, subsection 1 directs that:

The Minister may by order,

- a. *in respect of any land in Ontario, exercise any of the powers conferred upon councils by section 34, 38 or 39, but subsections 34 (1) to (34) do not apply to the exercise of such powers; and*
- b. *in respect of any land in Ontario, exercise the powers conferred upon councils by subsection 50 (4). R.S.O. 1990, c. P.13, s. 47 (1); 1994, c. 23, s. 27 (1).*

The policies and direction outlined in Section 47 of the *Planning Act* permits a request for an MZO. It is our opinion that the proposed MZO request enclosed in this Report conforms to the policies of the *Planning Act*.

5.2 PROVINCIAL MANDATES

5.2.1 BILL 108 MORE HOMES, MORE CHOICE ACT (2019)

On May 2, 2019 *Bill 108 More Homes, More Choice Act* was introduced by the Minister of Municipal Affairs and Housing and received Royal Assent on June 6, 2019. Bill 108 reflects the Government of Ontario's desire to increase the supply of housing and to make housing more affordable.

Bill 108 addresses the challenge that residents are facing in terms of finding and affording housing within the Province. Through Bill 108, the Province hopes to make it easier for municipalities, non-profits and private firms to increase housing supply. The Province introduced and passed this Bill to support the continuous demand for affordable housing through the introduction of policies that support the growing need for housing supply.

The proposed MZO request supports the Province's vision to increase housing supply through intensification. The City of Vaughan is recognized as one of the fastest growing communities in Ontario, with increased demands for available and affordable housing. The MZO request will enable the development of housing options within proximity to higher order transit, local and regional transit and within an MTSA, which further contributes to the Province's goals outlined in Bill 108. As previously noted, a minimum of 10% of the constructed units will be reserved for affordable housing.

5.2.2 BILL 197 COVID-19 RECOVER ACT (2020)

On July 8, 2020 Bill 197, the COVID-19 Economic Recovery Act was released to stimulate the economy as the Province navigates the COVID-19 pandemic. The Bill's policy direction to increase the supply of housing and gives municipalities, non-profit housing providers and the private sector more tools and greater predictability with respect to increasing the housing supply. Moreover, Bill 197 highlights the Province's priority transit projects and emphasizes the importance of transit-oriented development through the introduction of a new Transit Oriented Communities Act, which enables the Province to identify development lands and projects adjacent to transit as high priority intensification.

The proposed request for an MZO supports the Province's goals to increase housing in close proximity of transit projects. The subject lands are located within the Concord GO Centre Secondary Plan, which contains a proposed GO transit station and accessibility to local transit lines.

5.3 PROVINCIAL POLICY STATEMENT (2020)

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS encourages efficient land use planning and growth management to create and maintain strong communities and a healthy environment, while encouraging long term economic growth. The PPS also encourages and support intensification, infill and redevelopment through the efficient use of existing infrastructure and public service facilities and requires that municipalities plan for an appropriate range and mix of land uses and built forms.

Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

The PPS provides direction related to “Building Strong Healthy Communities”. It encourages a variety of land uses and built forms within communities and encourages initiatives that make efficient use of infrastructure. Redevelopment and intensification is also encouraged. Section 1.1.1 provides policy direction for managing and directing land use to achieve efficient and resilient development and land use patterns.

It is our opinion that the policies outlined in Section 1.1.1 and 1.1.2 support the proposed MZO request. The policies support development within Settlement Areas through the provision of a range and mix of residential units, efficient land uses, accessibility to servicing and transit, and the promotion of development and land use patterns that conserve biodiversity. The application of an MZO will allow the subject lands to contribute increased densities along a future GO transit corridor, within an area designated by the Growth Plan as a *Built-Up Area*, and will seek to make use of currently under-utilized lands.

Housing

Section 1.4.1 of the PPS provides direction for an appropriate range and mix of housing types and densities in order to meet the current and projected needs of residents. Additionally, Section 1.4.3 directs the development of new housing options towards locations where an appropriate level of infrastructure and public facilities exist. The proposed MZO request is consistent with the housing policies of the PPS as it will provide the opportunity for new housing within an existing Settlement Area that is well serviced by public transportation. The subject lands will be permitted to provide a range and mix of housing types at a high density. The proposed MZO request reduces the demand for greenfield development and outward expansion by redeveloping an underutilized parcel within a future Major Transit Station Area, which satisfies key development principles of the PPS. Additionally, it is intended for the subject lands to contribute to affordable housing options within the City of Vaughan.

Infrastructure and Public Facilities

The infrastructure policies of the PPS are outlined in Section 1.6. Existing infrastructure and public service facilities are to be maximized, wherever possible, before developing new infrastructure and public service facilities. The Concord GO Centre Secondary Plan Background Study reveals that there is a 600 mm diameter storm sewer and a 300 mm diameter sanitary sewer located on Bowes Road. It is the intent that the redevelopment of the subject lands will utilize municipal services in a manner that protects human health and the natural environment; this infrastructure will be upgraded to support the redevelopment of the lands.

Transportation System

The relationship between transportation infrastructure and growth management is a primary consideration found throughout the PPS, primarily in Section 1.6.7. The subject lands are located in an area that is well serviced by public transit and is in close proximity to a number of future higher-order transit services. The PPS also encourages land use patterns that promote alternative modes of transportation.

5.4 A PLACE TO GROW: GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) provides policy direction to support the development of strong, prosperous communities and assist in guiding future growth within the Greater Golden Horseshoe (GGH). The Growth Plan addresses potential barriers to increased housing supply, job creation and attracting investments. In particular, policies in regards to intensification have been updated to reflect the Province's objective of supporting provincial transit investments, planned growth rates and the local realities of different communities throughout the Province. In doing so, intensification is encouraged to take place generally throughout the delineated built-up areas and existing communities that have access to transit and servicing infrastructure. In May of 2019, the Province released a revised version of the Plan which came into effect on May 16, 2019, and is applicable to the subject lands.

The Growth Plan seeks to create complete communities that are designed to promote healthy living while meeting the needs of people throughout their lifetime. The Plan has established minimum growth targets for municipalities within the Greater Golden Horseshoe; Schedule 3 of the Growth Plan establishes a target of 1,790,000 people and 900,000 jobs by the year 2041 for the Region of York.

Where and How to Grow

Section 2.2 of the Growth Plan addresses managing growth and the determination of how and where to grow. The purpose of the Section is to provide direction for an urban form that will optimize infrastructure, particularly along transit and transportation corridors, to support the achievement of complete communities through a more compact built form.

Policy 2.2.1.4 states that within the Built Up-Area, the policies of the Growth Plan will support the achievement of complete communities. The subject lands present the opportunity to be redeveloped for additional residential housing options, contributing to the minimum intensification target of all residential development occurring within the Built-Up Area. The proposed MZO request is found to be consistent with the policies of Section 2.2.1.4 as it will contribute to a diverse range and mix of housing options for a range of income levels, that can be supported by existing and future residents of the City of Vaughan. The subject lands allow for convenient access to public services and facilities, and will allow for the development of a high quality, compact built form.

Transit Corridors and Station Areas

It is important to note that the proposed Concord GO Transit Station (discussed in Section 5.7 of this Report) is planned to be located within 800 metres of the subject lands. The Growth Plan defines 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 transit station, representing about a 10-minute walk"*. As part of their Municipal Comprehensive Review (MCR), York Region is working to define Major Transit Station Area (MTSA) boundaries. The Region's preliminary analysis has identified a portion of the subject lands within the MTSA boundary.

Through inclusion of the subject lands within the MTSA, redevelopment will contribute to the growth and intensification intended for the area. Based on the direction of the Growth Plan, Major Transit Station Areas on Priority Transit Corridors will be planned for a minimum density target of *“160 residents and jobs combined per hectare for those that are serviced by light rail transit or bus rapid transit”* (Section 2.2.4.3b). The proposed MZO request will support the MTSA policies outlined in the Growth Plan and will assist in supporting the development of higher order transit within the City of Vaughan and York Region as a whole.

Housing

Section 2.2.6 of the Growth Plan outlines policies in relation to providing housing to meet the minimum intensification and density targets established by municipalities in order to create complete communities. As the subject lands are located in an area comprised primarily of employment and industrial uses, the proposed Concord GO Station presents the opportunity for revitalization through redeveloped for mixed-uses. The subject lands provide a large, under utilized parcel of land that will contribute to the achievement of density requirements of the Growth Plan. The subject lands present the opportunity to introduce a variety of unit sizes, supporting a range of income levels for current and future residents of the City of Vaughan. It is important to note that it is the intent for redevelopment of the subject lands to include 10% affordable housing.

Policies for Infrastructure to Support Growth

Section 3.2 of the Growth Plan outlines policies for infrastructure to support growth stating that *“Infrastructure planning, land use planning, and infrastructure investment will be co-ordinated to implement this Plan”*. The proposed MZO request conforms to this policy as it is anticipated that existing services will be utilized in a manner that protects human health and the natural environment.

Section 3.2.2 of the Growth Plan expresses the importance of coordinating transportation system planning, land use planning and transportation investment. Section 3.2.3 addresses the movement of people and the priority of public transit transportation infrastructure. The subject lands are located in close proximity of Highway 7 which is identified by the Vaughan Official Plan as a Regional Road and a Regional Rapid Transit Corridor.

The existing and planned transportation network for the surrounding neighbourhood will be further supported through the proposed MZO request, presenting the opportunity for residents to access local neighbourhoods and the greater surrounding area. Additionally, the proposed redevelopment of the subject lands will contribute to the reduction of greenhouse gas emissions and will address the climate change adaptation goals of the Growth Plan, as outlined in Section 4.2.10, through the opportunity of reduced dependence on the personal vehicles and support for existing and planned transit and active transportation infrastructure.

Growth Plan – Amendment 1

On June 16, 2020 the Government of Ontario began consultation on a proposed amendment to the Growth Plan. The update will include changes to population and employment forecasts, the horizon year for planning, and other policies with the goal of increasing housing supply, creating jobs, attracting business investment and better aligning infrastructure. Included in the update is the introduction of Provincially Significant Employment Zones (PSEZ). In May of 2019, changes to the Growth Plan provided policies to enable municipalities to convert employment lands to non-employment uses without Provincial approval to expedite new housing construction. PSEZs were later introduced to ensure employment lands within the PSEZ can only be converted through approval from the Ministry. The proposed MZO seeks to utilize these policies to allow for redevelopment to address housing supply issues within the Province.

In November of 2019, Weston Consulting submitted a letter to the Ministry of Municipal Affairs and Housing, requesting that the subject lands be excluded from the proposed Provincially Significant Employment Zone 10 (York). The request provided justification that the exclusion of the lands will facilitate an efficient use of the lands, contributing to Provincial goals and objects through the Concord GO Centre Secondary Plan and MTSA 15.

5.5 REGIONAL MUNICIPALITY OF YORK OFFICIAL PLAN: 2010 (2019 CONSOLIDATION)

Map 1 – Urban Structure (Figure 4) of the YROP identifies the subject lands as being located within the “Urban Area” and within close proximity of Highway 7, which is identified as a Regional Corridor. The Region’s urbanization goal is “to enhance the Region’s urban structure through city building, intensification, and compact complete communities” (Chapter 5).

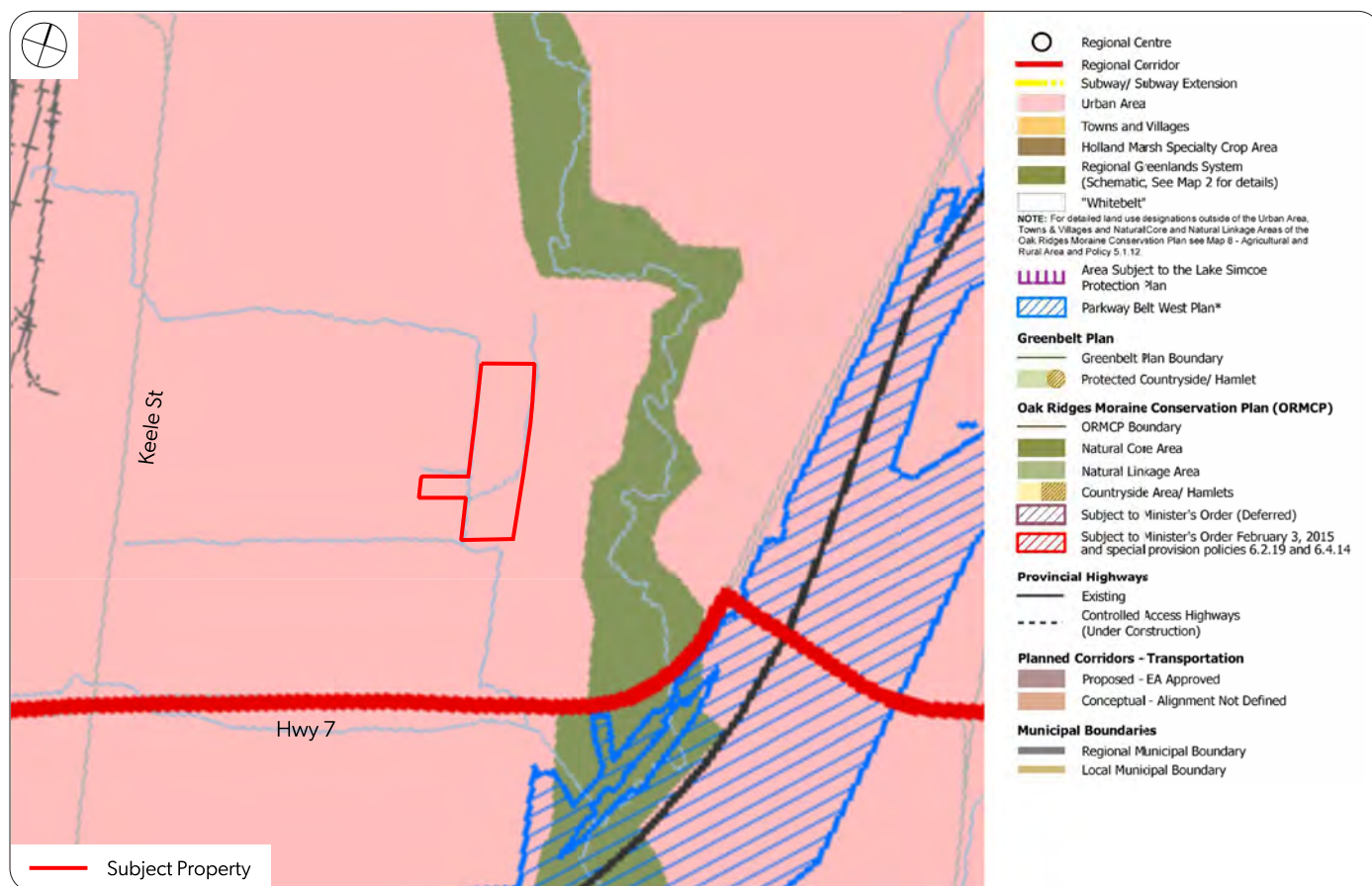


Figure 4: York Region Official Plan Map 1 - Regional Structure

Housing

Section 3.5 of the YROP addresses housing in the Region. The overall housing objective as described in policy is to provide *“a broader variety of housing types and sizes to meet the diverse range of needs of the Region’s residents and workers”*. The YROP also contains policies that promote an appropriate mix and range of acceptable housing to meet the needs of residents and workers. Section 3.5.3 outlines a strategy to ensure an adequate Region wide supply of housing. Additionally, Section 3.5.4 of the YROP directs local municipal Official Plans and Zoning By-laws to permit a mix and range of housing types and Section 3.5.6 directs that:

“a minimum 25 per cent of new housing units across the Region be affordable, be distributed within each local municipality and should be coordinated across applicable local planning areas including secondary plan and block plan areas. A portion of these units should be accessible for people with disabilities. Affordable housing units should include a mix and range of types, lot sizes, unit sizes and tenures to provide opportunity for all household types, including larger families, seniors, and residents with special needs.”

The proposed MZO request considers the healthy community policies of the YROP in providing the opportunity for a comprehensive development with high-quality urban design, access to higher order transit and pedestrian oriented connectivity. The subject lands will provide a large, underutilized parcel that will efficiently and effectively contribute to the Region’s supply of housing, while providing for 10% of affordable units. It is intended for the subject lands to be redeveloped for a mix and range of housing types and tenures, presenting the opportunity for the lands to contribute to the Region’s affordable housing supply.

Forecasting and Phasing Growth

Chapter 5 of the YROP addresses city building and recognizes that York Region is anticipated to experience a significant amount of population and employment growth over the next 25 years. In order to accommodate this, specific policies need to be implemented in local official plans to ensure that this growth is appropriately accommodated from a land use planning perspective.

The City of Vaughan is forecasted to accommodate a population of 416,000 people by 2031. To accommodate the projected growth, the Region has placed an emphasis on intensification within the Built-Up Area in order to maximize the efficiency of existing infrastructure, human services and transit (Section 5.3). In particular, the YROP encourages municipalities to implement their own intensification strategies that meet or exceed the residential intensification targets. Table 2 of the YROP indicates that Vaughan is to achieve or exceed a residential intensification target of 29,300 units by 2031.

The proposed MZO request considers the policies of Section 5.2 by providing the opportunity for the subject lands to be redeveloped for a compact built form with pedestrian access and connectivity to Highway 7, Viva BRT and the future Concord GO Transit Station. Redevelopment of the subject lands for a mixed-use will contribute to the character of the area and sense of place, by providing opportunities for accessibility, and a pedestrian-scale built form.

Section 5.3 of the YROP outlines intensification policies, directing residential development to the built-up area and encouraging 90% of residents to be within 500 metres of a transit stop. Since the lands are situated within the Built-Up Area in an existing Urban Area, the lands are considered an appropriate location to accommodate the growth that is forecasted by the Region. The proposed MZO request will allow the subject lands to contribute to future transit supportive, residential growth within the Urban Area that is anticipated to occur over the next 20 years.

5.6 CITY OF VAUGHAN OFFICIAL PLAN (2010)

The City of Vaughan Official Plan (VOP) defers land use policies to the Concord GO Centre Secondary Plan which designates the subject lands as “General Employment”. As part of the Regional approval of the Secondary Plan, a portion of the subject land and neighbouring lands were deferred for further study as part of the Regional MTSA/ Mobility Analysis. Despite the Deferral, the policies of the applicable parent Official Plan were reviewed.

Planning for Growth

Section 2.1.1 of the VOP provides policy direction for growth management in the City of Vaughan and anticipates that the City of Vaughan will reach 416,000 people and 266,100 jobs by 2031. Figure 2 of the VOP, York Region Population and Employment Forecast – Vaughan, outlines population and employment growth numbers between 2006 and 2031. The proposed MZO request supports the policies of Section 2.1.1.1 as redevelopment of the subject lands will contribute to the minimum residential units through intensification. Redeveloping the lands for mixed land uses will provide for compact built forms and densities, located within close proximity of high order transit systems.

Transportation

Policies related to transportation are discussed in Section 4 of the VOP. Schedule 9 identifies the Bowes Road as a Major Collector. Additionally, the subject lands are located within close proximity of the future Concord GO Station and Highway 7 which is identified as a Regional Arterial Road and designated as a Regional Rapid Transit Corridor on Schedule 9 and 10 of the VOP.

As per the policies of Section 4.1.1, Regional Rapid Transit Corridors are planned to provide higher order transit and multi modal transportation. Intensification and higher densities than what are currently present in the area are required to support the planned transit system and are required to meet the transit modal split outlined in Section 4.1.1.2. Given the proposed Concord GO Station, intensification within the Concord GO Centre Secondary Plan area is critical to support transit ridership and the success of the Highway 7 Rapid Transit Way.

The subject lands are located in close proximity of Highway 7, a Regional Rapid Transit Corridor, and the proposed Concord GO Station. It is the intention of the VOP for the highest intensity uses to be planned in areas serviced by higher-order transit. We are of the opinion that the proposed MZO request will appropriately re-designate the subject lands for mixed-uses, conforming to the intended development hierarchy of the VOP.

Housing Options

Chapter 7 of the VOP outlines the need for human and social services in the creation of sustainable and complete communities. Section 7.1.1.3, it is the policy of Council to “*support and encourage the provision of a full range of housing options across the City to meet the current and future needs of all residents. Vaughan shall plan for a balanced supply of housing that includes diversity in housing type, tenure, and affordability.*”

Section 7.5.1 of the VOP outlines a strategy for increasing housing choices by type, tenure and affordability and by encouraging a full range of housing options across the housing spectrum and requiring that 25% of all new housing be affordable. The proposed MZO request considers the housing policies of the VOP and will provide the opportunity for a comprehensive development that provides for a wide range and mix of housing options to provide housing to a range of family sizes, tenures and incomes including 10% of affordable housing units.

5.7 CONCORD GO CENTRE SECONDARY PLAN, 2015 (2019 CONSOLIDATION)

The Concord GO Centre Secondary Plan is described in the Secondary Plans as “*a Local Centre in the City of Vaughan that will provide opportunities for a mix of uses that will be developed around a multi-modal transportation network.*”. The Secondary Plan designates the subject lands as “General Employment” (Figure 6). As noted in Section 4 of this Report, the subject lands are also currently under consideration for an employment lands conversion request.



Figure 5: Concord GO Centre Secondary Plan Schedule B - Land Use

General Land Use Policies

Section 3.1 of the Secondary Plan notes that the Secondary Plan is intended to accommodate approximately 4000 to 8000 people in order to accommodate a portion of the projected population growth in the City of Vaughan to 2031. It also notes that the City shall work with York Region to develop an affordable housing implementation framework, including the requirement that 35% of the new housing units be affordable housing units. Housing shall be comprised of a range of housing forms and tenures and include affordable housing units for low and moderate income households.

The proposed MZO supports the general land use policies of the Secondary Plan. Re-zoning the subject lands to allow for a mix of uses will contribute to the Secondary Plan's minimum residential and employment growth targets for the area. In addition, it is the intent to redevelop the subject lands to include affordable housing options that will contribute to the Secondary Plan's requirement that 35% of all units be affordable.

High-Rise Mixed Use

Section 3.3 of the Secondary Plan provides policy direction for the "High-Rise Mixed-Use" land use designation. The designation is "*intended to provide for higher density and mixed-use development that is pedestrian oriented in close proximity to future modes of transit.*" The "High-Rise Mixed-Use" designation permits residential units, retail uses, office uses and hotels. High-rise, mid-rise, townhouse, and stack townhouse building types are permitted. In addition, Section 3.3.5 states:

3.3.5 At grade uses shall predominantly consist of retail uses, which include retail, eating establishments, service commercial uses, business and professional offices, community facilities and day care facilities. A minimum of 60% of the building frontage facing an arterial or collector street shall consist of at-grade retail uses, except where a specific provision of this plan limits the amount of retail or commercial floor area within a defined area.

The proposed MZO request will provide the opportunity to redevelop the subject lands for mixed-use buildings, which will incorporate retail uses at grade. This will provide for a pedestrian oriented, comprehensive redevelopment that contributes to the economic vitality of the area.

Section 3.6 recognizes that the Concord GO Local Centre has the potential to become an MTSA as a result of the planned Viva Bus Rapid Transit Service and the Barrie GO Rail Line. The Secondary Plan recognizes the potential for the MTSA to be considered a Gateway Hub “*which are located at the interchange of two or more current or planned rapid transit lines*”, through the addition of the Concord GO Transit Station. The VOP and Secondary Plan plans for this future role as the area has been recognized by the designation of the area as a Local Centre.

Deferral Area A – Amendment 8 to the Concord GO Secondary Plan

The subject lands are within Deferral Area A which is the result of the Region’s approval of the Secondary Plan. This area is to be further studied as part of the Region’s MCR/ MTSA/ Mobility Hub analysis. The Mobility Hub Study will include consideration of mixed-use residential, commercial and employment uses consistent with the Metrolinx Mobility Hub Guidelines. At the time of writing this Report, the Mobility Hub Study had yet to take place, yet confirms that there is an opportunity for higher-order land uses and development in this area.

5.8 CITY OF VAUGHAN ZONING BY-LAW 1-88

The subject lands are currently zoned *General Employment Area Zone (EM2)* under the regulation of the City of Vaughan Zoning By-law 1-88 (Figure 7). The uses permitted within the EM2 zone include sport facilities, autobody repair shops, building supply outlet, car brokerage, contractor’s yard, meat packaging, scrap paper storage, service or repair shop and truck terminal. Residential or mixed uses, as contemplated, are not permitted.

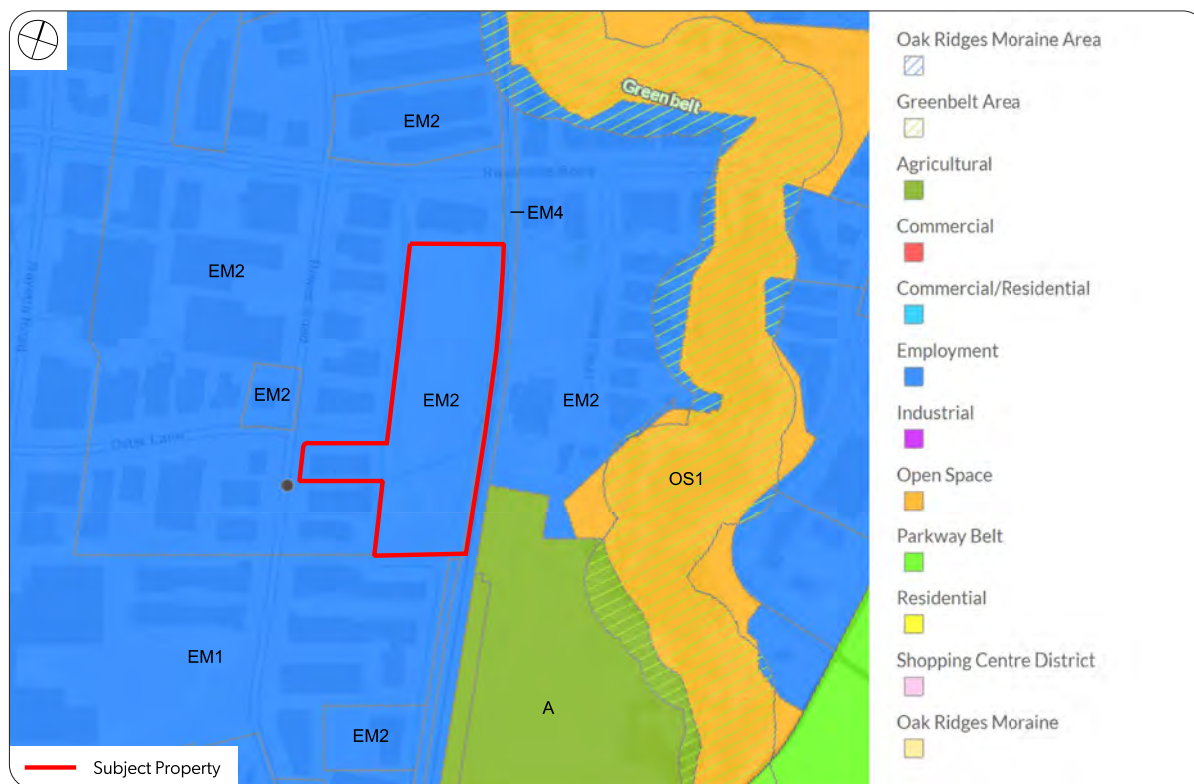


Figure 6: City of Vaughan Zoning By-law 1-88 Map

In order to implement the redevelopment of the subject lands and permit the intended mixed-uses and built form, Weston Consulting is formally requesting an MZO to rezone the lands for mixed-uses. It is our opinion that the appropriate zoning category for the subject lands is the *Corporate Centre (C9)* and request that the lands are rezoned to C9-X, to permit any site-specific provisions that may be required. Permitted uses in the C9 zone include Mixed Use Development, Retail Store, Office Building, and Apartment Dwelling. It is acknowledged that the C9 zone is primarily used in the Vaughan Metropolitan Centre (VMC), however this zone is the most recent transit supportive zone. It is the intention of the City to support development around major transit stations such as subway stations and GO stations.

A Draft Zoning By-law Amendment Schedule has been provided in Appendix A of this Report in support of the proposed MZO request.

5.9 DRAFT VAUGHAN CITY-WIDE COMPREHENSIVE ZONING BY-LAW

The City of Vaughan is undertaking a City-wide comprehensive review of its Zoning By-law that aims to create a progressive By-law with updated, contemporary uses and standards. Under the Draft Comprehensive Zoning By-law, the subject property is zoned *Employment (EM2)* (Figure 8). Uses permitted in the proposed EM2 zone include automobile repair services, building supply outlets, commercial schools, distribution facility, equipment sales, manufacturing or processing facilities, transportation terminal and warehouse facilities.

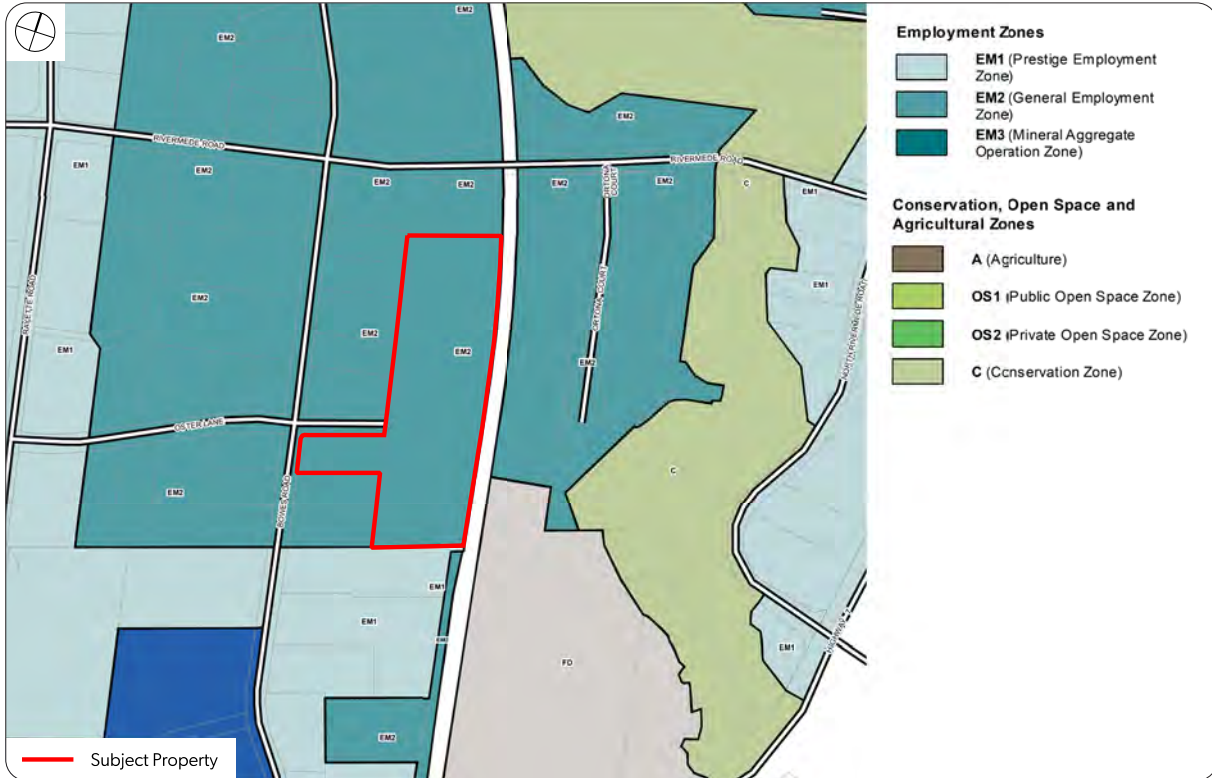


Figure 7: Draft City of Vaughan Zoning By-law Map

Should the Draft Comprehensive Zoning By-law be approved prior to the MZO, it is our opinion that the *High-Rise Mixed-Use Zone (HMU)* will be appropriate for the subject lands. The HMU zone permits Apartment Dwellings, Retail uses, Office in mixed use buildings. The application of the *HMU* zone to the subject lands will bring the lands into conformity with the proposed *High-Rise Mixed-Use* land use designation under the Concord GO Centre Secondary Plan, at the time that the Draft City Zoning By-law is approved.

6. PLANNING RATIONALE AND ANALYSIS

6.1 COMPATIBILITY

Under the Concord GO Centre Secondary Plan, the proposed MZO request will provide the opportunity for the lands to be re-zoned for high density mixed- uses which is intended to provide a broad mix of uses with a concentration of retail spaces on the ground floor to create a pedestrian friendly development. The Concept Plan presented in Section 3 of this Report demonstrates how this built form can be extended to the west side of the Barrie GO Line to create a comprehensive continuation of mid-rise and high-rise buildings. The redevelopment of the subject lands will respect the existing employment lands while also providing new employment opportunities to the surrounding area, in addition to the potential for new residential units, including a significant portion of affordable units.

The planned context outlined in the Concord GO Centre Secondary Plan envisions variations of built form, consisting primarily of high-rise and mid-rise mixed-use developments. The subject lands present the opportunity for a compatible redevelopment, considering the proposed built context envisioned for the area. It is our opinion that the Concept Plan (Figure 3) compliments the planned surrounding context and the anticipated redevelopment of the area. Therefore, the proposed MZO request is found to be consistent with the planned built form and context anticipated through the Concord GO Secondary Plan.

6.2 PROVINCIAL AND MUNICIPAL POPULATION PROJECTIONS

The planning policy regime that is applicable to the subject lands outlines projections for population growth in York Region and the City of Vaughan. Schedule 3 of the Growth Plan establishes a target of 1,790,000 people by the year 2041 for the Region of York. Additionally, the VOP notes that the City of Vaughan is forecasted to accommodate a population of 416,000 people by 2031 and the Concord GO Centre Secondary Plan is intended to accommodate approximately 4000 to 8000 people in order to accommodate a portion of the projected population growth in the City of Vaughan to 2031.

The Growth Plan also establishes a minimum density target of 160 residents and jobs combined per hectare for those areas serviced by light rail transit or bus rapid transit and 150 residents and jobs combined per hectare for those that are served by the GO Transit rail network. Both BRT and GO Transit service is planned within 800m of the subject lands.

The Concept Plan (Figure 3) provides for a total of 2,907 units anticipating that the subject lands can contribute to the MTSA, meeting the anticipated intensification target outlined by the Growth Plan and the Concord GO Centre Secondary Plan's intent to accommodate approximately 4000 to 8000 people. We are of the opinion that the Concept Plan proposes a reasonable and appropriate form of intensification for the subject lands, when considering the policies for MTSA areas. Additionally, we believe that the lands are considered an appropriate location to accommodate the growth that is forecasted for the Region of York, the City of Vaughan and the Concord GO Station area. The proposed MZO request will allow the subject lands to contribute to future residential growth that is anticipated to occur over the next 10 to 20 years.

6.3 ECONOMIC IMPACT

The applicable planning policy also provides projections for job growth in York Region and the City of Vaughan. Schedule 3 of the Growth Plan establishes a target of 900,000 jobs by the year 2041 for the Region of York. Additionally, the Concord GO Centre Secondary Plan area is intended to accommodate approximately 8,000 to 10,000 jobs at full build-out, creating the opportunity for economic prosperity, supporting the direction of the applicable planning policy.

It is our opinion that the MZO will permit the subject lands to be optimized for mixed-uses, creating the opportunity for economic prosperity and supporting the applicable planning policies. It is the intention for the subject lands to provide for retail, commercial, hotel and office opportunities, and emerging trends in employment, such as work from home, and/or shared office space etc, which will assist in meeting the anticipated employment targets of 8,000 to 10,000 jobs for the Concord GO Centre Secondary Plan.

6.4 AFFORDABLE HOUSING

The planning policy framework provides direction for the provision of a range of housing options. It is recognized that additional growth shall be permitted within an existing settlement area that is well serviced by public transportation and municipal infrastructure, water and sanitary services. Additionally, the applicable planning policy provides direction for the implementation of a diversity and mixture of building typologies and a range of unit sizes.

The Vaughan Official Plan states that the City shall work with York Region to develop an affordable housing implementation framework, including the requirement that 35% of the new housing units be affordable housing units. It is the intent for the subject lands to be redeveloped for mixed-uses and will include the implementation of affordable housing units comprised of a range of housing forms and tenures, including affordable units for low- and moderate-income households. The proposed MZO has regard for the policies set out by the applicable land use planning policy regime, including Bill 108 and Bill 197, with regards to affordable housing.

6.5 TRANSPORTATION

The subject lands are serviced by a range of existing and proposed public transportation options. The proposed Concord GO Station and the Viva Bus Rapid Transit Station on Highway 7 will provide new residents and business with convenient and direct access to other areas of the City and to the greater surrounding area. The subject lands are also partially included in MTSA area 15. Through request for the inclusion of the entirety of the subject lands within the MTSA, redevelopment will contribute to the growth and intensification intended for the area.

The proposed MZO request intends to make efficient use of the surrounding road network which identifies Bowes Road as a Major Collector in the Concord GO Centre Secondary Plan. Redevelopment of the subject lands will provide future residents with convenient access to the surrounding road network. Future residents, visitors and customers will also make efficient use of the various transit and transportation options within close proximity of the lands. Redevelopment of the subject lands will help to reduce the need for long distance commuting and will increase modal share of transit, walking and cycling within the proposed Concord GO Local Centre.

6.6 SERVICING

The land use planning policy applicable to the subject property encourages intensification, infill and redevelopment through the efficient use of land, where infrastructure and public service facilities are accessible and available. These policies support development within settlement areas that provide intensification through the development of a range and mix of residential units. It is the intent for the subject lands to utilize existing services in a manner that protects human health and the natural environment.

6.7 URBAN DESIGN

Vaughan Metropolitan Centre Urban Design Guidelines
The Vaughan Metropolitan Centre Urban Design Guidelines (“Design Guidelines”) were used to inform the development of the conceptual plan for the subject lands. The Design Guidelines are the most recent transit supportive guidelines approved by the City to guide development of this nature. The subject lands present the opportunity to contribute to the sense of place and character envisioned for the Concord GO Local Centre. The proposed Concept Plan supports the vision for the Vaughan Metropolitan Centre [VMC], and integrates the following key design principles:

Transit-oriented

The Concept Plan achieves a high level of permeability, ensuring connectivity with adjacent lands while supplying a density supportive of transit infrastructure.

Walkable

The Concept Plan proposes a new pedestrian linkage running parallel to Metrolinx. The Concept Plan offers a finer urban grain than exists within the current context, introducing new opportunities for pedestrian circulation. Minimum setbacks are observed to facilitate a compact, traversable and legible site layout.

Accessible

The proposed built form are of a scale suitable to accommodate extensive bicycle parking and storage. This will support commercial and residential uses on site. The proposed new road layout ensures that sight lines at grade are unobstructed, promoting ease of navigation. Efficient utilization of the land ensures that the integration of strategic underground parking structures will be easily accessible for future workers, visitors and residents.

Diverse

The Concept Plan delivers a balanced range of building scales and typologies, unified through a strong height and

massing rationale. Height is concentrated most towards the proposed GO station, while defining a new street wall adjacent to underutilized, industrial sites. The Design Guidelines are inherently flexible, enabling opportunities to creatively explore a variety of architectural expressions and typologies to support a range of amenities and recreation.

Vibrant

The massing rationale of the Concept Plan provides a strong podium frontage along new streets. This mid-rise condition supports a human scaled environment at grade. This provides opportunities for architecturally compelling frontages to engage the public realm. A future plaza is proposed at the core of the site, framed by appropriate densities to support the activation of communal space.

Green

The Concept Plan is sensitively structured around natural areas. Building orientation and layouts generate complimentary open spaces, balancing the natural space with proposed parkettes and publicly accessible open spaces [POPS]. As a generous proportion of the Concept Plan, green spaces will support the performance of sustainability criteria for the new development.

Beautiful

The proposed diversity of built form is a foundation for high-quality architectural design. POPS and walkable streets provide opportunities for detailed elements, compelling materiality and the integration of public art.

7. CONCLUSION

Based on our review of the existing and planned land use context and planning policy, it is our opinion that the proposed MZO request is based on good planning and urban design principles and seeks to enhance the character of the surrounding area and the establishment of a complete community. The Concept Plan identifies how redevelopment will intensify an underutilized parcel of land in a manner that respects the existing and planned context of the surrounding area. It is our opinion that the proposed MZO request should proceed through the process prescribed by the *Planning Act*.

APPENDIX A: ZBA SCHEDULE A

C9 Corporate Centre Zone (C9-XX) Exception Zone
(Part 2 – Schedule INSERT SCHEDULE LETTER)

4. (1) This section applies to the lands located in the area shown as Corporate Centre Zone (C9-XX) Exception Zone on the map described in section 2.

(2) Every use of land and every erection, location or use of any building or structure is prohibited on the lands described in subsection (1), except for,

(a) The following uses are permitted, subject to subsection (b):

Non Residential

i. Office Building

ii. LCBO Outlet

iii. Brewers Retail Outlet

iv. Business and Professional Office

v. Hotel, Motel, Convention Centre

vi. Banquet Hall, including an eating establishment provided that said eating establishment does not exceed 20% of the GFA of the banquet hall

vii. Car Rental Service

viii. Club or Health Centre

ix. Eating Establishment with or without Outdoor Patio

x. Eating Establishment, Convenience with or without Outdoor Patio

xi. Eating Establishment, Take-out

xii. Tavern

xiii. Bank or Financial Institution

xiv. Mixed Use Development

xv. Personal Service Shop

xvi. Pharmacy

xvii. Photography Studio

xviii. Print Shop

xix. Place of Entertainment including a multi-screen cinema complex

xx. Retail Store with a gross floor area of less than 9,290 sq.m

xxi. Supermarket with a gross floor area of less than 9,290 sq.m

xxii. Retail Warehouse with a gross floor area of less than 9,290 sq.m

xxiii. Place of Amusement

xxiv. Technical School

xxv. Video Store

xxvi. Veterinary Clinic

xxvii. Recreational Uses as defined in Section 2 of By-law 1-88

xxviii. Service or Repair Shop with a maximum gross floor area of 600 sq.m or less

xxix. Office and Stationery Supply, Sales, Service and Rental

xxx. Multi Unit Storage Building

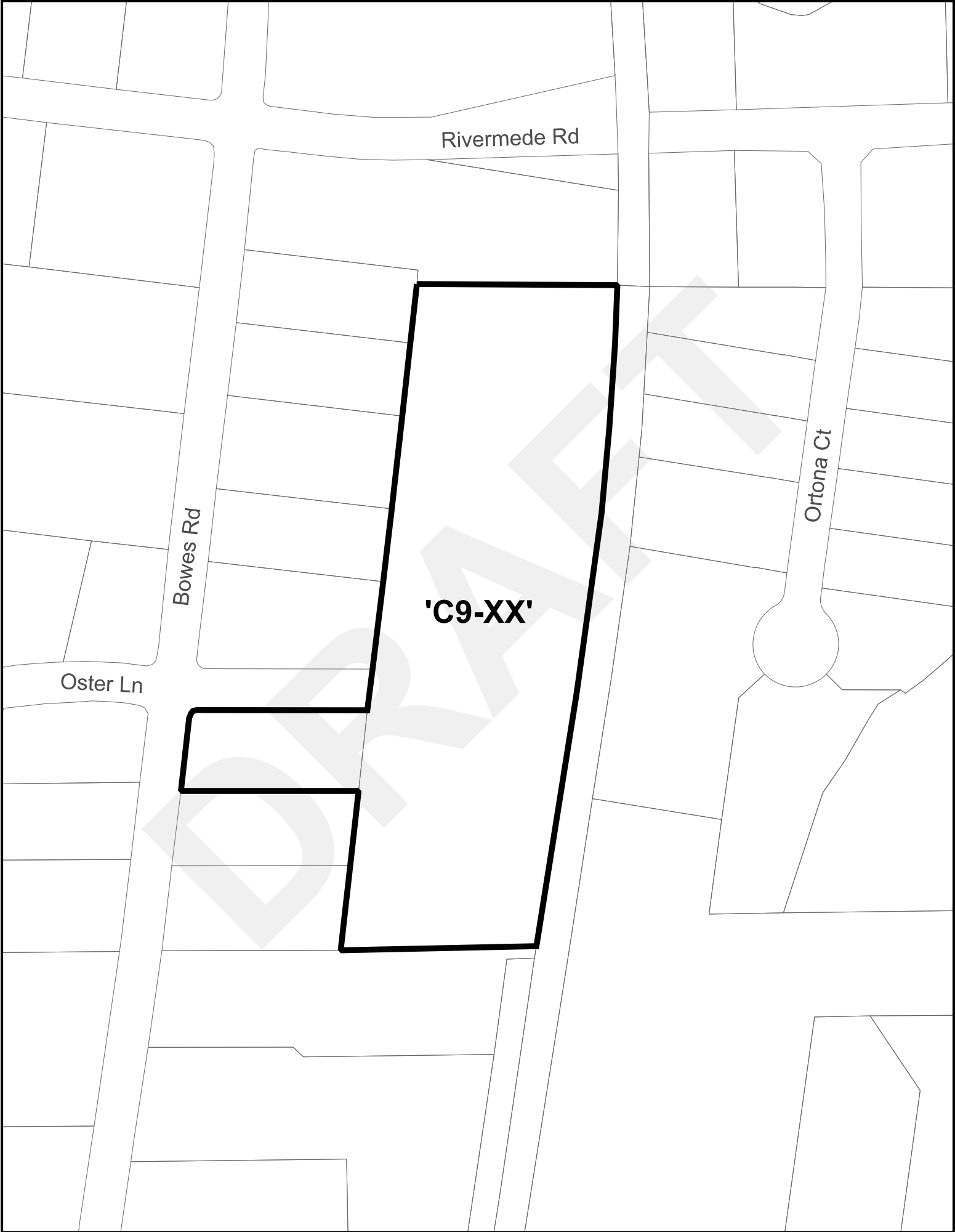
Residential

i. Apartment Dwelling

A minimum of 10% of the dwelling units shall be Affordable Housing.

(3) Only the following zoning requirements for the lands described in subsection (1) applies:


1. Minimum Lot Area: 5,200m².
2. Minimum Lot Frontage: 45 metres
3. Minimum Yard Setbacks are:
 - i) Front – 3.0 metres
 - ii) Interior Side – 1.5 metres
 - iii) Exterior Side – 3.0 metres
 - iv) Rear Side – 3.0 metres
4. Maximum Building Height: 122 metres
5. Build to Zone: 0m to 6.0m
6. Maximum Density: 6.0 Floor Space Index



THIS IS SCHEDULE 'A'
TO BY-LAW NO. _____ 20

MAYOR

CLERK

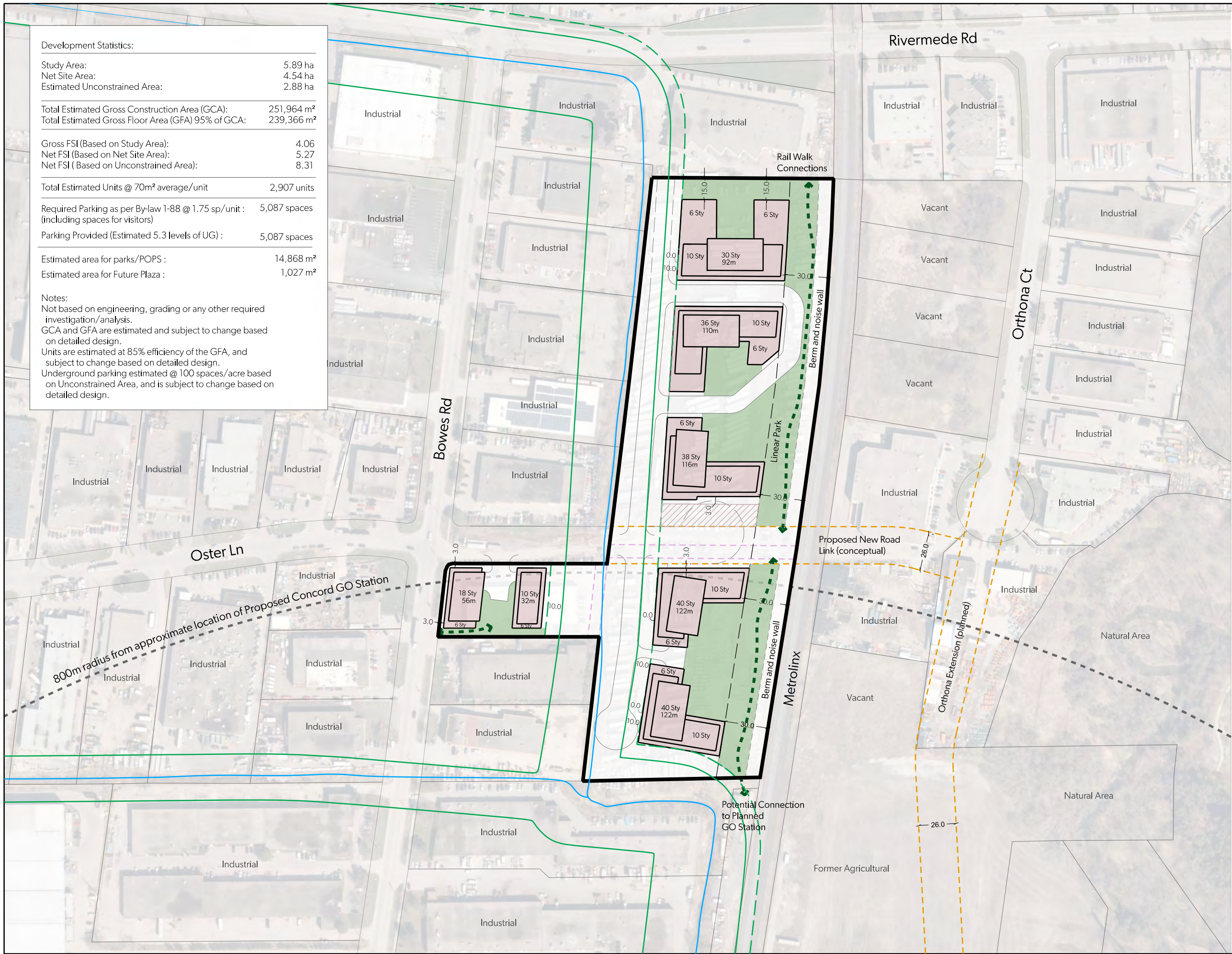
 LANDS SUBJECT TO AMENDMENT
FROM 'EM2' TO 'C9-XX'



FILE No: _____
APPLICANT: HAZELTON DEV. HOLDINGS INC.,
CRICKLEWOOD DEVELOPMENTS INC.
LOCATION: 163, 175 BOWES ROAD
PT LT 21 PL 7925 VAUGHAN PTS 1 & 2, 64R3185
PT LT 7 CON 3, *PTS 1, 2 & 3 PL 65R23417
CITY OF VAUGHAN
REGIONAL MUNICIPALITY OF YORK

Development Statistics:	
Study Area:	5.89 ha
Net Site Area:	4.54 ha
Estimated Unconstrained Area:	2.88 ha
Total Estimated Gross Construction Area (GCA):	251,964 m²
Total Estimated Gross Floor Area (GFA) 95% of GCA:	239,366 m²
Gross FSI (Based on Study Area):	4.06
Net FSI (Based on Net Site Area):	5.27
Net FSI (Based on Unconstrained Area):	8.31
Total Estimated Units @ 70m² average/unit	2,907 units
Required Parking as per By-law 1-88 @ 1.75 sp/unit :	5,087 spaces
(including spaces for visitors)	
Parking Provided (Estimated 5.3 levels of UG) :	5,087 spaces
Estimated area for parks/POPS :	14,868 m²
Estimated area for Future Plaza :	1,027 m²

Notes:
Not based on engineering, grading or any other required investigation/analysis.
GCA and GFA are estimated and subject to change based on detailed design.
Units are estimated at 85% efficiency of the GFA, and subject to change based on detailed design.
Underground parking estimated @ 100 spaces/acre based on Unconstrained Area, and is subject to change based on detailed design.



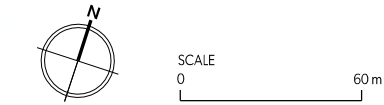
- Legend
- Study Area
 - Meander Belt (TRCA)
 - 10m Meander Belt Buffer
 - Watercourse
 - Minor Collector - 26m - (Concord GO Centre SP)
 - 30m Railway Setback
 - Easement
 - 800m radius from approximate location of Proposed Concord GO Station
 - Natural Area
 - Parkettes/POPS
 - Pedestrian Links
 - Future Plaza

Notes:
- Parcel fabric referenced from York Region open data, subject to confirmation by survey.
- Areas and dimensions are approximate and subject to confirmation by survey.
- Meander Belt digitized from TRCA Regulation Mapping (October, 2019).
- Buffers from hazard features per Section 7.3.1.4 (b) of TRCA Living City Policies (November, 2014).
- Rail setback per Metrolinx Adjacent Development Guidelines (April 2013).
- Easement on 163 Bowes Rd relates to storm/sanitary/watermain construction and maintenance.
- Easement on 175 Bowes Rd relates to sanitary/watermain construction and maintenance.
- Minor Collector alignments per City of Vaughan Concord GO Centre Secondary Plan and are approximate.
- Development limits are estimated subject to further environmental assessment.
- Air photo from First Base Solutions Inc., 2019 image.

DRAWN / REVISED	
28 AUG 2020	First Draft

DEVELOPMENT CONCEPT

163, 175 BOWES ROAD
CITY OF VAUGHAN
REGIONAL MUNICIPALITY OF YORK



File Number: 9112
Date: 2020-08-28
Drawn By: SD/MH
Planner: MQ
CAD: 9112/concepts/C2_2020-08-28.dgn

Drawing

C2



WESTON
CONSULTING

planning + urban design