

## Committee of the Whole (Public Meeting) Report

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**DATE:** Tuesday, November 30, 2021

**WARD(S):** 5

**TITLE:** PROMENADE CENTRE SECONDARY PLAN

**FILE NO. 26.7**

**VICINITY – SOUTHWEST CORNER OF CENTRE STREET AND  
BATHURST STREET**

**FROM:**

Haiqing Xu, Deputy City Manager, Planning and Growth Management

**ACTION:** DECISION

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### **Purpose**

To present the draft Promenade Centre Secondary Plan developed through the Promenade Centre Secondary Plan Study as shown on Attachment 5, and to receive comments from the public, stakeholders, and the Committee of the Whole on the proposed amendment to the Vaughan Official Plan 2010. This report provides a summary of the key policies contained in the draft Promenade Centre Secondary Plan, which, when approved, will establish the framework to guide land use, building heights, densities, transportation, urban design, natural areas, parks and open space as well as the implementation of the Secondary Plan.

### **Report Highlights**

- Overview of the Provincial, Regional and Municipal planning context which informed the development of the draft Promenade Centre Secondary Plan
- Summary of the Promenade Centre Secondary Plan Study process
- Description of the key land use designations and policies presented in the draft Promenade Centre Secondary Plan
- Technical report to be prepared by the Policy Planning and Special Programs Department will be considered at a future Committee of the Whole meeting

## **Recommendations**

1. THAT the Public Meeting Report and presentation regarding the Promenade Centre Secondary Plan (File 26.7) BE RECEIVED, and that any issues identified be addressed by the Policy Planning and Special Programs Department in a future comprehensive technical report to the Committee of the Whole.
2. THAT Council endorse the expansion of the Promenade Centre Secondary Plan Area boundary as identified on Schedule 14-A of VOP 2010, to include all the lands located within the Promenade Centre Study Area as shown on Attachment 1.

## **Background**

***The Promenade Centre Secondary Plan area is located within the southeast part of the City of Vaughan, along the Viva Rapidway Bus Rapid Transit corridor, and includes the existing Promenade Mall***

The Promenade Centre Secondary Plan Study (File 26.7) is a City-initiated Study intended to establish the appropriate land use designations and policy framework for the lands currently occupied by the Promenade Mall and surrounding uses (herein referred to as “Promenade Centre” or the “study area”). The primary outcome of the Study is a Secondary Plan that will guide future development in Promenade Centre, ensuring this area evolves as a complete community.

The Promenade Centre study area is approximately 46.2 hectares in size and is bounded by Centre Street to the north, Bathurst Street to the east, Clark Avenue West to the south and New Westminster Drive to the west as shown on Attachment 1. The study area includes the Promenade Mall and surrounding surface parking lots, additional low-rise commercial uses and associated surface parking lots, existing high-rise residential apartment buildings and townhomes, a secondary school, a library, a public park, a woodlot, and the Promenade Transit Terminal, which is served by York Region Transit (YRT), Toronto Transit Commission (TTC) and adjacent Viva bus routes.

The Promenade Mall is currently accessed by a private ring road, Promenade Circle. Private streets connect Promenade Circle to each of the streets that border the study area, including Centre Street to the north (North Promenade), Bathurst Street to the east (East Promenade), Clark Avenue West to the south (South Promenade) and New Westminster Drive to the west (West Promenade).

The Viva Rapidway Bus Rapid Transit (BRT) corridor is located on Centre Street north of the Secondary Plan area, providing service east to Richmond Hill Centre Terminal and west to the Vaughan Metropolitan Centre BRT Station and beyond. The Disera-Promenade BRT Station is located at the intersection of Centre Street and North Promenade; a pedestrian crossing provides direct access to the study area from the Station. The Taiga BRT Station on Centre Street and Atkinson BRT Station on Bathurst Street, are also located within close proximity of the study area.

East of the study area on the Yonge Street corridor, planning for the Yonge North Subway Extension is underway. Included in the current plans for this project is a subway station located at the intersection of Clark Avenue and Yonge Street. Additional viva bus service is identified in the Viva Network Expansion Plan to operate on Clark Avenue West, providing a direct rapid public transit connection between Promenade Centre and the planned Clark Station.

Existing stable residential neighbourhoods are located to the east, west and south of the study area. Townhouses and a supportive living mid-rise residential building are also located immediately south of the study area. A wide range of uses are located to the north of the Secondary Plan area including big box commercial, high-rise residential, townhouses and a retirement residence. Disera Drive, a main street featuring mixed-use buildings with at-grade retail is situated within this area and aligned with North Promenade, providing a direct connection to the study area. Land uses surrounding the Promenade Centre are shown on Attachment 1.

***Public Notice was provided in accordance with the Planning Act, and Council's Notification Protocol. The polling area was expanded to 200m, whereas 120m is required by the Planning Act.***

The required Notice of Public Meeting was published in the Thornhill Liberal and Vaughan Citizen on November 11<sup>th</sup>, 2021. Additional notification of this meeting was provided through the following methods:

- a) A Notice was mailed to all properties located within the Study Area as well as those within a surrounding 200m radius.
- b) Notification of the Public Meeting was posted on the City's website at [www.vaughan.ca/PromenadeCentre](http://www.vaughan.ca/PromenadeCentre) and was also shared throughout the City's social media channels and other corporate channels such as electronic billboards and community centre television screens.
- c) Notification was also provided to all individuals who requested further information regarding the Study as well as ratepayer group and community associations.

To meet the statutory requirements of the *Planning Act*, the draft Promenade Centre Secondary Plan was posted on the City's dedicated webpage for the Secondary Plan Study at [www.vaughan.ca/promenadecentre](http://www.vaughan.ca/promenadecentre), 20 days in advance of the Public Meeting held on Tuesday, November 30, 2021.

Any written comments 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 received will be reviewed by the Policy Planning and Special Programs Department and addressed in a technical report to be considered at a future Committee of the Whole meeting.

***A Secondary Plan Study for the Promenade Mall area is required by Vaughan Official Plan 2010***

The Promenade Centre Secondary Plan Study commenced in February of 2019. Schedule 14-A of the Vaughan Official Plan 2010 (VOP 2010) identifies the Promenade Mall and surrounding uses as a required Secondary Plan area. Section 10.1.1 of VOP 2010 Volume 1, provides further guidance on the development and implementation of Secondary Plans.

The lands located within the required Promenade Centre Secondary Plan Area, as well as lands located immediately north of Centre Street, were also identified as a required Area Specific Plan on Schedule 14-B of VOP 2010. In April 2020, a Local Planning Appeals Tribunal settlement amended the 12.11 Bathurst and Centre Street Area Specific Plan, removing the lands south of Centre Street from this Area Plan.

The amendment to the 12.11 Bathurst and Centre Area Specific Plan simplified the multi-layered policy framework applied to Promenade Centre in VOP 2010. As a result, the Promenade Centre Secondary Plan Study represents the required secondary planning process for this area. This amendment process, however, isolated a narrow strip of land located between the western boundary of the required Secondary Plan area and New Westminster Drive. The existing land uses in this area include a mid-rise residential building, townhome developments and a secondary school. In the absence of a detailed planning framework and given the relationship between these sites and the Secondary Plan Area, this additional area is proposed to be included in the draft Secondary Plan (see Attachment 1).

In response to the VOP 2010 requirement for a Secondary Plan Study, the Policy Planning and Special Programs Department prepared a Communication to Council dated November 14, 2016, recommending that the City initiate a Secondary Plan Study. The Communication recommended that discussions be held with stakeholders (including the owners of the Promenade Mall) to confirm their interest in proceeding with the Secondary Plan Study (see Previous Reports below).

The City subsequently retained the consultant services of a multi-disciplinary team led by Macaulay Shiomi Howson to undertake the Promenade Centre Secondary Plan Study.

***The Promenade Centre Secondary Plan Study has considered the relevant Provincial, Regional and Municipal policy framework***

The draft Promenade Centre Secondary Plan was developed under a broad policy framework that includes the Provincial Policy Statement 2020 (PPS), A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2020 (Growth Plan), the York Region Official Plan (YROP) and Vaughan Official Plan 2010 (VOP 2010).

**The Provincial Policy Statement 2020 (PPS)**

In accordance with Section 3 of the *Planning Act*, all land use decisions in Ontario "... shall be consistent" with the PPS. The PPS provides "... policy direction on matters of provincial interest related to land use planning and development" (Part 1). These

policies support the goal of enhancing the quality of life for all Ontarians. The PPS states, “Healthy, liveable and safe communities are sustained by ... promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs” (Section 1.1.1).

In addition, the PPS recognizes, “Efficient development patterns optimize the use of land, resources and public investment in infrastructure and public service facilities. These land use patterns promote a mix of housing, including affordable housing, employment, recreation, parks and open spaces, and transportation choices that increase the use of active transportation and transit before other modes of travel” (Part IV). Further, “Land use must be carefully managed to accommodate appropriate development to meet the full range of current and future needs, while achieving efficient development patterns and avoiding significant or sensitive resources and areas which may pose risk to public health and safety” (Part IV).

#### A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2020 (Growth Plan)

The Provincial *Places to Grow Act* is the governing legislation that implements the Growth Plan, and it states that all decisions made by municipalities under the *Planning Act* “shall conform to” the Growth Plan. The Growth Plan is intended to guide decisions on a wide range of issues, including economic development, land-use planning, urban form, and housing. The Growth Plan provides a framework for implementing the government of Ontario’s vision for the Greater Golden Horseshoe which, “... will continue to be a great place to live, work and play. Its communities will be supported by a strong economy and an approach that puts people first” (Section 1.2).

The Guiding Principles of the Growth Plan direct municipalities to “Support the achievement of *complete communities* that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime” (Section 1.2.1). In particular, the Growth Plan supports the principles of building compact vibrant neighbourhoods, the protection and conservation of valuable natural resources, and the optimization of existing and new infrastructure to support growth in a compact efficient form.

As it relates to Delineated Built-up Areas, such as Promenade Centre, the Growth Plan states, “By the time the next municipal comprehensive review is approved and in effect, and for each year thereafter, the applicable minimum intensification target is as follows ... A minimum of 50 per cent of all residential development occurring annually within ... the Regions of Durham, Halton, Niagara, Peel, Waterloo and York will be within the delineated built-up area” (Section 2.2.2). Further, “Until the next municipal comprehensive review is approved and in effect, the annual minimum intensification target contained in the applicable upper- or single-tier official plan that is approved and in effect as of July 1, 2017 will continue to apply” (Section 2.2.2). Based on this policy, the minimum density target established in VOP 2010 of accommodating a minimum of 45% of residential intensification within intensification areas continues to apply.

### Major Transit Station Areas (MTSAs)

The Growth Plan seeks to align growth with transit by directing growth to Strategic Growth Areas, including MTSAs. Schedule 5 of the Growth Plan identifies Centre Street and Bathurst Street as Priority Transit Corridors. Related to this designation, the MTSA policies of the Growth Plan are also applicable to the Promenade Centre Secondary Plan Area due to the proximity of three bus rapid transit stations, including one located on the northern border of the Secondary Plan Area (Disera-Promenade) and two in close proximity (Taiga and Atkinson).

The Growth Plan identifies that "...Major transit station areas on priority transit corridors or subway lines will be planned for a minimum density target of ... 160 residents and jobs combined per hectare for those that are served by light rail transit or bus rapid transit" (Section 2.2.4).

York Region's Planning for Intensification Background Report (2019) provides further guidance concerning the delineation of MTSA boundaries and densities, and identifies a minimum density target of 200 people and jobs per hectare for the Disera-Promenade BRT Station MTSA. The minimum density target identified for the Disera-Promenade BRT Station applies to the area shown on Attachment 3, which is intended to include lands that are located within an approximate 500 to 800 metre radius of the station, representing about a 10-minute walk and where future intensification is anticipated. This MTSA boundary includes a large portion of the Promenade Centre Secondary Plan area.

The Planning for Intensification Background Report establishes minimum density targets of 160 people and jobs per hectare for the Taiga and Atkinson BRT Stations, which are in close proximity to the Secondary Plan area, based on direction from the Growth Plan. The final MTSA boundaries and minimum density targets will be established through the approval of the York Region Official Plan.

### York Region Official Plan 2010 (YROP)

The YROP designates the Promenade Centre Secondary Plan area as 'Urban Area' on Map 1, Regional Structure. The YROP states that, "...Intensification within the Urban Area will accommodate a significant portion of the planned growth in the Region" (Section 5.0). The Urban Area designation is intended to allow for the creation of compact and complete communities which are sustainable and have the highest standard of urban design.

The YROP designates Centre Street and Bathurst Street, north of Centre Street, as 'Regional Corridor' on Map 1, Regional Structure. Regional Corridors are identified in the YROP as serving "a critical role as the primary locations for the most intensive and greatest mix of development within the Region" (Section 5.4.1). The Viva BRT service is now operational along Centre Street through the Study area and continues north on Bathurst Street. South of Centre Street, Bathurst Street is identified as 'Regional Transit Priority Network', which is further designated as a Special Study Corridor.

#### Vaughan Official Plan 2010 (VOP 2010)

Vaughan Council on September 7, 2010, adopted the VOP 2010. Schedule 1 Urban Structure of VOP 2010 Volume 1, identifies the Secondary Plan area as a 'Primary Centre'. VOP 2010 states that "Primary Centres will become mixed-use areas with residential development as well as a wide range of other uses that will serve the residents of the Primary Centre, the surrounding Community Areas and the City as a whole, including retail uses, institutional uses, office uses, community facilities and human services. They will be designed as transit-oriented, pedestrian friendly places" (Section 2.2.5). Specific direction is provided related to Primary Centres in Section 2.2.5.6 of VOP 2010, including recognition of the significance as well as potential redevelopment or intensification of Promenade Mall. Schedule 1 also designates parts of the Secondary Plan area as 'Community Area' and 'Regional Intensification Corridor' for sites located on Centre Street and Bathurst Street. VOP 2010 outlines that "... Regional Intensification Corridors... will link Regional centres both in Vaughan and beyond and are linear places of significant activity. They may accommodate mixed-use intensification or employment intensification" (Section 2.2.5).

Schedule 13 designates the lands within the Promenade Centre Secondary Plan area primarily as 'High-Rise Mixed-Use' with no permitted maximum height or density, with a small area designated as 'Park' to recognize the existing Pierre Elliott Trudeau Park. High-Rise Mixed-Use areas "...are generally located in Intensification Areas and provide for a mix of residential, retail, community and institutional uses. These areas will be carefully designed with a high standard of architecture and public realm, and well-integrated with adjacent areas" (Section 9.2.2.6 a).

VOP 2010 provides guidance on the preparation of Secondary Plans in Section 10.1.1. Sections 10.1.1.3 and 10.1.1.4 outline the requirements to be addressed through Secondary Plans, including requirements specific to Intensification Areas.

#### ***Two active Development Applications were included in the draft Secondary Plan***

In advance of the Secondary Plan completion, two development applications in the Study Area were approved to proceed through the development review process. The applications represent the first phase of significant redevelopment proposals from major landowners in the Study Area; Promenade Limited Partnership (PLP) and Torgan Group. Approved developments associated with these applications have been formally recognized and included in the draft Secondary Plan.

In June 2019, Vaughan City Council approved applications for Official Plan and Zoning By-law Amendment Files OP.18.013 & Z.18.020 to facilitate the first phase of a proposed multi-phased masterplan prepared by Promenade Limited Partnership (PLP) for their land holdings, which include the existing Promenade Mall, LCBO, and surrounding surface parking. Vaughan City Council also approved Site Development File DA.18.107 in October 2019. PLP's Phase 1 application includes two residential condominium buildings (30 and 35-storeys) yielding 757 residential units connected by a mid-rise podium with retail uses at grade. Phase 1 also includes initial development of a main "High Street" which will feature a pedestrian focused public realm framed by active uses. While a 26-storey mixed-use building comprised of office, hotel and retail uses

was originally proposed as part of the Phase 1 application, PLP has since submitted a revised Phase 1 application (DA.21.035) which removes this building, with the intention of relocating it as part of a subsequent phase of PLP's masterplan development.

The Torgan Group (Torgan) has proposed a masterplan for the Torgan land holdings located in the northern section of the Secondary Plan Area, which currently includes commercial plazas and associated surface parking area north of Promenade Mall, fronting Centre Street. Following an ongoing appeal by Torgan related to a requested Official Plan Amendment for their lands (OP.16.006), on April 28, 2020, the Ontario Land Tribunal (formerly known as the Local Planning Appeal Tribunal) issued an Order to allow a portion of Torgan's lands (known as Phase 1) to proceed in advance of the Promenade Centre Secondary Plan completion.

Torgan has since submitted a revised Official Plan Amendment Application (OP.16.006) and Zoning By-law Amendments (Z.20.019) for Phase 1 to facilitate the development of two residential buildings (28 and 30-storeys) yielding 685 units, including an integrated two-storey commercial building, and Privately Owned Publicly-Accessible Spaces (POPS).

### ***A comprehensive consultation process has informed the Promenade Centre Secondary Plan Study***

The draft Promenade Centre Secondary Plan was informed by an extensive public and stakeholder consultation process. The consultation strategy included two main platforms to advertise public engagement events. The first platform focused on a digital communication campaign and included the placement of meeting notices on Vaughan Online, Twitter, Facebook and Instagram; the creation of a dedicated webpage for Promenade Centre, including a friendly Uniform Resource Locator (URL) [www.vaughan.ca/promenadecentre](http://www.vaughan.ca/promenadecentre); and a dedicated project email address [promenadecentre@vaughan.ca](mailto:promenadecentre@vaughan.ca).

The second platform included a print campaign which involved mailing meeting notices to stakeholders within the Study Area and surrounding community. In addition, e-blasts (e-mail notifications) were sent to all individuals and groups requesting information through the study process. Mobile signs were also placed at prominent locations in the study area to advertise the date and location of meetings.

### ***Public and stakeholder consultation played a significant role in the Promenade Centre Secondary Plan study process***

Key participants in the consultation process were engaged throughout the Study. Participants included City Council, the Promenade Centre Secondary Plan Technical Advisory Committee (TAC), the Promenade Centre Secondary Plan Landowners Group (LOG) and residents/landowners within the Secondary Plan study area and surrounding areas.

#### **Promenade Centre TAC and LOG**

City Staff met with the Promenade Centre TAC during the initial phases of the study process and following the preparation of the draft preferred land use plan and multi-



modal transportation network. City Staff have also conducted focused meetings with TAC members who are subject matter experts in specific areas including parks and open space, urban design, environmental matters, transportation, and servicing, among others, and continue to have these meetings as needed.

The City has also met with the Promenade Centre LOG on an ongoing basis throughout the study process. Meetings with the LOG have included members of the TAC when discussions required the participation of subject matter experts.

#### Indigenous Communities

Indigenous Peoples with an interest in Vaughan, will be provided an update on ongoing City initiated infrastructure projects and studies, including the Promenade Centre Secondary Plan Study. City Staff will provide a summary of each Study that includes a map, description and timelines, and the identification of any relevant background studies. There are no archaeological assessments and/or environmental studies being conducted at this time for the Promenade Centre Secondary Plan Study.

To date, City staff have been actively engaging Indigenous Communities on City led projects such as the Official Plan Review and Infrastructure projects such as the Municipal Class Environmental Assessments. Indigenous Engagement is mandated by the Provincial Policy Statement 2020, *Planning Act*, and the *Environmental Assessment Act*.

#### Walking Tour

In June 2019, the Policy Planning and Special Programs Department led a walking tour of the Promenade Centre study area and surrounding areas. The tour was organized for members of the Promenade Centre project team and TAC to provide an in-depth understanding of the site and surrounding context, including potential opportunities and challenges.

#### Public Forums

Two Public Open Houses were held to inform parties interested in the Promenade Centre Secondary Plan Study.

*Public Open House #1:* The October 30, 2019 Public Open House was a Visioning Summit and Workshop which provided those in attendance with information regarding the Promenade Centre Secondary Plan Study. The Summit provided an opportunity to discuss the existing conditions and characteristics of the Promenade Centre study area, as well as the challenges and opportunities related to potential development. The meeting included a presentation, time for attendees to view display boards, round table discussions and visioning exercises to obtain public input intended to inform the preparation of the Plan.

*Public Open House #2:* The July 7, 2021 Public Open House was hosted virtually via Zoom and provided those in attendance with an update regarding the Promenade Centre Secondary Plan Study and an opportunity to provide their input on the presentation material. The Open House included a presentation of the draft preferred

land use plan and multi-modal transportation network, an explanation of the next steps in the Study process, and a question and answer period. A comment period followed the Open House where members of the public could review the Open House presentation and materials, as well as submit written comments online through the dedicated project webpage and email.

Information including presentation material related to each meeting can be found at [www.vaughan.ca/promenadecentre](http://www.vaughan.ca/promenadecentre).

In addition, a pop-up event was held on November 18, 2019 at the Promenade Mall, where members of the public and passers-by were invited to provide input on the Secondary Plan study, view display boards and materials, and ask questions of the project team.

#### Reports to Council

A communication related to the Promenade Centre Secondary Plan was prepared and considered by Committee of the Whole and Council at a Finance, Administration and Audit Committee meeting (November 14, 2016). The Communication is referenced in the Previous Reports/Authority section of this report.

#### ***The Promenade Centre Secondary Plan Study has been informed by several background studies and ongoing City-wide studies***

#### Background Studies

A number of background studies were undertaken concurrently with the Promenade Centre Secondary Plan Study. The background studies informed different aspects of the draft Secondary Plan, including a Comprehensive Transportation Study (CTS), Commercial Use Assessment, Population and Employment Estimates, Scoped Community Facilities Study, Community Energy Plan Draft Terms of Reference, Sustainability Plan Draft Terms of Reference, Planning Background Report, and Phase 1 Consultation Summary.

#### Comprehensive Transportation Study

A key background study, the CTS broadly reviewed the existing transportation policies and network within the study area and examined the surrounding context to determine the supporting networks and transportation improvements required for growth in the secondary plan area.

The CTS built from the Provincial, Regional and City transportation planning and policy context including the Growth Plan, Metrolinx 2041 Regional Transportation Plan (RTP) (2018), York Region Transportation Master Plan (YRTMP) (2016), YROP, VOP 2010, Green Directions Vaughan (2009), and the Vaughan Pedestrian and Bicycle Master Plan (2020) and Vaughan Transportation Master Plan (2012 and on-going TMP Update).

Under an integrated approach to land use and transportation planning, the objectives of the CTS include:

- Providing an understanding of the existing transportation network for all modes of travel
- Providing a multi-modal transportation evaluation for the existing conditions to assess the safety and convenience for travelers including pedestrians, cyclists, transit users and drivers
- Identifying the needs and opportunities for the study area
- Evaluating and assessing land use scenarios and multi-modal transportation network alternatives, under a multi-modal evaluation and analysis
- Evaluating the preferred land use scenario and identifying a supporting multi-modal, complete streets transportation network; and
- Providing recommendations for a transportation plan and policy implementation framework

#### City of Vaughan Integrated Urban Water Plan

The City is currently undertaking the Integrated Urban Water Master Plan with the purpose of assessing existing and planned urban water systems and establishing a long-term strategy to provide safe, reliable and sustainable services in support of the City's Growth Management Strategy. The Integrated Urban Water Master Plan is a comprehensive study integrating water, wastewater and stormwater management with land-use planning and environmental protection.

This Master Plan is being completed in accordance with the Municipal Class Environmental Assessment and includes the development of Functional Servicing Strategy Reports for the City's intensification areas such as the Promenade Centre Secondary Plan. This Master Plan is expected to be completed in Q2 of 2022.

#### **Previous Reports/Authority**

The following Communication had been prepared in reference to the Promenade Centre Secondary Plan.

Response to Requested Action from City Staff to Ensure a Comprehensive Review for Promenade Mall Secondary Plan Area (File #: 26.7), November 14, 2016, Finance, Administration and Audit Committee (Report No. 13), which can be found at the following link:

[https://www.vaughan.ca/council/minutes\\_agendas/Communications/FAA%201114\\_16\\_C5.pdf](https://www.vaughan.ca/council/minutes_agendas/Communications/FAA%201114_16_C5.pdf)

## **Analysis and Options**

### ***The draft Promenade Centre Secondary Plan contains a number of policies which provide for the creation of a complete community***

The draft Promenade Centre Secondary Plan is designed to provide a planning framework that will guide future development in the Plan area. The Secondary Plan supports the continued evolution of the area as a Primary Centre and complete community through a focus on mixed-use intensification which is transit-supportive, vibrant, inclusive, healthy, sustainable, and diverse. This includes the retention and revitalization of the existing Promenade Mall, while enhancing its role as a regional shopping centre. The Plan will also provide for and encourage a range and mix of housing types and tenures, will feature tall and lower buildings, with a range of densities supportive of public transit, as well as institutional and public uses to serve the community. It will be developed based on a fine-grained street grid that incorporates sidewalks and bicycle facilities, and an urban built form that creates active and attractive streets for all seasons. The Secondary Plan will ensure high quality development that is compatible with surrounding land uses and transit supportive.

The Secondary Plan is founded on the principle of creating a complete community for its current and future residents and users of the area. VOP 2010 defines complete community as, “Communities that meet people’s needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including affordable housing, schools, recreation and open space for their residents. Convenient access to public transportation and options for safe, non-motorized travel is also provided.”

The key components of the draft Secondary Plan are outlined below. The draft Promenade Centre Secondary Plan in its entirety can be found at [www.vaughan.ca/promenadecentre](http://www.vaughan.ca/promenadecentre), and is appended as Attachment 5 to this report.

## **Vision and Principles**

The following Vision Statement and Guiding Principles were developed based on information gathered at the first Public Open House (Workshop and Visioning Summit) and refined through the Secondary Plan Study process, including input from all stakeholders.

### **Vision Statement**

Promenade Centre is identified as a place for growth and will evolve over time as a distinct urban centre. Promenade Centre will maintain and enhance its role as an important place for people to gather, socialize, shop, work, learn and live. The Centre will be planned for pedestrians, cyclists, transit users and motorists, providing a network of complete streets and ease of access to high quality local and rapid transit services. These streets, in concert with a network of parks, indoor and outdoor open spaces and gathering places, will be vibrant, safe and accessible for the needs of a multi-generational community. New development within Promenade Centre will be sustainable and provide for a mix of retail, entertainment, community, and office uses, as well as a variety of housing types. The evolution of Promenade Centre will respect the surrounding neighbourhoods.

The key Guiding Principles for the Promenade Centre Secondary Plan include the following:

- Create a complete community where people can gather, socialize, shop, work, learn and live
- Develop a well-connected, multi-modal, and accessible community with a transportation network that supports safety and choice of movement for all travel modes
- Create a high-quality and interconnected network of public spaces that support community gathering
- Promote a wide range of housing types and tenures to accommodate a diverse multi-generational community and facilitate “aging in place”
- Ensure that new development is sensitive to surrounding neighbourhoods in the Thornhill community
- Encourage sustainable development with a focus on energy efficiency, sustainable water and waste management, and climate change adaptation

A more detailed description of the Guiding Principles can be found in Attachment 5 (Part B, 2.0 Vision and Guiding Principles, p.6).

#### Structure of the Draft Secondary Plan

The draft Promenade Centre Secondary Plan has been structured into five precincts as shown on Attachment 2. Each Precinct permits a mix of uses but is intended to have a specific focus and related character.

*Central Square Precinct:* Located in the centre of the study area and including a portion of the lands fronting Bathurst Street. The Central Square Precinct encompasses the existing Promenade Mall and is intended to function as a key area for community gathering. This Precinct includes “High-Rise Mixed-Use”, “Mid-Rise Mixed-Use”, and “Park” land use designations. The High-Rise Mixed-Use designation applies primarily to the Promenade Mall lands, where potential new development may be integrated with a revitalized mall. The Mid-Rise Mixed-Use designation provides a transition to the established residential neighbourhoods on the east side of Bathurst Street. Public parks are proposed along Bathurst Street and an adjacent interior block to form an eastern gateway entrance to the study area.

*Transit Hub Precinct:* Located in the northwest quadrant of the study area, the Transit Hub Precinct is bounded by Centre Street to the north, North Promenade to the east, West Promenade to the south and New Westminster Drive to the west. This Precinct is located along the Viva Rapidway BRT corridor which includes the adjacent Disera-Promenade BRT Station, and is focused on the existing Transit Terminal.

The Transit Hub Precinct includes “High-Rise Mixed-Use”, “High-Rise Residential”, “Low-Rise Mixed-Use” and “Park” land use designations. The High-Rise Mixed-Use designation permits greater building heights and densities in support of the Transit Terminal and adjacent Disera-Promenade BRT Station. The High-Rise Residential and Low-Rise Mixed-Use designations reflect the existing residential uses in this Precinct,

including high-rise and mid-rise apartment buildings and townhouses. A public park is proposed south of the Transit Terminal which is intended to create a sense of arrival and forms part of the open space network.

*Centre Street Corridor Precinct:* Located in the northeast quadrant of the Study Area, the Centre Street Corridor Precinct is bounded by Centre Street to the north, Bathurst Street to the east, Promenade Circle to the south and North Promenade to the west. This Precinct is located along the Viva Rapidway BRT corridor and adjacent to both the Disera-Promenade BRT Station and Transit Terminal and is characterized by a concentration of high-rise mixed-use development. The Centre Street Corridor Precinct includes “High-Rise Mixed-Use” and “Park” land use designations. The High-Rise Mixed-Use designation permits greater building heights and densities in support of the Transit Terminal and adjacent Disera-Promenade BRT Station. A proposed public park will form part of the open space network and will be supported by a number of POPS located throughout the Precinct.

*Neighbourhood Precinct:* Located in the southeast quadrant of the study area, the Neighbourhood Precinct is bounded by East Promenade to the north, Bathurst Street to the east, Clark Avenue West to the south and South Promenade to the west. This Precinct is intended to be a primarily residential community. The Neighbourhood Precinct includes “High-Rise Mixed-Use” and “High-Rise Residential” land use designations. The High-Rise Mixed-Use designation is intended to provide a community focus and a transition between the Mall lands and the existing high-rise apartment buildings. The High-Rise Residential designation reflects the existing high-rise apartment buildings located in the southeast corner of the Precinct.

*Community Hub Precinct:* Located in the southwest quadrant of the study area, the Community Hub Precinct is bounded by West Promenade to the north, South Promenade to the east, Clark Avenue West to the south, and New Westminster Drive to the west. This Precinct is focused on a number of existing community facilities, including the Bathurst Clark Resource Library, St. Elizabeth High School, Pierre Elliott Trudeau Park, and a woodlot. Land use designations include “High-Rise Mixed-Use”, “Major Institutional” reflecting the existing library, “Natural Area” reflecting the existing woodlot, “Park” reflecting the existing Pierre Elliott Trudeau Park, and “Low-Rise Mixed-Use” on the existing school site. The Community Hub Precinct is intended to evolve as a focal point for the location of community services.

The draft Secondary Plan establishes the mix of land uses, building heights, densities, parks and open spaces and the distribution of these elements across the Secondary Plan area. It details how these proposed uses are transit supportive and meet minimum provincial density requirements for areas located within a Major Transit Station Area. In addition, the draft Secondary Plan establishes a transportation network for the Plan Area and includes urban design policies intended to achieve high quality built form and inviting streetscapes and pedestrian environments.

### Population, Employment and Density Targets

The policies of the draft Secondary Plan will achieve the overall minimum density target of 200 people and jobs per hectare within the Study Area, as identified for the Disera-Promenade BRT Station MTSA and endorsed by York Region.

The approach to building height and density locates the greatest heights and densities in the Transit Hub Precinct, the Centre Street Corridor Precinct and the Central Square Precinct in support of the Transit Terminal and Disera-Promenade BRT Station. The Secondary Plan identifies maximum height and density permissions within specific land use designations. The Plan accommodates an estimated population and job range of 17,235 to 21,162, yielding a density range of 373 to 458 people and jobs per hectare to ultimate build-out.

The number of residential units, population and jobs provided for in the Secondary Plan are presented as draft and will be finalized through the Study process, taking into consideration input provided through this Public Meeting.

### Residential and Mixed-Uses

The five Precincts include “High-Rise Mixed-Use”, “High-Rise Residential”, “Mid-Rise Mixed-Use” and “Low-Rise Mixed-Use” land use designations, as shown on Attachments 2 and 3. Generally, the uses and building types permitted within each designation are consistent with the current VOP 2010 permissions. The High-Rise Residential and Low-Rise Mixed-Use designations are primarily intended to recognize the existing high-rise and mid-rise apartment buildings as well as townhouses within the study area.

The maximum height permitted for buildings located in the High-Rise Mixed-Use designations is 35-storeys. The maximum permitted density for new buildings in this designation is a Floor Space Index (FSI) of 7.0 times the lot area, with the exception of new buildings in the Transit Hub Precinct, where an FSI of 10.0 times the lot area is permitted. The maximum height permitted for buildings in the Mid-Rise Mixed-Use designation is twelve storeys, with a maximum FSI of 5.5 times the lot area. The Low-Rise Mixed-Use designation permits building heights up to a maximum of five storeys.

### Transit Terminal

The Transit Terminal is a critical component of the Transit Hub Precinct. Given its strategic location adjacent to the Disera-Promenade BRT Station, the Transit Terminal is a key element connecting residents and visitors to Promenade Centre, while offering connections to other communities in the City and the Region.

The Transit Terminal is represented by a symbol as shown on Sch. C, Land Use (Attachment 3) and is intended to reflect the existing location of this facility. The Transit Terminal permits transit infrastructure and transit related facilities as well as all permitted uses in the High-Rise Mixed-Use designation. However, a High-Rise Mixed-Use development will only be permitted provided it forms part of a development which includes transit infrastructure, subject to the approval of the applicable transit authority.

### Major Institutional

The Major Institutional designation recognizes the existing Bathurst Clark Resource Library and forms part of the Community Hub Precinct, which features a number of existing community facilities. There may be an opportunity, based on population growth and review of the Active Together Master Plan, to co-locate additional community facilities and institutional uses in this designation to serve residents in the study area and beyond.

### School

The Secondary Plan recognizes the existing St. Elizabeth Secondary School. The school is located in the Community Hub Precinct as it is adjacent to a number of other community facilities, and is designated “Low-Rise Mixed-Use”, which permits school uses.

No additional school sites have been identified within the study area at this time. Any changes to the existing school site will be determined in consultation with and to the satisfaction of the relevant School Board.

### Park

A number of public Parks are located conceptually throughout the study area and are intended to serve the majority of residents within a five-minute walk. With the exception of the Neighbourhood Precinct, which is directly adjacent to a Park, at least one Park has been located within each of the planned precincts. The Park designation also includes the existing Pierre Elliott Trudeau Park and the existing field which forms part of the St. Elizabeth school site.

The total area allocated for public Parks, including existing and new Parks, is a minimum of 5.98 hectares. The intent is to provide for a variety of park spaces and typologies distributed throughout the Study Area. The final number, location and size of the Parks shall be determined to the satisfaction of the City, subject to further refinements as a result of detailed planning analysis.

### Privately Owned Publicly-Accessible Spaces

POPS are public spaces that are maintained and owned by private entities. Conceptual locations for POPS have been identified as part of the draft Secondary Plan based on active development applications. POPS are intended to add to and complement the public open space network. Additional POPS may be identified as part of the development application process.

### Natural Area

A tableland woodland located in the southwest quadrant of the study area has been designated Natural Area within the draft Secondary Plan, as shown on Schedule C, Land Use (see Attachment 3). The Natural Areas designation is intended to reflect the current Open Space zoning for the tableland woodland and protect the feature in accordance with the policies of VOP 2010. The draft Secondary Plan also includes policies requiring the mitigation of any potential impacts to the woodland associated with the siting and design of trails in this area.



## Transportation and Mobility

Informed by the Comprehensive Transportation Study, the draft Secondary Plan sets out a transportation plan, policy objectives and multi-modal transportation network in support of growth in the Secondary Plan area that leverages and builds upon transit infrastructure and services and active transportation facilities and new investments in the surrounding area. Critical to the success in meeting policy objectives is providing for travel by all modes with a focus on walking, cycling, and transit as the mode of choice and the implementation and establishment of an active transportation network. An overview of the draft Secondary Plan Transportation and Mobility and implementation key policy areas follows.

### *Multi-Modal Transportation Network*

Foundational to the draft Secondary Plan, is the implementation and establishment of a multi-modal transportation network and longer-term protection for a connected and continuous grid-like transportation network supporting growth and any longer-term transformation in the Secondary Plan area and that connects to the greater network beyond the SP area. The transportation network is to be planned and designed to accommodate all modes of travel and for universal accessibility, prioritizing walking, cycling, and transit and consisting of two equally important elements: the street network and shared use path network/system. The multi-modal transportation network as depicted on Schedule E (See attachment 4) consists of two equally important elements – the street network and shared use path network.

### Street Network

The draft Secondary Plan identifies the street hierarchy and detailed policies for the establishment and implementation of public network of new collector and local streets as shown on Schedule E. Key elements in the establishment of the multi-modal network include the establishment on existing private Promenade Circle as a collector street, a new east-west collector road in the north part of the Secondary Plan in association with relocation of existing traffic signals on Bathurst Street. The draft Secondary Plan sets out a policy that protects and not precludes the City's intent to establish an east-west long term future connection in the event that the Promenade Shopping Centre were to redevelop.

Under a complete streets approach, detailed policies together with typical cross-sections contained in Appendix A to the draft Secondary Plan, set out requirements and guidance in the planning, and design of the streets including minimum rights-of-way and required multi-modal functional elements including cycle tracks and sidewalks on both streets of the street in the implementation and establishment of new public streets.

The final alignment and configuration of the new street network, as well as any additional streets, will be established through the development approval process to the satisfaction of the City and relevant approval agencies. Appendix A to the Draft Plan illustrates typical mid-block street sections as basis of minimum rights-of-way and required functional elements. Streets should be designed to safely and

comfortably accommodate active transportation users through the provision of cycle tracks which meet the needs of users of all ages and abilities.

### Shared Use Path Network

The draft Secondary Plan sets out policies for the implementation and establishment of a Shared Use Path network, to provide additional connectivity and maximize access to, from and within the Promenade Centre. The Shared Use Path network is conceptually illustrated on Schedule E (Attachment 4). Appendix A to the draft Plan illustrates typical section as basis of minimum right-of-way width and required functional elements. The final design and layout of the network, including local network links, will be determined by the City through the development process working with landowners. As part of the Shared Use Path Network, the draft Secondary Plan sets out a policy intended to achieve implementation of segments of the Long Term Future Shared Use Path Network in the event of redevelopment or intensification of the existing residential areas.

### *Transit Network*

The draft Secondary Plan sets out a general and broader policy reflecting existing transit services, transit terminal and Disera Promenade BRT Station, and commitment to working with relevant transit agencies in particular York Region Transit. Draft Secondary Plan policy establishes that no reduction is planned in the size of the current Transit Terminal, rather the addition of further services and related facilities may be required for the ultimate development of Promenade Centre.

### *Sustainable Transportation Options*

The draft Secondary Plan sets out a policy framework for implementing sustainable transportation options building from the role of active transportation in promoting alternative modes of travel, opportunities for accommodating emerging micro-mobility and opportunities for implementing shared use mobility hubs:

- supports the evolution of the City-Wide Pedestrian and Bicycle Master Plan in setting out detailed policies for implementing active transportation. The active transportation network is formed by streets that have sidewalks on both sides, cycle tracks on both sides and provisions for protected intersections/driveways and mid-block crossings shared use path system in order to provide the most direct and comfortable route for pedestrians and cyclists.
- responds to emerging micro-mobility options such as electric scooters as potentially sustainable form of transportation and may be an important contributor to the provision of alternative transportation options in the future. The proposed active transportation network with separated pedestrian and cycling facilities provides the opportunity to accommodate these devices in the future, and the planning of the system should recognize this potential.
- promotes alternative modes of travel, including active transportation, micro-mobility and shared forms of these modes (such as bikeshare), opportunities for

"Shared Mobility Hubs" in establishing one-stop service points for multi-modal systems including bike-share, ride-share, and car-share facilities at the general locations identified in Schedule E to the draft Secondary Plan (Attachment 4) are to be explored.

#### *Parking Supply and Management*

As part of the broader travel demand management strategy, parking supply and management policies, set out a framework and requirements to manage and guide the organization and supply of convenient bicycle parking and limiting vehicular parking supply through implementation of minimum and maximums standards set out in the City-Wide Zoning By-law. More specific policy sets out and extend the application for the provision of minimum and maximum automobile parking requirements in the City-Wide Zoning By-law at rates set for the Vaughan Metropolitan Centre for residential uses, with the exception of residential visitor parking and for personal service and office uses.

#### *Access Control*

The draft Secondary Plan sets out access control policies for controlling and managing access to public streets from private development. More specifically, the policies set out the requirement to consolidate and coordinate shared private driveway access where possible to minimize conflicts with active transportation modes. The policies recognize the flexibility for the Shared Use Path to provide local linkages for servicing access to development blocks.

#### *Transportation Implementation*

The draft Secondary Plan set outs broader and more detailed policies for the implementation of the multi-modal transportation network and more specifically the public street network, including through the development application process as set out in Section 10 of the VOP 2010 including the conveyance of streets through the plan of subdivision, rezoning and/or site plan approval process.

The draft Secondary Plan sets out the policy framework intended to provide a logical and orderly implementation and establishment of the public street network in the Plan Area into a finer grid of streets. The establishment of the network will occur incrementally over time as further development occurs, through the securing, direct construction and conveyance of associated municipal services and infrastructure as part of the development application process. Schedule F more specifically, shows a flexible street network implementation plan identifying functional segments of the street network required as tied to and in-step with the development of blocks.

#### Energy Efficiency

The draft Promenade Centre Secondary Plan supports and encourages strategies to reduce energy use and will use best efforts to achieve carbon neutrality for buildings and infrastructure in order to reduce greenhouse gas emissions and increase climate resiliency. This will be accomplished through the implementation of a range of potential strategies such as district energy, waste heat recovery and renewable energy generation. Development Applications in the Secondary Plan area will be required to

submit a Sustainability Performance Metrics package that considers energy management.

### **Phasing**

Phasing policies have been included in the Secondary Plan to ensure that development does not occur until the necessary municipal services are available. A Phasing Plan and other planning controls may be used by the City if required, which will be implemented through the development application process and based on the allocation of available services.

### **Financial Impact**

Funding for the Promenade Centre Secondary Plan Study was approved through the 2016 Capital Budget as project PL-9570-18 with a total budget of \$500,000.00 for the Secondary Plan and \$350,000.00 for the Comprehensive Transportation Study. There is no financial impact to the City arising from the consideration of this report.

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

York Region is the approval authority for all lower-tier municipal Secondary Plans and requires an Official Plan Amendment adopted by the City as a result of this process. York Region has been actively involved and engaged as a member of the Technical Advisory Committee for the Promenade Centre Secondary Plan. The City continues to work with York Region to ensure the policy objectives of the YROP are achieved.

### **Conclusion**

The draft Promenade Centre Secondary Plan, included as Attachment 5 to this report, is the culmination of a comprehensive review of the current policies (Municipal, Region and Province), the surrounding context, detailed planning analysis and consideration of input received from the public, affected agencies and other stakeholders consulted throughout the Study process to-date. Comments received from the public, stakeholders, agencies, and Committee at this Public Meeting or subsequently submitted in writing will be addressed in a comprehensive report to a future Committee of the Whole meeting.

For more information, please contact Cameron Balfour, Senior Planner, ext. 8411.

### **Attachments**

1. Attachment 1 – Location Map and Existing Uses
2. Attachment 2 – Land Use Precincts
3. Attachment 3 – Land Use Plan
4. Attachment 4 – Multi-Modal Transportation Network
5. Attachment 5 – Draft Promenade Centre Secondary Plan

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**Approved by**

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Haiqing Xu, Deputy City Manager  
Planning and Growth Management

**Reviewed by**

A handwritten signature in cursive script, appearing to read 'Nick Spensieri'.

Nick Spensieri, City Manager