I, JEFFREY A. ABRAMS, City Clerk of the Corporation of the City of Vaughan, in the Regional Municipality of York, do hereby certify that attached is a true copy of Amendment Number 723 to the Official Plan of the Vaughan Planning Area, which was approved by the Ontario Municipal Board as per Order issued on the 6th day of January, 2012.

YEFFREY A. ABRAMS

City Clerk

City of Vaughan

DATED at the City of Vaughan this 23 day of January, 2012.

ISSUE DATE:

January 6, 2012



RECEIVED

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PL110572

CITY OF VAUGHAN CLERKS DEPARTMENT

Ontario Municipal Board

Commission des affaires municipales de l'Ontario

1678573 Ontario Inc. has appealed to the Ontario Municipal Board under subsection 22(7) of the *Planning Act*, R.S.O. 1990, c. P. 13, as amended, from Council's refusal or neglect to enact a proposed amendment to the Official Plan for the City of Vaughan to redesignate a 4.08 hectare (10.08 acres) parcel of land located on the west side of Highway 400, south of Major Mackenzie Drive, municipally known as 77 Eagleview Heights, from "General Commercial" to "High Density Residential" to permit the development of 54, 2-storey block townhouse dwelling units and 864 high rise residential units in 2, tiered apartment buildings having maximum heights of 12 and 10 storeys in Buildings "A" and "B" respectively

City of Vaughan File No. OP.08.016

O.M.B. Case No. PL110572

O.M.B. File No. PL110572

(OPA 723)

1678573 Ontario Inc. has appealed to the Ontario Municipal Board under subsection 34(11) of the *Planning Act*, R.S.O. 1990, c. P. 13, as amended, from Council's refusal or neglect to enact a proposed amendment to Zoning By-law 1-88, as amended, to rezone a 4.08 hectare (10.08 acres) parcel of land located on the west side of Highway 400, south of Major Mackenzie Drive, municipally known as 77 Eagleview Heights, from "C2 General Commercial Zone", subject to Exception 9(416), to "RA3(H) Apartment Residential Zone" with the Holding Symbol '(H)' to permit the development of 54, 2-storey block townhouse dwelling units and 864 high rise residential units in 2, tiered apartment buildings having maximum heights of 12 and 10 storeys in Buildings "A" and "B" respectively

City of Vaughan File No. Z.08.062

O.M.B. Case No. PL110572

O.M.B. File No. PL110573

<u>PLEASE NOTE</u>: The proposal noted above is a revision to the original proposal which consisted of the development of three (3) residential apartment buildings with a total of 1,236 units consisting of a 23-storey building with 380 units, a 26-storey building with 416 units and a 28-storey building with 440 units

APPEARANCES:

<u>Parties</u>

Counsel

1678573 Ontario Inc.

A. Brown

City of Vaughan

L. Townsend

MEMORANDUM OF ORAL DECISION DELIVERED BY M. C. DENHEZ ON DECEMBER 5, 2011 AND ORDER OF THE BOARD

1. INTRODUCTION

This Official Plan and rezoning question, in the City of Vaughan (the City), concerns 1678573 Ontario Inc. (the Applicant), which owns four hectares of land which had been designated and zoned Commercial. The Applicant first considered commercial development accordingly, but had misgivings about access (which was via a single entry point, off a street named Eagleview Heights Drive). On discussion with City planning staff, the Applicant changed its proposal to residential, proposing 1,296 units in three towers of up to 28 storeys.

That proposal changed too. Instead of three towers, the Applicant ultimately proposed 54 townhouses, plus 864 apartment units in two U-shaped buildings, with terracing, ranging in height from 6 to 12 storeys. The change to residential use (plus other aspects) would require an Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA).

In a 24-page report, expressing particular attention to proposed density and scale, City planning staff recommended approval. However, the Vellore Woods Ratepayers Association Inc. (the Association) opposed the project, and Council did not support it. The Applicant appealed to the Board.

Ultimately, the City and the Applicant reached consensus on an OPA and ZBA, subject to an "H" Holding provision (under Section 36 of the *Planning Act*) to assure compliance with various conditions. At the Board hearing, the Parties asked for the Board's concurrence. The Applicant called two expert witnesses, namely its Planner Ms Dale-Harris, and its traffic expert Mr. Pernicky. The City also attended, and the City staff report, supporting the application, was in evidence. Three Participants from the Association (Ms Caria, Mr. Harvey, and Mr. Audia) spoke against the application, expressing apprehensions about population density, traffic, and other issues.

The Board has carefully considered all the evidence. Notwithstanding the exemplary presentation by the Participants, the Board concludes, as City staff did, that the proposal is consistent with statutory provisions and duly-authorized policies. It is not that the Participants' concerns are unimportant (quite the contrary), but that they are manageable. The details and reasons are set out below.

2. PROJECT AND HISTORY

The subject property, immediately across Highway 400 from Canada's Wonderland, is currently a sprawling area for boat and marine equipment retail, with large sheds and outdoor storage.

The location is difficult. Highway 400 abuts it on the east side, and it has an existing residential area (townhouses and semi-detached) to the west and south. To the north, isolating the site from Major Mackenzie Drive, is a GO Commuter Lot owned by the Ministry of Transportation of Ontario (MTO), and related Bus Loop. The site has only one access point, on Eagleview. Direct pedestrian access, from the site to the Bus Loop, is anticipated; and MTO has agreed to permit emergency vehicles to cross its own property along a second route to the site – but no other vehicles.

Normal traffic would leave the site heading west on Eagleview, then typically turn north on Vellore Woods Boulevard for one block, to reach Major Mackenzie. No houses front on Eagleview (they flank it), but a fire station backs onto it.

Under the proposal, 54 townhouses would abut similar existing low-rise dwellings. The apartment buildings, further away from the existing neighbourhood, would be terraced, to range in height from six storeys (closest to the existing neighbourhood) to 12 storeys (closest to Highway 400 and Major Mackenzie). That terracing would help the project respect a 45° angular plane.

The current applicable Official Plan (OPA), called OPA 600, dates from 2001. It divided the "Vellore Urban Village" into "Blocks", each with its own "Block Plan". This site is in Vellore Woods ("Block 32"), measuring some 171 hectares; its Block Plan anticipated some 3,000 units, including some 800 high-density units. However, several hectares of land targeted for high-density development were later redirected to commercial use; actual build-out (to date) produced only some 2,100 units.

In 2010, the City adopted a new OP, but it is not in force yet. The latter would foresee a "mid-rise" category of apartment buildings of up to 12 storeys. A 12-storey project was recently approved at the corner of Major Mackenzie Drive and Weston Road.

The applications before the Board were for an OPA, and an amendment to City Zoning By-law 1-88. The current proposal is also subject to Site Plan Control, but no Site Plan was before the Board, since it is still a work in progress. Indeed, the City and the Applicant said final arrangements for vehicular movement would be defined at that Site Plan stage.

3. OBSERVATIONS AND FINDINGS

3.1 Introduction

The *Planning Act* specifies factors to be taken into account. It lists, at Section 2, topics which "the Council of a municipality... shall have regard to", in terms of "Provincial Interest". Subsection 3(5)(a) adds that planning instruments must be "consistent" with the Provincial Policy Statement (PPS). Section 14 of the *Places to Grow Act* says they must also "conform with" the Province's Growth Plan for the Greater Golden Horseshoe. Under Subsection 24(1) of the *Planning Act*, By-laws must also "conform with" applicable Official Plans. Non-compliance is a planning ground on which appeals may be based; however, the Applicant's Planner testified that all relevant policies were complied with.

The Participants expressed little dispute about the desirability of changing the use from commercial to residential. Under the zoning status quo, big-box stores could be built as-of-right at this location, triggering traffic which the traffic expert described as two to three times what this proposal would produce. The Participants, however, preferred a lower density, because they argued that the scale of the project would overwhelm both the street access and the neighbourhood. Their concerns focused on traffic, miscellaneous other items, and (above all) population density; these will be addressed in that order.

3.2 Traffic

There was no dispute that without further attention, Eagleview *could* become a bottleneck. That was not challenged by the Applicant; indeed, it was the reason why the Applicant did not pursue commercial development in the first place, even though

-5- PL110572

commercial development would have been easier from a regulatory perspective. The Participants presented compelling photographic evidence, showing what can happen under the status quo, if there is parking on both sides of Eagleview, and an oncoming car meets a fire engine. Nothing moves. Counsel for the Applicant agreed that access "must be changed". The Board also agrees with the Participants that effective solutions to traffic on Eagleview are a high-priority concern.

The Board was persuaded, however, that although traffic concerns were understandable, the paper trail and the expert testimony indicated that solutions are feasible. The traffic consultant, Mr. Pernicky, gave his expert opinion that by simply limiting parking on Eagleview, traffic flow could be managed, within normal parameters.

Another concern was the route of traffic. Participants expressed concern that although most drivers from the site would follow Eagleview and turn north on Vellore Woods Blvd. to reach Major Mackenzie, some might turn south on Timberwood Crescent or Vellore Woods Blvd. to drive through existing neighbourhood streets. The traffic expert recently studied that possibility, concluding that even assuming as many as 25% of drivers did so (for no immediately apparent reason), volumes would still not cause significant adverse impacts to the neighbourhood.

In short, the Board was satisfied (a) that the traffic problem could be solved with forthright measures, and (b) that the importance of a solution was being clearly communicated to the Applicant and the City, in terms that demanded their attention on a priority basis in the Site Plan.

3.3 Other Miscellaneous Issues

The Participants expressed concerns about servicing, soil contamination, parking, and schools, but were unable to point to specific corroboration. On the question of servicing, no similar concerns were expressed by the specialized agencies responsible for infrastructure. Concerning soil contamination, the "H" Holding provision specifically anticipated that contamination be removed *before* development could proceed. Parenthetically, clean-up standards are higher, for a residential project, than they would have been, if the site continued in commercial use. In short, there was no indication of a problem lacking a remedy.

The Participants expressed two concerns about parking. First, parking standards were being relaxed in the new By-law, compared to the 1970's standards applicable in some other parts of the City. The Applicant's traffic expert explained, however, that this was consistent with a recent study by IBI Group, indicating that the 1970's standards were out of date, and exceeded current parking needs. Another concern expressed by Participants was that visitors might not find the underground parking provided for them; however, it is not unusual for signage to indicate where that parking can be found.

One of the Participants, Mr. Audia, expressed concern over the impact on schools. However, the paper trail indicated that the school boards had advised the City, in writing, that they had no concerns.

3.4 Density and Height

Population density was described by the Participants as the "absolutely key issue". "A 43% increase in population, on 2% of the land", said Mr. Harvey, "is never logical". There were, however, difficulties with that assertion.

First, higher population levels and high-density projects had both been anticipated:

- According to the Block Plan, there were indeed comparable "high-density" projects that were fully expected in the vicinity.
- Furthermore, construction of this project would actually bring the population of the neighbourhood into line with the projections that had been in the Block Plan all along.

The Participants replied that even if that figure was consistent with original projections, more development was *still coming* elsewhere in the neighbourhood – meaning that eventually, original targets would inexorably be exceeded, and considerably more than 3,000 units could result.

However, would this be accompanied by adverse impacts? Although traffic was addressed, the Board was shown no other evidence of significant negative effects.

There is also the question of Provincial Policy. Although conventional wisdom often assumes that municipalities have sweeping discretionary authority in the enactment of Official Plan Amendments and Zoning By-laws (and that the Board has comparably discretionary authority in reviewing same), the *Planning Act* says differently. It declares, at Section 1.1 (b), that Ontario's is a "planning system led by Provincial policy". Decisions must show "regard" for Provincial interests specified at Section 2 of the *Planning Act*. Proposed measures must also be "consistent" with the Provincial Policy Statement (PPS), under Section 3(5) of the *Act*; and "conform" to the relevant Official Plan(s), under Section 24(1) of the *Act*. Section 12 of the *Places to Grow Act* also says that Official Plans must "conform" to the Province's Growth Plan for the Greater Golden Horseshoe. Those categories of policy parameters are the objective standards which the Board is mandated to apply. In short, the Board gives effect to policy; it does not invent it.

The stated preference in the planning documents is also to favour intensification of sites which can accommodate it. The PPS says:

1.1.3.3 Planning authorities shall identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas.

The Growth Plan for the Greater Golden Horseshoe repeatedly expresses a similar thought.

By definition, intensification refers to a higher population than might have previously been expected some years ago. That does not mean that other planning criteria are swept aside, notably those cited by the Participants. However, if one cannot intensify, beside Highway 400 on land dominated by sheds and outdoor storage – and at the very doorstep of an MTO GO Commuter Lot and Bus Loop – then where should one intensify? The Board finds nothing intrinsically objectionable in the densities proposed.

The Participants also expressed concern over the height of the project. However, the 12-storey portion – which is the part farthest from the existing community – is consistent with the 2010 OP. For that matter, that height is no different from the height of the project recently approved at the corner of Major Mackenzie and Weston.

Finally, the Participants expressed concern over privacy; however, the distance between the backyards of existing houses, and apartments which might have an overview into them, was described as "over a hundred feet".

In short, the Board found no significant grounds on which to refuse the OPA and the ZBA on which the City and the Applicant had agreed.

4. CONCLUSION

The Board finds nothing remotely frivolous about the Participants' concerns. Their apprehensions were understandable, and eloquently expressed. The Board finds, however, that those concerns correspond to those normally manageable within the planning process.

THE BOARD ORDERS that the appeals are allowed as follows:



- 1. The Official Plan Amendment of the City of Vaughan is amended as set out in Attachment "1".
- 2. Zoning By-law 1-88 of the City of Vaughan is amended in accordance with the Amendment set out at Attachment "2".
- 3. For record-keeping purposes, the Board authorizes the City Clerk to assign a number to the above Official Plan Amendment, and to the Zoning By-law Amendment.

It is so Ordered.

"M.C. Denhez"

M. C. DENHEZ MEMBER

ATTACHMENT "1"

DRAFT OFFICIAL PLAN AMENDMENT NO. 723 1678573 ONTARIO LIMITED FILE: OP.08.016 For OMB Hearing

AMENDMENT NUMBER 723

TO THE OFFICIAL PLAN

OF THE VAUGHAN PLANNING AREA

The following text to Amendment Number 723 to the Official Plan of the Vaughan Plenning Area and Schedules "1" and "2" constitute Amendment Number 723.

Also attached hereto but not constituting part of the Amendment are Appendices "i" and "il".

1 PURPOSE

The purpose of this Amendment to the Official Plan is to amend the provisions of the Official Plan of the Vaughan Planning Area respecting Amendment No. 600.

The subject Amendment will redesignate the lands shown as "Areas Subject to Amendment No. 723 on Schedule "1" hereto to, from "General Commercial" to "High Density Residential/Commercial" and to add site-specific policies to OPA No. 600 to facilitate a residential development with 864 residential apartment dwelling units in two apartment buildings and 54, two-storey block townhouse dwelling units on the Subject Lands, and to provide development policies to ensure a quality development compatible with the surrounding land uses.

II LOCATION

The lands subject to this Amendment (hereinafter referred to as "Subject Lands"), are shown on Schedules "1" and "2" attached hereto as "Area Subject to Amendment No. 723". The lands are located on the west side of Highway 400, south of Major Mackenzie Drive, municipally known as 77 Eagleview Heights Drive, in Part Lot 20, Concession 5, City of Vaughan, being Part 1 on Plan 65R-25377.

III BASIS

The decision to amend the Official Plan to redesignate the Subject Lands from "General Commercial" to "High Density Residential/Commercial" is based on the following considerations:

- 1. A statutory Public Hearing was held on December 1, 2008. Council considered a report containing a Recommendation from the Commissioner of Planning, at a Special Committee of the Whole Meeting on January 11, 2011. Council received the report and requested that the applicant continue discussions with the Ward 3 Sub-Committee. The application File: OP.08.016 along with related Zoning By-law Amendment File Z.08.062 were appealed to the Ontario Municipal Board on May 27, 2011 pursuant to Section 17(40) and Section 34(11) of the <u>Planning Act</u>, for Council's failure to make a decision on the applications. As a result, the OMB is the approval authority.
- The Amendment includes policies that permit residential apartment and block townhouse dwellings
 with a maximum density of 2.32 FSI and a maximum of 918 units.
- 3. The following reports were submitted in support of this Amandment:
 - i) Planning Analysis, prepared by Balor Development Services for 1678573 Ontario Inc.;

- Conceptual Sile Plan, Highway 400 and Major Mackenzie Drive, City of Vaughan, prepared by Inira Architects, dated June 1, 2010.
- iii) Functional Servicing Report, Highway 400 and Major Mackenzie Drive, City of Vaughan for Amicorp Developments Inc., prepared by Cole Engineering, dated July 2010;
- Traffic Impact Study, Highway 400 and Major Mackerzie Drive, City of Vaughan for Amicorp
 Developments Inc., prepared by Cole Engineering, dated October 2009;
- Addendum Traffic Impact Study, Highway 400 and Major Mackenzie Drive, City of Vaughan for Amicorp Developments Inc., prepared by Cole Engineering, dated May 21, 2010;
- vi) Phase 1 and 2 Environmental Site Assessment, Proposed Building Development, Southwest Quadrant of Major Mackenzie Drive and Highway 400, by Soil Engineers Ltd., dated September 2005; and,
- VII) Updated Phase 1 and Phase 2 Environmental Site Assessment Proposed Residential Development Southwest Quadrant of Major Mackenzie Drive and Highway 400, by Soli Engineers Ltd., dated June 2, 2010.

The supporting documentation concluded that the proposed development represents good planning, is consistent with the policies of the PPS and Places to Grow; and conforms to the Region of York Official Plan.

IV DETAILS OF THE AMENDMENT AND POLICIES RELATIVE THERETO

Amendment No.600 to the Official Plan of the Vaughan Planning Area, is hereby amended by:

Redesignating the lands shown as "Subject Lands" identified on Schedule "1" attached hereto from
"General Commercial" to "High Density Residential/Commercial".

- 2. Adding the following site-specific development policies to the end of Section 4.2.1.4.1 Exceptions:

 "(OPA #723) Notwithstanding the policies in 4.2.1.4 High Density Residential-Commercial, the lands located at 77 Eagleview Reights Drive, are subject to the following policies:
 - i. the maximum Floor Space index (FSI) shall be 2.32;
 - ii. there shall be a maximum of 864 apariment units in two apartment buildings and 54 block townhouse dwelling units;
 - iii. the development shall respond to the existing residential context through the use of a variety of design and massing techniques, including:
 - a. Buildings A and B shall be tlered in height from west to east as follows:
 - al) <u>Building A</u>

 maximum building height shall be 12-storeys, with tiers down to a mximum building height of 6-storeys;
 - all) <u>Building 8</u>
 maximum building height shall be 10-storeys, with tiers down in height to a maximum building height of 8-storeys (north wing) and a maximum building height of 9-storeys, with tiers down in height to a minimum building height of 6-storeys (south wing);
 - alli) block townhouse dwellings units shall be located adjacent to the westerly and southerly properly boundaries and shall have a maximum building height of 2-storeys, or 11 m (whatever is less); and have a maximum of 8 townhouse dwelling units per townhouse block.
 - Iv. The implementing Zoning By-law in accordance with OMB Case No. PL110572 shall identify standards for Building A and Building B, and the block townhouse dwelling units.
 - v. all roof-top mechanical equipment be integrated into the roof building form;

- vi. prior to Site Plan approval or phase thereof, and to the satisfaction of the City of Vaughan and/or respective approval authority, the Owner shall:
 - a. develop and implement a comprehensive Transportation Demand Management
 Program;
 - address other Site Plan matters including but not limited to transportation and servicing including traffic circulation, parking, underground parking access points, site access, emergency access, site grading, noise and appropriate conveyances and easements, if required;
 - provide an Urban Design and Architectural Design Brief, and a Landscape Master
 Plan, to address the following:
 - a comprehensive design showing the general orientation and configuration of the residential apartments and block townhouse dwellings and appropriate transition to adjacent existing properties;
 - ii) pedestrian walkways to include primary building entrance linkages through the site, lighting, bicycle parking, underground accesses and surface parking;
 - a barrier free pedestrian connection to the GO Transit Commuter
 Station, which shall function as a secondary emergency access;
 - (v) on site traffic circulation and underground parking access points;
 - v) landscaping and planting including fencing, internal courtyards,
 visual screening and buffering;
 - vi) building selbacks and maximum building heights;
 - vii) sustainable development objectives and demonstrate how they will be implemented through water and energy efficiencies, energyalternatives, green building design, and the provision of bloycle parking on site.

- a barrier free pedestrian connection to the GO Transit Commuter Station which shall function
 as an emergency access should be provided if technically feasible;
- the proposed development may occur in phases. Should the Subject Lands develop in phases, a phasing plan will be required and shall be approved;
- f. the Owner shall carry out the Environmental Site Assessment clearance to completion, up to and including the satisfactory registration of the Record of Site Condition (RSC). The proof of which requires two (2) documents, a hard copy of the RSC signed by a Qualified Person and the Acknowledgement Form from the Ministry of Environment (MOE). The complete Environmental Site Assessment (ESA) will include the ESA Phase I and if required, an ESA Phase II, which will then determine the requirement for a Phase III (a Remediation Plan), and the subsequent Remediation Plan Implementation Report. The approval of a Site Plan application will be conditional on, if required, the review and approval of the Remediation Plan. The review and approval of the Remediation Plan Implementation Report and the RSC will be a condition of Site Plan Approval and will be required prior to the issuance of any building permit.
- g. Cash-in-lieu of Perkiand Dedication will be required at 5% cash-in-lieu or 1 ha per 300 units of the subject lands, prior to the issuance of a Building Permit, in accordance with the Planning Act, and Vaughan's Cash-in-lieu of Parkland Policy in effect at the time; and,
- in. Ihe Owner shall contribute their proportionate share towards major community and infrastructure facilities such as schools, parks, greenways, roads and road improvements, external services and storm water management facilities. Properly Owners will be required to enter into one or more agreements as a condition of the development approval, providing for the equitable distribution of the costs of the land and community facilities. Prior to final Site Plan approval, the Trustee for Block 32 West shall provide the City with a letter indicating that the Owner has fulfilled all cost sharing and other obligations of the Block 32W Developers Group Agreement.
- 3. A Holding Symbol "H" shall be placed on the "Subject Lands" and shall not be removed until
 the following conditions are addressed to the satisfaction of the City:
 - sewer and water allocation has been identified and allocated by the City of Vaughan;
 Council;

- ii) the City has been provided with written clearance from the Trustee for Block 32W that the Owner has entered into and signed the Block 32W Cost Sharing Agreement;
- (iii) A Site Development Application is approved by Vaughan Council for the subject lands or Phase thereof;
- iv) the City shall require proof of registration and a Record of Site Condition (RSC) with the Environmental Site Registry of the Ministry of the Environment (MOE);
- v) the Owner shall address the requirements of the City's external review consultant (Decommissioning Consulting Services Limited) as delineated in their latter of October 18, 2010, to the satisfaction of the City.
- Deleting Schedule "8" in Amendment No.600 and substituting therefore the Schedule "8" attached hereto as Schedule "2".

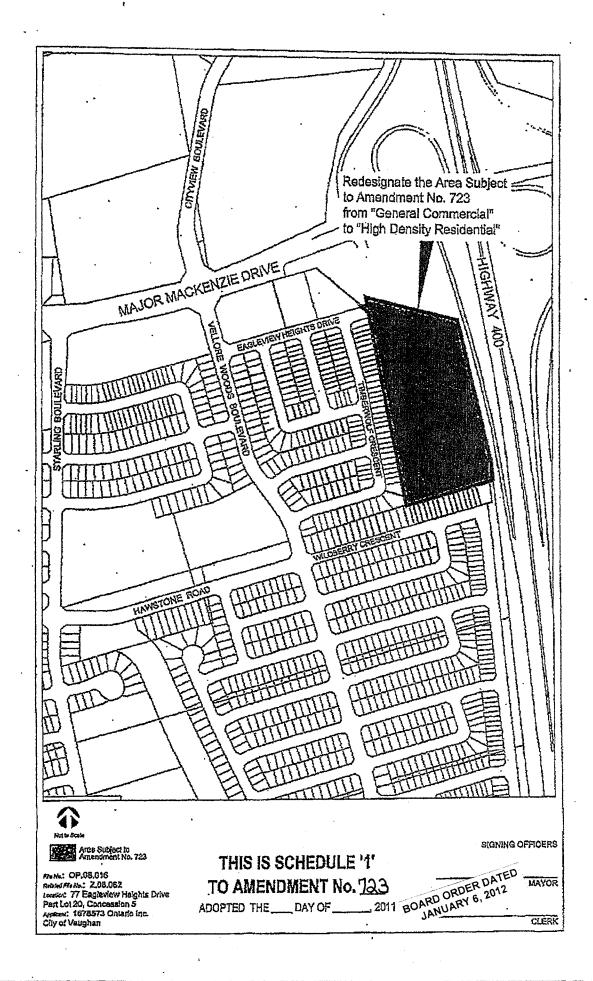
V <u>IMPLEMENTATION</u>

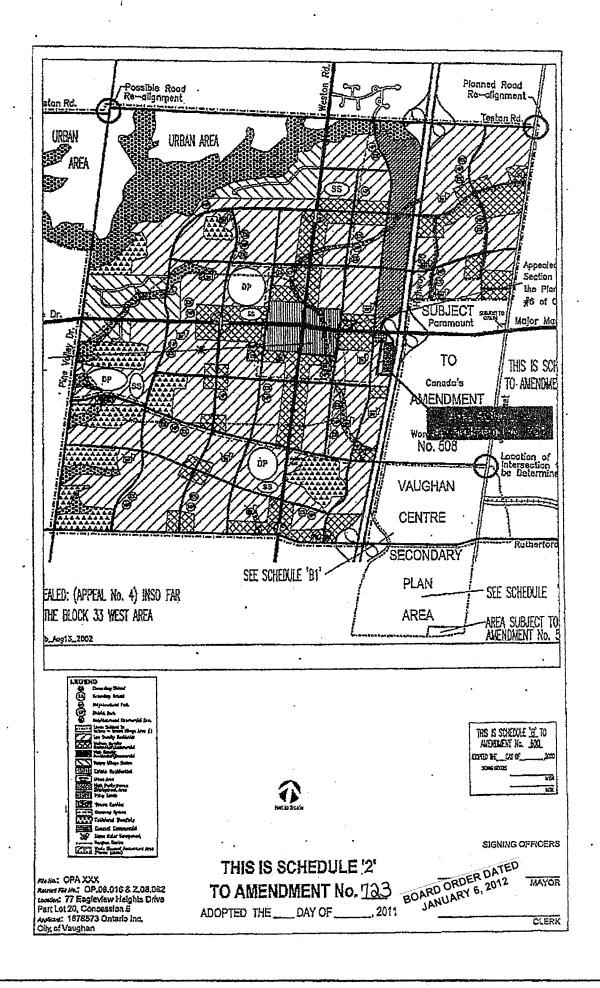
It is intended that the policies of the Official Plan of the Vaughan Planning Area pertaining to the subject lands will be implemented by way of an amendment to the Vaughan Zoning By-law 1-88, Site Plan Approval and a Draft Plan of Condominium, pursuant to the Planning Act.

VI INTERPRETATION

The provisions of the Official Plan of the Vaughan Planning Area as amended from time to time regarding the interpretation of that Plan shall apply with respect to this Amendment.

- Schedule "1" ("Area subject to Amendment No. 723)
- Appendix I (*Council Action)
- Appendix II (*Existing Land Use Schedule)





APPENDIX I

The Subject Lands are located near the southwest corner of Major Mackenzie Drive and Highway 400, known municipally as 77 Eagleview Heights Drive, being Part 1 on Plan 66R-25377, in Part of Lot 20, Concession 5, City of Vaughan.

On October 18, 2011, Council considered and endorsed a settlement of the Ontario Municipal Board (OMB) appeals related to the Subject Lands. This OMB is the final approval authority of this Official Plan Amendment application and related Zoning Byław Amendment.

