# COMMITTEE OF THE WHOLE (WORKING SESSION) DECEMBER 18, 2001

## VELLORE VILLAGE DISTRICT CENTRE AND CIVIC CENTRE FEASIBILITY STUDY - <u>STATUS REPORT</u>

### **Recommendation**

The Vellore Village District Centre Task Force recommends:

- 1. That the Civic Centre Feasibility Study be received;
- 2. That City's consulting team proceed with the evaluation of conceptual development scenarios for the Vellore Village District Centre; and
- 3. That the Vellore Village District Centre Task Force report to Committee of the Whole (working session) in January, 2002 with a further report on the Vellore Village District Centre and Civic Centre.

### <u>Purpose</u>

The purpose of the Vellore Village District Centre Study is to satisfy the policy requirements of OPA #600 which require preparation of an Official Plan Amendment describing the planning and urban design framework which will guide development within each District Centre, reflecting OPA #600 policies.

The purpose of the Civic Centre Feasibility Study is to determine the requirements of a new City Hall, examine the lands on the north side of Major Mackenzie Drive west of Highway #400 as a potential location, and comprehensively address the issues associated with integrating City Hall with the Vellore Village District Centre plan.

## Location

The Vellore Village District Centre is generally located at the intersection of Major Mackenzie Drive and Weston Road in the community of Vellore – Urban Village 1. The community of Vellore is generally bounded by Pine Valley Drive on the west, Teston Road on the north, Highway #400 on the east, and Rutherford Road on the south (see Location Map – Vellore Urban Village 1, from Schedule B, OPA #600). The ultimate population of Vellore Urban Village 1 will be approximately 50,000 people.

## **Background**

On February 26, 2001, Council approved a Terms of Reference for the District Centres Study.

On May 17, 2001, the Province initiated a review of the Oak Ridges Moraine, effectively suspending further planning approvals for a 6-month period for its subject lands, including lands within the Carrville District Centre.

On May 30, 2001, Council directed an expansion of the Terms of Reference for the Vellore Village District Centre Study, "to include the lands on the north side of Major Mackenzie Drive extending to Highway #400 for the purpose of establishing a new City Centre..." Council also created a Task Force to undertake a feasibility study of a new civic center, and provided for it to report to Council on a regular basis.

Subsequently, the City retained the services of a consulting team led by Sorensen, Gravely, Lowes Planning Associates, and including sub-consultants PricewaterhouseCoopers (market and economic analysis), Markson, Borooah Hodgson Architects Inc. (Urban Design), and Totten, Sims, Hubicki Associates Ltd. (transportation).

## Work Completed to Date

At its four meetings to date, the Task Force has monitored and directed work in progress, as outlined below:

## A. <u>Civic Centre Feasibility Study</u>

PricewaterhouseCoopers has completed the Civic Centre Feasibility Study with the assistance of the consulting team and City Staff. The components of the Civic Centre Feasibility Study are summarized on Attachment #1.

## Findings of the Study:

- 1. Nine City Hall locations were reviewed and categorized into three groups, defined as follows:
  - (1) <u>Civic Focus</u>: Stand alone City Hall with limited range and connection to other surrounding land uses(e.g. Etobicoke, Oakville, Whitby).
  - (2) <u>Moderate Mixed-Use Focus</u>: Stand alone City Hall with some connection to surrounding mixed-use development(e.g. Richmond Hill, Markham).
  - (3) <u>Comprehensive Mixed-Use Focus</u>: City Hall is part of a major comprehensive development intended to serve as the downtown for the community (e.g. North York, Scarborough, Mississauga, West Palm Beach).

This analysis compared the nine centres reviewed in the Study in terms of the extent to which each area combines a mixture of land uses. The existing civic centre in Maple was determined to best fit the 'civic focus' description.

## Space and Site Requirements

The Study recommends that the Civic Centre precinct be planned based on the following estimates:

## Uses Likely To Locate In The Civic Centre:

| •<br>•                      | City Hall:<br>Performing Arts / Cultural Centre:<br>Library: | 225,000 sq. ft.<br>35,000 sq. ft.<br>12,000 sq. ft. |
|-----------------------------|--|---|
| Sub-Total (Square Footage): |  | 272,000 sq. ft.                                     |

Additional Institutional SpaceThat May Be Required In The Civic Centre Area:

- Public/Private Recreation Complex
- Other Government Offices / Facilities (ie. Health/medical)
- Expansion of Cultural Facility, City Hall, Reference Library

| Sub-Total (Square Footage):    | 100,000 sq. ft. |
|--------------------------------|-----------------|
| Total Square Footage Required: | 372,000 sq. ft. |
| Total Land Area Required:      | 14 to 20 acres  |

The actual land area requirement will depend, in part, upon the height and coverage of buildings on the site, and the possibility of outdoor civic uses (ie. Civic square, skating rink, public open space, park, etc.), landscaping and provision for future expansion.

## Evaluation of the Major Mackenzie/Highway #400 Site

The Major Mackenzie/Highway #400 location was evaluated as a potential site for a City Hall based on the following criteria: civic image, visibility and access, range of uses/functionality and urban structure, built form, financial considerations (ie. site availability, cost), and investment stimulation. A summary of this evaluation of this location for development of a Civic Centre is provided on Attachment #2.

## Task Force Conclusion

- This location offers good opportunity to establish a focus and identity for the City of Vaughan.
- This area represents an excellent opportunity to acquire a site owing to its availability, ease of acquisition, and 'greenfield' condition.
- Development of a civic centre precinct at this location does not represent a "Comprehensive Mixed Use Focus" centre.
- The area will likely develop as a community scale node with a civic centre component.

A Civic Centre in Vellore Village will have a "Moderate Mixed-Use" Focus similar to Richmond Hill and Markham. It will not have the same range of uses and scale of development currently found in these two areas or anticipated to occur in the future. The centre will have a mixed use character, but will not likely become a major focal point for the whole city.

# B. <u>Vellore Village District Centre Study</u>

OPA #600, Schedule B, conceptually illustrates the planned land use pattern in Vellore-Urban Village 1. The lands located at the intersection of Weston Road and Major Mackenzie Drive are designated 'District Centre'. The study area is defined by the first primary street north, south, east and west of the Major Mackenzie Drive and Weston Road intersection as shown on the attached maps.

The Vellore Village District Centre Study has focused on the relevant District Centre policies of OPA 600, and on generating potential development scenarios for these lands.

## The District Centre Scenarios

Each scenario includes a mix of predominantly residential and retail commercial development within the District Centre lands. Each scenario anticipates a pedestrian-oriented 'main street', and shows the 'potential Civic Centre precinct' to the east, on the north side of Major Mackenzie Drive. The scenarios are presented on Attachments 3 - 9. The scenarios are outlined below:

<u>Option A</u> is an 'intersection focused scenario' which balances retail commercial development among the four quadrants at the Weston Road/Major Mackenzie intersection, consistent with the conceptual District Centre designations of OPA #600.

<u>Options B1 and B2</u> are 'linear scenarios' which focus 'main street' retail commercial development on an existing arterial road – B1 employing Weston Road, and B2 concentrated on Major Mackenzie Drive, as the prime candidates for concentrations of retail commercial development.

<u>Options C1 and C2</u> are 'two quadrant scenarios'. Each one would concentrate retail commercial development on a 'main street' centred on a new local road running parallel to Major Mackenzie Drive, east and west of Weston Road. C1 locates the main street south of Major Mackenzie Drive, while C2 places the main street north of Major Mackenzie Drive.

<u>Options D1 and D2</u> are both 'single quadrant scenarios' with retail commercial development concentrated on the north-west and north-east corners of Weston Road and Major Mackenzie Drive, respectively.

#### Public Workshop – November 29, 2001

These seven options were presented at a workshop held at Vellore Hall on November 29, 2001. The workshop was attended by approximately one hundred persons, including members of the development community and many residents from the Vellore community and other parts of Vaughan. The purpose of the workshop was to provide a forum for public input on the future of the Vellore Centre, and assist the City's consultants in articulating the 'vision' for the Centre.

The workshop generated considerable input which the consulting team is taking into account in their evaluation of the development concepts and the preparation of a preferred development concept. Results from the workshop clearly demonstrated consensus and support for a pedestrian-oriented retail street with shops and storefronts at the street. Various opinions were offered on the shape and character of that retail street. Many groups proposed a central public square or piazza while others suggested that the retail street have wide sidewalks to accommodate pedestrians and become 'walking streets'. Many indicated that they didn't want to see the standard 'box' style or plaza style design but preferred development reflecting a more innovative and varied design. Other groups said they didn't want to see convenience shopping, doughnut shops or fast food restaurants, but preferred more exclusive uses, restaurants with patios, and specialty commercial uses.

Many people expressed support for mid-rise residential development provided it is designed properly and with retail on the main floor. Hazelton Lanes, Yorkville and the mixed use development in Cornell were raised as favourable examples. No consensus emerged on the preferred Development Concept. Many groups expressed supportive opinions for the intersection-focused option, and the Major Mackenzie and Weston focused options, while one group created a hybrid option with a retail main street running north of and parallel to Major Mackenzie. Many groups, however, questioned the ability to create a pedestrian-friendly street along Major Mackenzie Drive or Weston Road, and were concerned with how that could affect traffic patterns in their community.

#### The 'Vision' for the Vellore Village District Centre

Since undertaking the Vellore Village District Centre Study, the City's consultants have been developing a series of vision statements which capture and describe the form and scale of development appropriate to the District Centre. From the study team's review of the Vaughan Official Plan documents, other planning documents in the municipality, a review of other community centre developments, discussions with staff, and feedback from the public workshop, this draft District Centre 'vision' has emerged. This draft 'vision' is presented on Attachment #10.

The draft 'vision', together with the District Centre policies of OPA 600, have provided the basis for the evaluation criteria which will be applied to the development scenarios in order to assist in the selection of a preferred alternative. The draft evaluation criteria are presented on Attachment #11.

### Landowner Meeting - December 10, 2001

Planning Staff and the City's planning consultant met with the representatives of landowners within the Vellore Village District Centre Study Area on December 10, 2001. The seven development scenarios described above were briefly reviewed by the City's planning consultant, together with a set of evaluation criteria. The evaluation criteria are largely based upon OPA #600, and the 'vision' for the Vellore Village District Centre, as described above. The evaluation criteria will provide the basis for the assessment of the development scenarios described previously.

The landowners sought clarification respecting the study area boundaries, the basis for development of options (ie. OPA #600), and the manner in which the Study would address development approvals affecting the Study Area. They also requested illustrations and explicit definitions to explain the City's vision of the development forms which the City is aiming for.

The first phase of development is expected to be primarily focused on retail development, in response to market conditions. It was recognized that development staging will be needed to show how initial development will protect the opportunity for the long term development vision to be achieved. If the City wants to achieve pedestrian-friendly development, then reduced parking standards need to be considered since parking typically requires such large areas.

The Block 33 West landowner group would like more residential density for seniors buildings and to achieve a more intensive development form. If the civic centre is ultimately not located on the site on the north side of Major Mackenzie Drive, business and retail uses will be preferred on the property adjacent to the interchange, currently designated 'High Performance Employment Area'.

### Preliminary Evaluation of Development Scenarios

The City's consultants have undertaken a preliminary evaluation of the seven development concepts described above, using the evaluation criteria. The preliminary short list consists of:

- Option A: Intersection Focus at Weston/Major Mackenzie Drive
- Option B1: Linear Focus on Weston Road
- Option B2: Linear Focus on Major Mackenzie Drive, and
- Option C2: Two Quadrant Scenario main street north of Major Mackenzie Drive

Attachment 12 presents a brief summary explaining why 'Options C1 Two Quadrant Scenario – main street south of Major Mackenzie Drive', 'D1: Single Quadrant – northwest of Weston/Major Mackenzie' and 'D2: Single Quadrant – southwest of Weston/Major Mackenzie' are least preferred, and therefore are not on the preliminary short list.

## Next Steps

City Staff and consultants met with York Region Staff on December 13, 2001, to discuss the future of the Regional arterial roads and development within Vellore Centre.

The next step will involve City Staff and consultants in the evaluation of scenarios, and identification of the preferred development scenario. The preferred scenario may be one of the existing options, or another 'hybrid' option combining the best attributes of one or more of the existing options.

Prior to developing the preferred scenario, the process would be assisted by a decision from Council on whether or not to locate a new Civic Centre in the Vellore community. At the Task Force meeting of December 14, 2001, there was a discussion of a preferred development scenario, including a Civic Centre. Direction was given to Staff to report back to the next Task Force meeting respecting the commercial space requirements of the Vellore Village District Centre. The financial requirements associated with completing the Study process in 2002 must also be determined. The Task Force will be considering these issues at its next Task Force meeting on January 10, 2002.

The Task Force has also directed Staff to prepare a report respecting both the Vellore Village District Centre and the Civic Centre to Council Committee (Working Session) on January 15, 2002.

Following endorsement of the preferred scenario by the Task Force, a public Open House will be scheduled, when the City's consultants will present the preferred plan and proposed staging process for public information and input. A landowner meeting will also be scheduled to discuss the preferred scenario.

The preferred scenario will then proceed to Council Committee. If Council Committee is supportive of the preferred scenario in principle, City Staff and consultants will prepare a draft Official Plan Amendment reflecting the scenario and supporting policy framework.

## **Conclusion**

The Task Force supports the creation of a 'Moderate Mixed Use Focus' Civic Centre. The Task Force continues to support inclusion of a new Civic Centre as an intergral part of the Vellore Village District Centre Study. The Task Force will report back to Council on the ongoing financial requirements to complete the Study in 2002, for Council approval.

### **Attachments**

Location Map – Vellore Urban Village 1(Schedule B, OPA #600)

- 1. Components of the Civic Centre Feasibility Study
- 2. Evaluation of the Weston Road/Major Mackenzie Drive location for a Civic Centre
- 3. Scenario A
- 4. Scenario B1
- 5. Scenario B2
- 6. Scenario C1
- 7. Scenario C2
- 8. Scenario D1
- 9. Scenario D2
- 10. The Draft 'Vision' for the Vellore Village District Centre
- 11. District Centre Evaluation Criteria
- 12. Preliminary Evaluation of Scenarios
- 13. Civic Centre Feasibility Study (COUNCILLORS ONLY)

#### Report prepared by:

Paul Robinson, Senior Policy Planner, ext. 8410 Wayne McEachern, Growth Management & Special Studies, ext. 8026

Respectfully submitted,

MARIO FERRI Chair, Task Force MICHAEL DeANGELIS Commissioner of Planning

/CMO:\Directory Structure\2001\Draft\Holdws\Ws1218\Item 5 - VELLORETFITEM2-attach.doc

### Components of the Civic Centre Feasibility Study

The Study has included the following components:

- A review of relevant background planning documents and previous work on the City Centre issue;
- A review of other municipalities to identify requirements for a civic centre;
- An estimation of the City's space requirements to the year 2026 for administrative functions, and for other municipal facilities, including library, live theatre, art gallery, community centre, recreational uses;
- Interviews of other potential institutional users, to estimate their building and space requirements, including Region of York, Provincial and Federal buildings;
- An estimation of the total land requirements for a civic centre precinct including City Hall and other associated institutional uses;
- Identification of the attributes and constraints of the lands west of Highway 400 on the north side of Major Mackenzie Drive, in terms of their ability to accommodate the defined space and area requirements of the civic centre precinct;
- An examination of the strategic issues associated with this civic centre location, including relevant City and Regional policy objectives, civic/corporate image, financial implications and investment stimulation

## Evaluation of the Major Mackenzie Drive/Highway 400 Site for a Civic Centre

Civic Image/Accessibility/Special Events:

Major roadways provide good visibility and access. Cultural Facility/Civic Square can accommodate special events and assists in creating some Civic Image for the area. Transit will be of a local district serving scale. Surrounding land uses are primarily local in nature.

Urban Structure/Range of Uses/Functionality/Built Form

- Geographically central site.
- Scale of centre will likely be community oriented with a civic centre component (unlikely to become central focus for Vaughan or a regional centre)
- Range of uses will be of a community or district scale (higher order uses such as major office, major retail, hotels will likely locate elsewhere in the community).
- Area has the potential to be developed in a compact and pedestrian oriented form if integrated with the District Centre.
- In the future the centre is likely to retain a community orientation (limited likelihood to evolve and intensify)

Financial/Investment Stimulation/Availability Of Site

- Area is amenable to development (no significant physical impediments).
- Limited market for major office and other higher order employment area.
- Opportunity to stimulate community scale investment, as development are dependent primarily on the local population base.

#### Attributes of the Specific Site for a Civic Centre

The detailed planning of the Vellore Village District Centre, during the next phase of the Study, will be significantly affected by the City's decision regarding its future Civic Centre.

If City Council decides to locate its new City Hall in or adjacent to the Vellore Village District Centre, the following locational attributes need to be considered:

Access:Major Mackenzie provides good general access; however, direct access will need<br/>to be from collector or local roads.Transit:Adjacent to potential district-serving transit route on Major Mackenzie; however,<br/>the district transit hub will more likely be near the Major Mackenzie/Weston<br/>Road intersection focused on the District Centre.Pedestrian<br/>Accessibility<br/>& Safety:Proximity to the Highway 400 interchange ramps diminishes potential<br/>to achieve a pedestrian-friendly "people place".<br/>High Performance Employment lands along Highway 400 will generate heavy<br/>traffic, including tracks, on the first primary road (Vellore Woods Boulevard<br/>north of Major Mackenzie), discouraging pedestrian and cyclist accessibility.

Integration Site adjacent to Highway 400 has little potential for integration due to distance from the District Centre, and intervening traffic flows.

> Locations to the west of Vellore Woods Blvd have greater potential for integration.

Visibility: High level of visibility from Highway 400, however direct visibility is not of critical importance.

Land Use Adjacent employment area could detract from image of City Hall, particularly if significant portions of the area develop with industrial uses that generate significant truck traffic, such as distribution facilities.

> Better land area relationships if Civic Centre were located west of Vellore Woods Blvd. In a more westerly location, the City Hall and other civic uses could be integrated with the broader range and mix of District land uses, thereby increasing the potential for City Hall to become part of a meaningful "people place".

















#### The Draft 'Vision' for the Vellore Village District Centre

- Is the primary centre for commercial, entertainment, institutional, and community facilities and uses located within the Vellore community.
- Is a compact urban area, which is the focus for community level activities within the Vellore community.
- Is a community gathering spot and identifiable village core.
- Is designed to reflect an image for the community and fosters community identity.
- Is more than a commercial plaza or a series of commercial plazas; it is an integrated mixed use area, which acts as the downtown for the Vellore Community.
- Is a place where people shop, work, live and play.
- Has a 'retail main street' including retail and commercial uses at the street edge; the 'retail main street' is pedestrian friendly and encourages walking from adjacent residential areas; it progressively develops from a more dispersed pattern to an urban pattern.
- Is accessible to people walking, biking, driving and taking transit.
- Over time the retail core intensifies with mid-rise, mixed-use buildings built along the
  retail main street with retail uses at grade. In the initial development, rather than a
  traditional commercial plaza form, the retail buildings are divided into individual floor
  plates or small clusters of stores and all are built to the street line of the main retail street
  or adjoining side streets. Parking is accommodated beside and behind the retail stores.
  Over time the spaces between these stores fills in.
- The central village area and the surrounding residential area are developed as a grid system of streets, providing ease of accessibility for residents to walk to the Village core.
- While parking lots are needed and are accommodated, pedestrian orientation is the priority. As the Centre develops and transit service improves, the proportion of people arriving by car decreases, and parking becomes structured above or below ground over time.
- On-street parking is provided on the main retail street and adjacent side streets.
- To achieve a thriving Village Centre as many commercial and community uses as possible are attracted and encouraged in order to create a critical mass of activities.
- The Centre evolves and changes over time and is designed to be flexible and adapt to changing market trends.
- The Centre maximizes private sector investment opportunities.
- Commercial and residential densities and development patterns are transit supportable and the Centre is the focus for transit connections within the Vellore Community.
- The greatest concentration of residential units is located within and immediately surrounding the central village core, helping to support the retail and commercial uses.
- Residential densities transition from these higher density and height to lower density and height adjacent to surrounding residential areas.
- The surrounding residential areas are protected as stable residential neighbourhoods.
- It is recognized that the District Centre may be the sole area within Vellore where the City can achieve the goal of a higher modal split through future intensification.
- The Centre progressively urbanizes and develops to higher density through intensification and redevelopment over the next 20 years and more.
- Through higher densities, the Centre is able to support higher order transit over time.
- The civic center (if located in the Vellore community) should be properly designed and integrated with the Vellore Village District Centre.

#### **District Centre Evaluation Criteria**

# Compatibility with adjacent residential neighbourhoods

- Ability to protect stable residential neighbourhoods.
- Ability to provide a transition to adjacent residential neighbourhoods.
- Ability to provide screening of parking areas to adjacent residential areas.

#### Housing

- Ability to provide for a variety of housing opportunities
- Ability to intensify over time from low-rise retail to mid-rise mixed use.
- Ability to house significant population within walking distance to support and encourage retail development and support transit ridership.

#### **Traffic and Transit Operations**

- Accessibility to public transit.
- Ability to achieve higher order transit.
- Ability to accommodute traffic generated by the Village Centre.
- Ability to accommodate through traffic.
- Ability to integrate with the surrounding street system while minimizing traffic infiltration into adjacent residential neighbourhoods.
- Ability to accommodate on-street parking.
- Ability to provide a retail street which is pedestrian oriented (i.e. minimize pavement width, slow down traffic, high number of opportunities for pedestrian crossings).

#### **Functional Pedestrian Friendly Area**

- Ability of retail area to be pedestrian oriented.
- Accessibility from surrounding residential neighbourhoods.
- Ability to create a grid of streets which can facilitate walking from adjacent neighbourhoods.
- Ability to encourage retail uses to locate at the street line.
- Ability to create a safe, comfortable, attractive pedestrian oriented main street.
- Ability to evolve and change over time/opportunities for intensification

#### Market feasibility and opportunities

- Opportunities for visibility for retail uses.
- Ability to accommodate large floor plate users including a department store and food store.
- Flexibility to accommodate current and future market opportunities.
- Ability to be pedestrian oriented including access from public streets while accommodating parking and access from parking lots.

### Availability and Timing

- · Ability to provide for an equitable distribution of space.
- Opportunity for competing developments.
- · Ease of development/free of constraints which could delay development.

#### Preliminary Evaluation of Scenarios

The following nummarizes why 'Options C1 Two Quadrant Scenario – main street south of Major Mackenzie Drive', 'D1: Single Quadrant – northwest of Weston/Major Mackenzie' and 'D2: Single Quadrant – southwest of Weston/Major Mackenzie' are least preferred, and therefore are not on the preliminary short list.

Option C1

- Option C1 has less opportunity to provide a transition to residential neighbourhoods because external road patterns and land uses are already established.
- Option C1 provides less opportunity to minimize traffic infiltration into adjacent residential neighbourhoods.
- Option C1 provides less opportunity to be accessible from residential neighbourhoods to the north.
- Option C1 has less ability to provide for an equitable distribution of space or opportunity for competing developments.
- Option C1 is constrained due to the MTO Works Yard. The Province has not yet announced whether it will be moved. The lands of the MTO Works Yard are key to the success of this option.

Options D1 and D2

- Options D1 and D2 do not offer as good opportunities to protect stable residential areas or provide a transition to adjacent residential neighbourhoods. This is particularly with Option D2 due to the approved residential lots along the north side of Maria Antonia Road.
- D1 and D2 may not minimize traffic infiltration into adjacent residential neighbourhoods.
- Options D1 and D2 provide the least degree of accessibility from all surrounding residential neighbourhoods.
- Options D1 and D2 do not provide for an equitable distribution of space nor do they
  provide as great of opportunities for competing developments.
- Option D1 may be delayed as Block 40 has not as yet been submitted for approval and may be some time yet before that occurs.
- Option D2 is constrained due to the MTO Works Yard. The Province has not yet announced whether it will be moved. The lands of the MTO Works Yard are critical to the success of this option.
- Both Options D1 and D2 may offer the ability to create an internal main street, but by
  putting the development all in one block, the resulting development may exhibit the
  characteristics of a power centre and may not be well integrated with surrounding
  development.