

COMMITTEE OF THE WHOLE (WORKING SESSION) APRIL 30, 2002

CITY CENTRE FEASIBILITY STUDY

Recommendation

The Commissioner of Planning recommends:

THAT the report entitled, "City Hall Location Study", prepared by Sorensen, Gravely, Lowes, BE RECEIVED;

THAT Council further provide direction to Staff regarding the next steps to be taken respecting the location of a possible new City Hall.

Purpose

The purpose of this report is to provide an up-date on the work completed to date respecting the evaluation of six potential locations for a new Vaughan Civic Centre and associated development.

Background - Analysis and Options

On January 14, 2002, Council adopted the following resolution:

- "1. That the recommendation contained in the following report of the Commissioner of Planning, dated January 7, 2002, be approved;
2. That the preferred development scenario for the Vellore District Study include the integration of the proposed commercial centre at the southeast corner of Major Mackenzie Drive and Weston Road;
3. That staff be directed to retain the existing consultants to continue with the City Centre Feasibility Study, which will include the five sites identified, being northwest Hwy 400 and Major Mackenzie Drive, Jane Street and Rutherford Road, Major Mackenzie Drive and McNaughton Road (east of Keele Street), the Corporate Centre, and the existing site, at an additional cost of approximately \$20,000;
4. That the criteria used to evaluate all sites be based on civic image, visibility and access, range of uses/functionality and urban structure, built form, financial considerations, and investment stimulation;
5. That the evaluation of these locations be based on the civic focus, moderate mixed-use focus, and comprehensive mixed-use focus; and
6. That staff provide a report to the first Committee of the Whole (Working Session) in April with the results of the evaluation."

At the same meeting on January 14, 2002, Council amended the foregoing resolution by adopting the following resolution:

"By directing that the property on the west side of Jane Street, south of Rutherford Road (south of the Vaughan Mills Mall location), be included as the sixth site in the City Centre Feasibility Study; and

By receiving the memorandum from the Commissioner of Planning, dated January 11, 2002."

Recommendation #1 above provided as follows:

1. That the City's consultant, Sorensen, Gravely, Lowes Planning Associates, be directed to complete the remaining tasks in the Vellore Village District Centre Study;
2. That a budget of \$40,000 be approved as a supplement to the proposed Planning Department 2002 operating budget, in order to complete this Study."

Analysis and Options

SGL has now completed their review and assessment of the six potential Civic Centre locations identified by Council. The results of their work is summarized in their report entitled, "City Hall Location Study".

The SGL study involved examination of six sites based on a common set of assessment criteria, including civic image, accessibility, cost and availability of site, investment stimulation, urban structure, staging of events, and land use integration and compatibility. The sites were then classified, based on their assessed potential as locations for a new Civic Centre, as either 'civic focus', 'moderate mixed-use focus', or 'comprehensive mixed-use focus'.

The Study concludes:

1. If the City simply wants a City Hall which is accessible to the residents of Vaughan, but does not need it to be in a prominent or visible location and is satisfied with a minor mixed-use setting of local significance which can accommodate small functions and gatherings, and if land costs are a significant concern, then we recommend the existing City Hall location.
2. If the City wants a City Hall in a highly visible location near the geographic center of the City in a minor to moderate mixed-use use setting of local significance with low to moderate public transit accessibility, and if the City places less importance on the location being a focus for the city or contributing significantly to the identity of the City, then we recommend the Vellore location but only if it is located adjacent to Major Mackenzie Drive and well integrated with the Vellore District Centre.
3. If the City wants a City Hall in a visible and prominent location which is highly accessible to residents by both car and transit, and if it wants the City Hall located in a potentially diverse mixed use area or the potential downtown of City, and if the City places importance of the City Hall location becoming a significant focal point of City activity and it wants to use the City hall to stimulate investment and wants to explore the opportunity for cost sharing, then we recommend the Vaughan Corporate Centre.

Attachments

1. "City Hall Location Study", Sorenson, Gravely, Lowes, April 2002

Report prepared by:

Paul Robinson, Senior Planner, Policy, ext. 8410
Wayne McEachern, Manager of Policy & Special Studies, ext. 8026

Respectfully submitted,

MICHAEL DeANGELIS,
Commissioner of Planning

/CM



CITY HALL LOCATION STUDY

April, 2002

Prepared for the City of Vaughan

by



Sorensen Gravely Lowes
Planning Associates Inc.

with assistance from:

PricewaterhouseCoopers LLP

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1. INTRODUCTION

Sorensen Gravely Lowes Planning Associates Inc. was retained in January 2002 by the City of Vaughan to review and evaluate six potential locations for a City Hall in Vaughan. This study built upon work completed in the fall of 2001 by Sorensen Gravely Lowes Planning Associates and PricewaterhouseCoopers LLP which assessed the feasibility of a new Civic Centre adjacent to the planned Vellore Village District Centre.

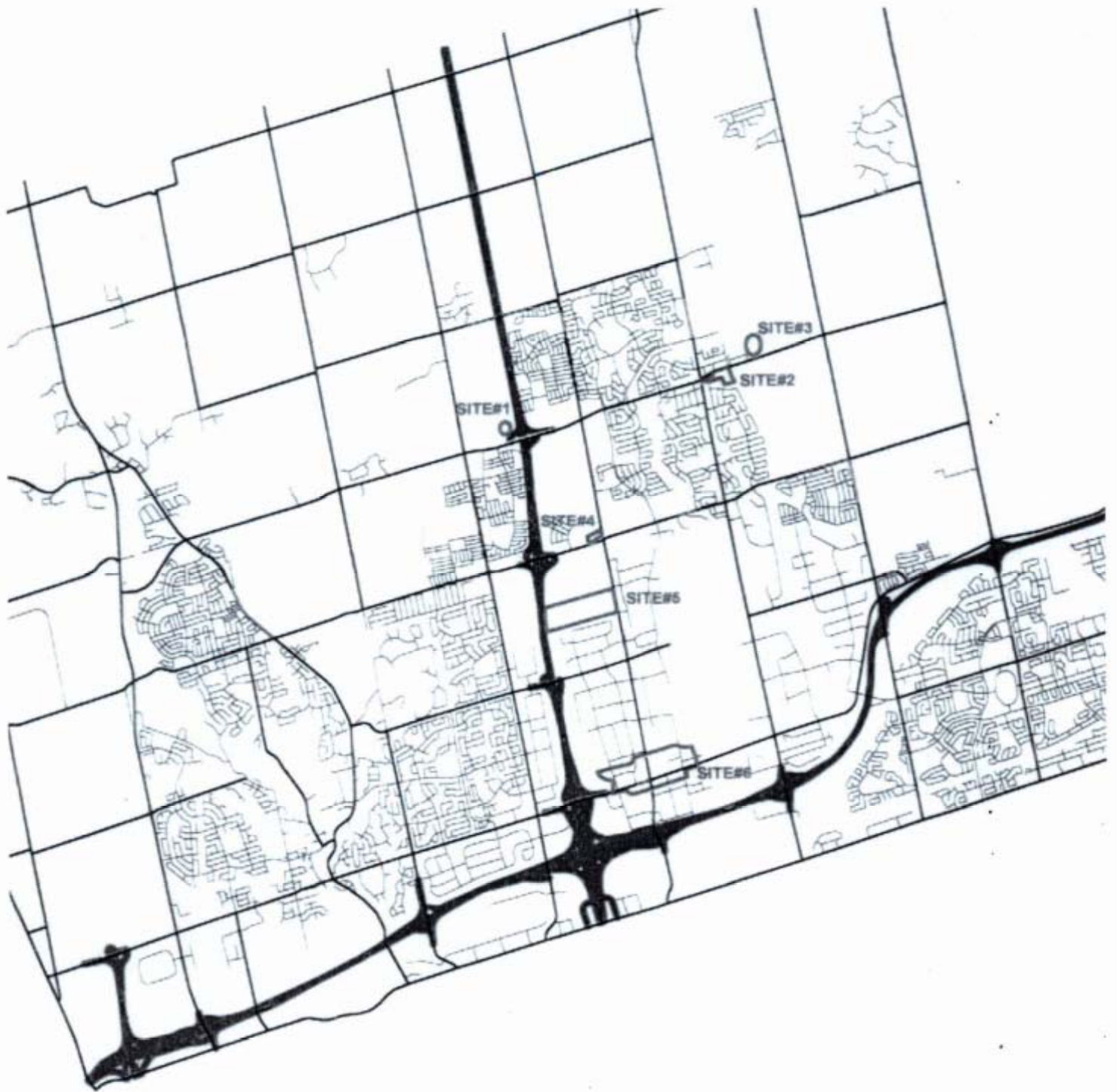
The decision to look at the feasibility of a Vellore Village location arose in early 2001. At that time, the City had begun a land use study for the Vellore District Centre. The Vellore District Centre is intended to be a mixed-use centre serving the needs of the Vellore community. On May 30, 2001, Council 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...". Consultants for the City subsequently undertook a feasibility study of a City Centre adjacent to the Vellore District Centre.

Near the completion of the feasibility study for the Vellore location, the City began receiving correspondence from other landowners interested in having the City explore their lands for a potential site. On October 26, 2001, York Major Holdings proposed lands they own beside a new golf Course at Major Mackenzie Drive and the eastern extension of MacNaughton Road (site # 3 as shown on Figure 1). On January 9th, Fernbrook Homes requested their lands be considered for a potential City Hall location. They own 118 acres on the west side of Jane Street south of Rutherford Road (Site #5 as shown on Figure 1). On January 22nd, Beutel Goodman Real Estate Group expressed an interest in having their lands on the south side of Highway 7 in the Vaughan Corporate Centre considered for a City hall location (Site 6 as shown on Figure 1). These letters are attached in Appendix A.

In January 2002, Council subsequently expanded the feasibility study and directed staff and consultants to conduct a comparative evaluation of five other sites as well as the potential Vellore location. In addition, to the sites identify above, the consultants were also instructed to look at the existing City Hall location and a location on the north side of Rutherford Road at Jane Street which was identified in OPA 483 (Vaughan Centre) for potential civic uses.

PURPOSE OF THIS REPORT

The purpose of this report is to review and describe the six potential City Hall locations and highlight the evaluation of each of these sites. It is relevant to note that this study has not looked at the specific design of a new city hall nor assessed the cost of construction of a new city hall or the renovation of the existing City Hall. The purpose of this study is to simply assess six general locations within the City as to their suitability and appropriateness as a location for a City Hall.



CIVIC CENTRE FEASIBILITY STUDY
FIGURE 1: SITE LOCATIONS

2. PREVIOUS STUDIES

It is relevant to the study at hand to review previous related studies, which have examined the issues of City Centre and City Hall locations in Vaughan.

In 1989, Vaughan undertook the Vaughan Policy Review to define and evaluate alternative areas to accommodate the City's long term growth. As part of the Policy Review, Council endorsed the principal of a new "Vaughan City Centre".

DESIRED CITY CENTRE FUNCTIONS

In 1992, the City of Vaughan retained a consultant to review three alternative City Centre locations. The consultant advised that the desired functions of a City Centre are to:

- Be the focus of community activity
- Have a diverse range of land uses and urban activities
- Pull the four communities together and create an image for the city
- Accommodate a wide range of urban land uses
- Serve as the focus of the transit network
- Have a location where its key functions are not separated
- Have market demand for planned uses in the short-to-medium terms
- Accommodate a wide variety of civic, community services and recreational and cultural facilities to draw the community together.

1992 EVALUATION OF POTENTIAL CITY CENTRE SITES

The City subsequently undertook an evaluation of three competing areas: 1) the current City Hall location, 2) Jane Street between Rutherford and Major Mackenzie (northern location), and 3) Highway 7 and 400 (southern location).

The primary goals and objectives used in this evaluation were:

- To become a focal point for major urban development, and reflect the City's corporate and civic image.
- To foster cohesiveness and sense of identify for the City.
- To provide a clear and distinctive image for the City as a great place to live, work and entertain.
- To provide a pedestrian friendly City Centre with pedestrian activity along the street and street oriented building forms.
- To provide a mix of land use to offer a range of residential and employment opportunities, and a mix of commercial and community activities.
- To develop and evolve over many years based on a long term vision.
- To function as the hub of the transportation and transit network.

The evaluation found that two locations presented excellent but different development opportunities affecting their ability to become a City Centre. The northern location offered a greenfields opportunity to develop a comprehensive plan but would take longer to materialize and lacked the opportunity to become the primary focus of the City's urban activity. The

City Hall Location Study

southern location offered the ability to become the 'economic engine' of the City and had the visibility to establish a strong impression of civic and corporate identity.

It was concluded that the northern location would emphasize the focus of civic services to Vaughan's communities, whereas the southern location would emphasize Vaughan's business image.

Official Plan Amendment 600 designated the northern location as the Vaughan Centre. Under OPA 600, the Vaughan Centre is to become an urban centre for urban development, social, cultural and civic functions, tourism and recreation activities and reflect the City's corporate and civic image. OPA 600 designated the southern location as the Vaughan Corporate Centre which was to become a Regional Centre, a focal point of business activity, and a mixed use node with a variety of commercial, residential and institutional uses and facilities.

Despite the designation of these two Centres, the question of where the City hall was to locate was never determined.

3. TYPES OF CITY HALL LOCATIONS

During the earlier feasibility study conducted in the fall of 2001, PricewaterhouseCoopers undertook an analysis including site visits of other City Hall locations, primarily within the Greater Toronto Area. These locations included:

- Etobicoke
- Markham
- Mississauga
- North York
- Oakville
- Richmond Hill
- Scarborough
- Whitby
- West Palm Beach¹

The objective of this analysis was to identify the range of uses and patterns of development that characterize other City Hall locations. Based on this research, the various City Hall locations were categorized into three general groups:

- (1) **Civic Focus:** Stand alone City Hall with limited range and connection to other surrounding land uses (e.g. Etobicoke, Oakville, Whitby).
- (2) **Moderate Mixed-Use Focus:** Stand alone City Hall with some connection to surrounding mixed-use developments (e.g. Richmond Hill, Markham).
- (3) **Comprehensive Mixed-Use Focus:** 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).

These categories are graphically illustrated on Figure 2.

CIVIC FOCUS CENTRES:

Civic focus centres generally contain a stand alone City Hall with a limited range of or connection to other surrounding land uses. This type of location serves primarily the civic needs of the municipal population. The main City Hall site usually contains only the municipal offices and other civic uses, such as fire or police station, small scale community space (e.g. art gallery) or other public sector organizations (e.g. offices for various departments such as health, school boards, regional government offices, etc.).

Some higher density residential or office uses are sometimes situated in proximity to the municipal offices, however, the City Hall is not integrated with these uses to any great extent. In general, development in the immediate vicinity is small scale, although there are exceptions (e.g. Etobicoke). Examples of Civic Focused sites include: Etobicoke, Oakville and Whitby.

¹ Review based on information provided by a Task Force member.

MODERATE MIXED-USE FOCUS CENTRES:

These centres comprise a greater range of uses than the Civic Focused Centres, but do not have the full range necessary to become the primary focus of activity for the municipality.

These centres represent the primary focus of municipal government activity, but also contain commercial, educational, cultural, hotels, conference centres, residential and entertainment functions. In some cases, non-government uses can represent a significant amount of space in a specific land use (eg. Richmond Hill's civic centre is located in a significant office node); however, these centres do not contain the full range, or connectivity to other uses necessary to create the main focus for the municipality. Over time these centres may evolve into the main focus as additional uses are developed in the area. It is anticipated that Markham and possibly Richmond Hill will eventually develop into Comprehensive Mixed-Use Focus Centres.

Examples of Moderate Mixed-Use Centres include Markham and Richmond Hill.

COMPREHENSIVE MIXED-USE FOCUS CENTRES:

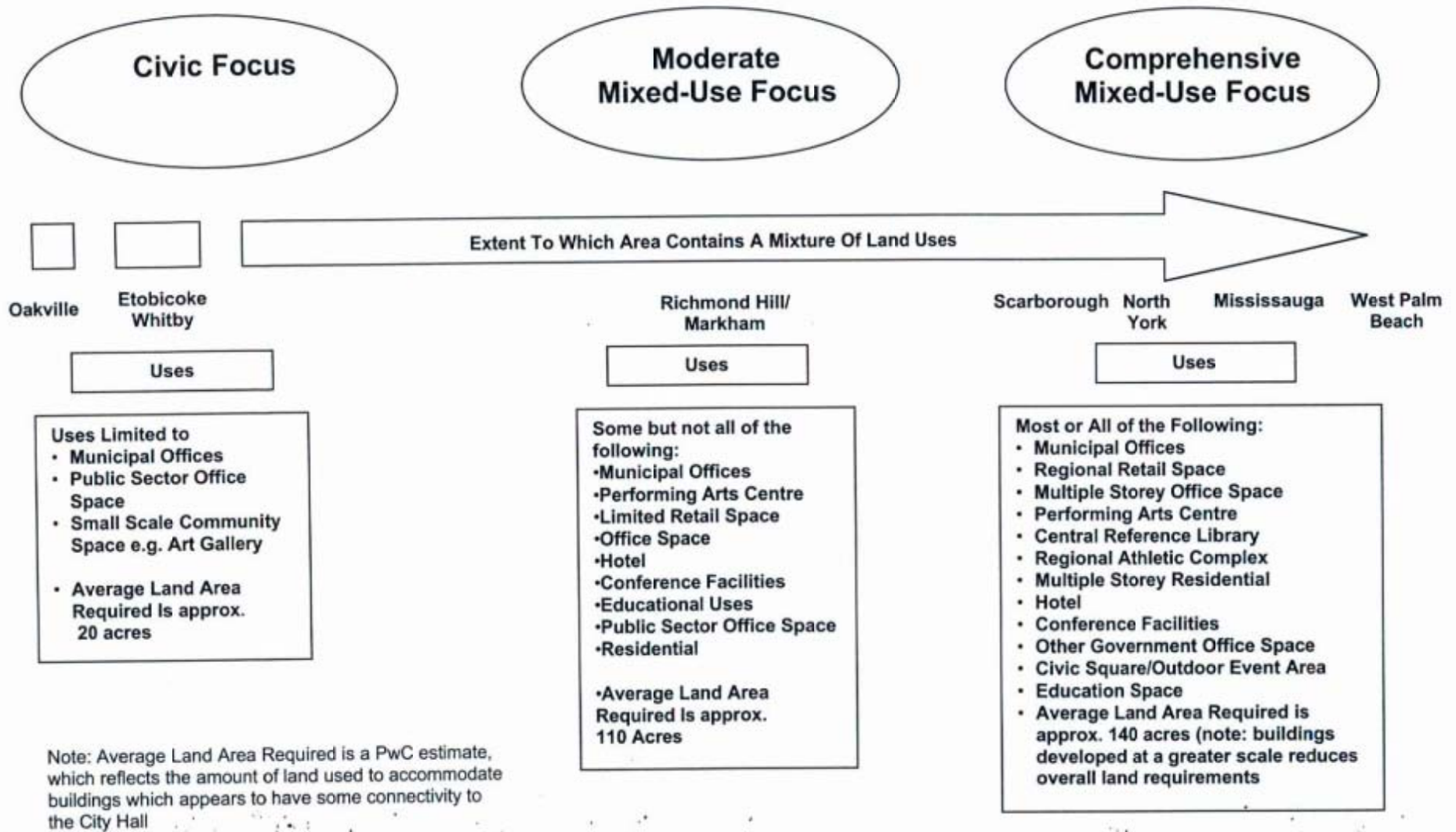
These centres contain a diverse mix of intensively developed civic, commercial, recreational, and residential uses which are intended to function together as the focus for the City, "i.e. the heart of the community". These centres serve as the primary focus for commercial, government, cultural and entertainment uses in the municipality. They provide a well known identifiable image for the municipality, and represent the 'downtown' for the community.

Comprehensive Mixed-Use Centres typically contain multiple storey residential and office uses. The presence of high-density developments in the area supports or has the potential to support higher order transit uses (e.g., bus terminal, subway, light rapid transit). These centres also have excellent access for vehicular traffic.

Commercial developments such as shopping centres in these centres are often of a regional draw (North York is a notable exception), which assist in creating a strong image that the area is the centre of downtown of the community.

Examples of Comprehensive Mixed-Use Centres include: Scarborough, North York, Mississauga and West Palm Beach.

Figure 2: Uses At Other City Hall Locations



4. CITY HALL SPACE REQUIREMENTS

In the fall of 2001, PricewaterhouseCoopers undertook an analysis of space needs and requirements for the City itself as well as other public agencies, which may be attracted to locate along with the City Hall in a civic centre complex. This analysis was based on interviews with City staff and other public sector agencies.

Based on the interviews, PricewaterhouseCoopers concluded that a new larger Civic Centre is required to accommodate both the current and future space needs of the City. The new building should be at least 175,000 square feet in size and up to 225, 000 square feet to accommodate long term growth. In addition to administrative space, a cultural facility, library and day care are recommended uses for a new Civic Centre.

City Uses:

City Hall:	225,000 square feet
Performing Arts/ Cultural Centre:	35,000 square feet
Library	12,000 square feet
Sub-Total	272,000 square feet

Interviews were also held with other public sector agencies. There was some interest expressed by various agencies in locating either offices or other facilities in proximity to the Civic Centre. However, some locations in the City were considered more attractive or appropriate to these agencies given access and other requirements. Therefore, depending upon the location, these agencies may or may not locate in conjunction with the City Hall.

Other Potential Uses:

YMCA	
Other Government Offices	
Expansion of Cultural Facility, Reference Library	
Potential Sub-Total	100,000 square feet

Total Potential Floor Area Required: 372,000 square feet

The land area required to accommodate this floor area will depend upon the built form (i.e. height), scale and space allocated to outdoor space uses such as a civic square and also options to accommodate future expansions. A site of 5 to 20 acres may be required.

5. POTENTIAL CITY HALL LOCATIONS

In this section, the six potential City Hall locations are identified and described.

SITE NO. 1 – VELLORE (MAJOR MACKENZIE DRIVE & HWY 400)

The Vellore Village location is located on the north side of Major Mackenzie Drive immediately west of Highway 400 abutting the interchange as shown on Figure 3. All of the land north of Major Mackenzie Drive is currently undeveloped and used for farming. However, all of the lands in the vicinity have been designated for urban uses. The subject lands are designated 'High Performance Employment Area' through OPA 600. This designation extends along the Highway 400 frontage from Major Mackenzie Drive to Teston Road and permits and encourages development of a high quality business park primarily for prestige/light industrial uses, research and data processing facilities. Limited retail, office commercial, and service commercial uses are also permitted fronting onto Major Mackenzie Drive.

The lands to the west of the Vellore Woods Drive extension are designated for residential purposes with Medium Density Residential/Commercial lands designated along the Major Mackenzie Drive frontage. At the corner of Major Mackenzie Drive and Weston Road, the Vellore Village District Centre is designated in OPA 600. The District Centre is intended to serve as the community focus for the Vellore community providing a range of goods, services and retail facilities along with more intense residential forms of development. In OPA 600, the District Centre is planned to provide for up to 40,000 sq. m. of gross leasable commercial area within a broad range of commercial uses including a department store, food stores, retail stores, restaurants, places of entertainment, personal services, offices and service stations. It is also intended that the area be a functional pedestrian friendly centre within a compact, efficient and environmentally sound urban form. District Centres are planned to contain public facilities and amenities including schools, community facilities, institutional facilities, places of worship and parks. It is also to provide for a full range of residential uses including street townhouses, en bloc townhouses, stacked townhouses and apartment buildings up to six storeys.

At a recent public open house on the proposed Tertiary Plan for the Vellore District Centre, the residents of the area were quite adamant that the District Centre not contain apartment buildings of 5 and 6 storeys and even questioned the desire to create a pedestrian focused centre.

Council's original direction with regard to the Vellore feasibility study was to assess the lands on the north side of Major Mackenzie Drive extending to Highway 400. However, in February 20, 2002, the planning consultant for the landowner, Argento Developments Inc., submitted a letter to the City identifying a 12.5 acre parcel which they believe should be used if this location were chosen for a City Hall. The proposed parcel is located not on Major Mackenzie Drive but further to the north along the Vellore Woods Drive extension and facing on to Highway 400 as shown on Figure 4.



CIVIC CENTRE FEASIBILITY STUDY

FIGURE 3: SITE #1 - VELLORE

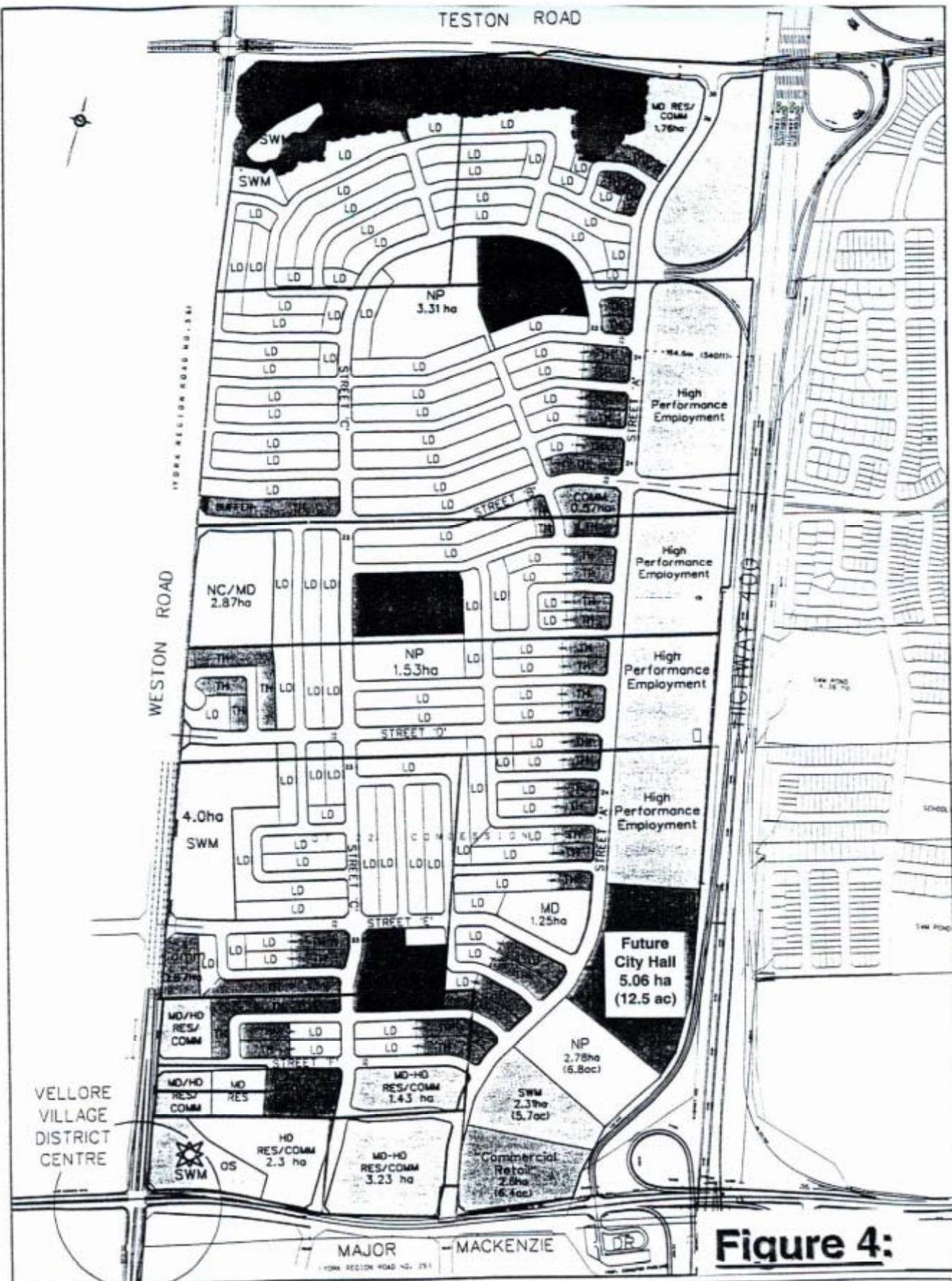


Figure 4:

BLOCK 33 WEST
 Lots 21-25, Con 5, City of Vaughan
 Regional Municipality of York

SCALE 0 50 100 150 m

WESTON CONSULTING GROUP INC.
 100 West Beaver Creek, Suite 100, Richmond Hill, ON L4B 1N2
 Tel: 905.709.2100 Fax: 905.709.2101
 File Number: 2182 Date Drawn: 18 FEB 02
 CAD: J. W. H. & J. W. H. 12/01/02 Revised



CONCEPT PLAN
 The Community of
 Weston Highlands
 in the Village of Vellore

WESTON CONSULTING GROUP INC.

Table 1: Vellore Summary Statistics

Location:	North side of Major Mackenzie Drive, immediately west of Highway 400 and east of extended Vellore Woods Blvd.
Official Plan Designation:	High Performance Employment Area (OPA 600)
Zoning:	Agricultural
Current Use:	Farmland
Property Owner:	Argento Developments Inc.
Parcel size:	12.5 Acres

SITE NO. 2 – EXISTING VAUGHAN CITY HALL

The existing City Hall site is located on the south side of Major Mackenzie Drive east of Keele Street as shown on Figure 5. It abuts the CN rail line on the east side, which is an operating GO line. The site is currently designated Institutional by OPA 350 and occupies approximately 27 acres including a portion owned by York Region. Immediately abutting the site to the south is a City park. Residential neighbourhoods extend both North and south of the City Hall. There is some commercial development located along Major Mackenzie Drive and Keele Street with the potential for some intensification and infill on the large lots along these roadways.

Table 2: Existing City Hall Summary Statistics

Location:	South side of Major Mackenzie Dr., east of Keele St.
Official Plan Designation:	Institutional (OPA 350)
Zoning (other):	Current Zoning- includes M1, R1, R1V, R2, and “Municipal Offices” (no zoning)
Current Use:	Existing City of Vaughan Municipal Offices
Property Owner:	City of Vaughan and Region of York
Parcel size:	27 acres



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FIGURE 5: SITE #2 – EXISTING CITY HALL

SITE NO. 3 – MAPLE, EAST OF THE RAILWAY

The proposed Maple site is located on the north side of Major Mackenzie Drive east of the CN Railway on the west side of the future McNaughton Road extension as shown on Figure 6. The lands are currently vacant or used for truck storage. A new golf course is currently under development on the east side of the future McNaughton Road extension and the existing Keele Valley Landfill is located just to the north. The Keele Valley Landfill is slated to close at the end of the year and is planned to become one component of the large North Maple Park. Between the proposed site and the landfill are a number of existing heavy industries where out door storage predominates. The subject site and surrounding area, however, are designated Prestige Industrial in OPA 332 as amended by OPA 535.

To the west of the proposed site is a small cemetery some existing homes and the Maple GO train station.

Table 3: Maple, east of the Railway Summary Statistics

Location:	North side of Major Mackenzie Dr. at McNaughton (east of Railway)
Official Plan Designation:	"Prestige Industrial" but commercial development including retail and retail warehousing to a maximum of 25,000 GFA is also permitted. (OPA 332 & 535)
Zoning (other):	M1 (H) - By-law 427-2000, exception 9(1097)
Current Use:	Vacant and truck storage
Property Owner:	York Major Holdings Inc.
Parcel size:	15 to 20 acres

SITE NO. 4 – VAUGHAN CENTRE (RUTHERFORD & JANE)

The Vaughan Centre site is located on the north west corner of Rutherford Road and Jane Street as shown on Figure 7. The site is approximately 8 acres and is currently vacant. A new Canadian Tire store is located immediately to the west. Between it and Highway 400 is a vacant block planned for commercial development. North of these lands up to Canada's Wonderland, a low rise residential enclave has developed. The proposed site is bound on the north by a creek valley. To the north of it is a large vacant area designated for general commercial uses. On the south side of Rutherford, the proposed Mills Mall is expected to soon be developed. This mall will be a 'supra-regional' off-price mall attracting people from across southern Ontario. The subject site is designated High Density Residential/Commercial. The policies for the site permit its potential use for a civic use and require a prestige 'landmark' development at the intersection.



CIVIC CENTRE FEASIBILITY STUDY

FIGURE 6: SITE #3 - MAPLE, EAST OF THE RAILWAY



CIVIC CENTRE FEASIBILITY STUDY

FIGURE 7: SITE #4 - VAUGHAN
CENTRE

Table 4: Vaughan Centre Summary Statistics

Location:	Northwest corner of Rutherford Rd. and Jane St.
Official Plan Designation:	“High Density Residential/Commercial” (OPA 483 & 600)
Zoning (other):	C8-H Office Commercial (By-law 84-2001, Exception 9 (1031))
Current Use:	Vacant
Property Owner:	North West Jane Rutherford
Parcel size:	8 Acres

SITE NO. 5 – SOUTH OF MILLS MALL

The proposed site is located south of the proposed Mills Mall between Highway 400 and Jane Street as shown on Figure 8. It is a large vacant property of approximately 118 acres. A City Hall would occupy only a small portion of these lands. The balance of the lands would develop as per the Official Plan permission which is prestige and general employment uses with some service commercial use permissions. To the south and east of the proposed site is an established general business park area. To the north of the proposed site is the soon to be developed Mills Mall.

Table 5: South of Mills Mall Summary Statistics

Location:	West side of Jane Street and east of Highway 400 South side of approved “Mills Mall”
Official Plan Designation:	OPA 450 Prestige Area and Employment Area General plus additional commercial permissions for eating establishments, places of entertainment bingo halls etc. (OPA 450 & 517)
Zoning (other):	Current Zoning- EM1 9(993), EM2 OPA 517 to be implemented through a site specific ZBL and site plan
Current Use:	Vacant
Property Owner:	Parktrail Estates Inc. (Check)
Parcel size:	118 Acres



CIVIC CENTRE FEASIBILITY STUDY

FIGURE 8: SITE #5 - SOUTH OF MILLS
MALL

SITE NO. 6 – VAUGHAN CORPORATE CENTRE (HIGHWAY 7, 400 TO JANE)

The Vaughan Corporate Centre is a large area extending along both sides of Regional Road 7 (formerly Highway 7) from west of Weston Road eastward to the CN rail yard. Within this large area, the Corporate Centre Node is an area designated for a range of commercial, office, institutional and residential uses in a pedestrian oriented built form. It extends from Highway 400 to east of Jane Street as shown in Figure 9. Within this area are a number of vacant sites east of Jane Street adjacent to Highway 7. There is also a large future potential redevelopment currently used by Toromont a heavy equipment manufacturer. East of Jane Street the properties are smaller and most developed within industrial uses. Therefore, the potential available sites are generally west of Jane Street and include a number of potential properties ranging from 5 to 30 acres in size.

Currently, the Corporate Centre node is relatively undeveloped. On the north side Of Highway 7 west of Jane Street is a stand alone Wal Mart store, an eight storey office building, and a small plaza adjacent to Jane Street. On the south side is the existing Tormont plant and a number of new uses including a hotel, a fitness club, a theatre and a number of associated restaurants. To the east of Jane Street, an older established industrial area dominates the area.

Table 6: Vaughan Corporate Centre Summary Statistics

Location:	Both sides of Highway 7, west of Jane Street
Official Plan Designation:	Corporate Centre Node (OPA 500)
Zoning (other):	C9 (Corporate Centre Node)
Current Use:	Vacant on all sites except for Crothers Properties which is occupied by Toromont a Heavy Equipment Manufacturer
Property Owner:	A number of potential properties are available west of Jane Street with owners including: First Professional Management, Beutal Goodman Real Estate Group and Crothers Properties.
Parcel sizes:	A variety of potential properties ranging in size from approximately 5 acres up to 30 acres in size.



CIVIC CENTRE FEASIBILITY STUDY

FIGURE 9: SITE #6 – VAUGHAN CORPORATE CENTRE

6. PRELIMINARY PUBLIC INPUT

Three public open houses were held in various locations throughout the City of Vaughan on three consecutive nights in February 2002. The purpose of these meetings was to present the possible City Hall locations, obtain input from the public about the evaluation criteria, and find out from the public what factors are important in finding a new location for the City Hall. In total, approximately 150 people attended these three meetings.

At the open houses, display panels and a short presentation provided an overview of the size requirements of a new City Hall, a review of the possible sites for the new City Hall, an overview of the objectives and criteria for evaluating a potential City Hall site, and a summary of the types of City Hall locations. A question-and-answer period followed each presentation.

Comments received at the Open Houses

There were a number of comments, concerns and questions raised at the three Public Meetings. A universal comment was that the site must be accessible and have sufficient parking to accommodate the large number of visitors that are expected at Vaughan City Hall. Many people who attended the meetings also saw a new City Hall as an opportunity for the City to create an image for itself. A comment that many people had was that Vaughan currently has a lack of cultural facilities (such as a theatre, museum, recital halls, and parkland with skating rinks) where people can go to enjoy themselves and interact. Many people had the opinion that City Hall should be a place that is used for more than just business uses and that City Hall should be used on nights and weekends (skating rink, festivities, public gatherings, celebrations, concerts, etc). Some people felt that Vaughan should use this project as a way to create an urban core area with uses that are complementary to City Hall, while others preferred to have City Hall stand by itself so that its purpose is not lost.

Information from Questionnaires

Questionnaires were handed out to all who attended the public meetings. The questionnaires sought the public's input on the evaluation criteria and their thoughts on the factors Vaughan should consider when evaluating the suitability of potential City Hall locations. The questionnaires were meant to serve as a means for people to express their thoughts and concerns on paper without having to voice their opinions out loud. Seventy questionnaires were returned.

Question #1, asked people *"What factors do you think the City of Vaughan should consider when evaluating possible sites for a new City Hall?"* There were a number of factors that were expressed in the various questionnaires. Some of the recurring comments were:

- The site must be easily accessible to people of Vaughan and should be close to both highway and transit.
- The City Hall should be located in a location that is central to the people of Vaughan.
- The City Hall site should become a significant centre and a focus for the City.
- There must be good public transit, as well as pedestrian links to serve City Hall.
- The cost of relocating the City Hall should be an important consideration.

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- City Hall should be located in a people-oriented mixed-use area.
- Traffic congestion is an issue that should be addressed when considering a new site for City Hall.
- It should be a cultural focal point providing for cultural opportunities, theatre, and music.
- It should be in an area with entertainment, shopping, hotels and offices close by.
- City Hall should be able to expand with the needs of the residents of Vaughan and be sufficient for a long time (100 years).

Question #2 asked people "How important is each of the following in selecting a location for Vaughan's City Hall?" A summary of the information gathered from this question is best displayed in the table below:

OBJECTIVES	IMPORTANCE	NO. OF RESPONSES
1. Prominent Civic Image: (for example: Visible location; Prominent physical setting; Clearly identified focus for the community)	High Importance	55
	Moderate Importance	9
	Low Importance	5
	Don't Know/ No Opinion	1
2. Accessibility: (for example: Proximity to highway(s) and major arterial roads; Access to frequent public transit)	High Importance	56
	Moderate Importance	12
	Low Importance	1
	Don't Know/ No Opinion	1
3. Cost and Availability of Site: (for example: Land cost; Opportunity for cost sharing)	High Importance	34
	Moderate Importance	33
	Low Importance	2
	Don't Know/ No Opinion	1
4. Investment Stimulation (for example: Opportunity for growth in tax base; Ability to attract higher-order employment uses)	High Importance	41
	Moderate Importance	24
	Low Importance	4
	Don't Know/ No Opinion	1
5. Complement and Enhance Urban Structure (for example: Central to existing and planned communities; Ability to become a centre of city significance; Create a focal point for all community activity; Ability to be compact and pedestrian-oriented, Ability to accommodate and attract higher-order uses)	High Importance	56
	Moderate Importance	13
	Low Importance	1
	Don't Know/ No Opinion	0
6. Staging of Special Events (for example: Opportunity for civic functions/ gatherings; Good city-wide public transit; Minimize neighbourhood impacts)	High Importance	49
	Moderate Importance	12
	Low Importance	2
	Don't Know/ No Opinion	0
7. Land Use Integration and Compatibility (for example: Compatibility with adjacent land uses; Free of land-use constraints; Potential to integrate with adjacent uses)	High Importance	36
	Moderate Importance	21
	Low Importance	4
	Don't Know/ No Opinion	2

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All of the objectives listed were considered to be of relatively 'high importance' to respondents. Prominent Civic Image, Accessibility, Complement and Enhance Urban Structure, and Staging of Special Events were ranked by most respondents as 'high importance'. Investment Stimulation and Land Use Integration and Compatibility were ranked as 'high importance' by fewer respondents. Cost and Availability of Site was ranked highest by the least number of respondents, but was still considered to be of importance for many.

Question #3 was related to Question #2 in that it asked, "Of all the Objectives listed above (1-7), which ones are most important to choosing a City Hall location? Please explain why." The factor considered to be most important was Accessibility, followed by Prominent Civic Image, Complement and Enhance the Urban Structure, and Staging of Special Events. Cost and Availability of Site, Investment Stimulation and Land Use Integration and Compatibility were the least important objectives to the respondents as shown below.

Objective #	# of people who indicated importance
1: Civic Image	14
2: Accessibility	31
3: Cost & Availability of Site	7
4: Investment Stimulation	4
5: Urban Structure	12
6: Special Events	11
7: Land Use Integration	4

There were numerous reasons cited in the questionnaires for people's ranking.

With respect to Prominent Civic Image, some people thought that City Hall should be located in a downtown location, while others felt that an architecturally pleasing structure will help to give Vaughan an image. Still others felt that City Hall should be a community place where residents can gather and be proud of.

With respect to Accessibility, respondents recognized that the site should be easily accessible to the whole community by different forms of transportation (highway, public transit, pedestrian). Some people noted that a subway linkage is vital for the City of Vaughan to be accessible and draw people from other regions and municipalities.

Regarding Investment Stimulation, respondents acknowledged that head offices help to bring people to the City Centre because they generally employ a large number of employees.

Related to the site's ability to Complement and Enhance the Urban Structure, respondents felt that if City Hall were visible and unique, Vaughan could be easily recognized. Some people felt that having a mixed-use core in conjunction with a City Hall would help to make the City unique, while others felt that the quality of life could be improved by creating cultural, recreational, and leisure venues.

With respect to the site's ability to Stage Special Events, people acknowledged that it would help

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to bring the people together, create a sense of community, and help City Hall to become a centre of city significance. Others felt that if the community cannot actively utilize the City Hall, the site will never be given any importance in the minds of the residents.

Related to Land Use Integration and Compatibility, some respondents felt that it is very important to find a City Hall location that will not affect residential traffic or communities in any way.

Finally, **Question #4** asked the respondents “*Do you have any other comments or suggestions for the City of Vaughan to consider in the evaluation of possible sites for a new City Hall?*” There were a wide variety of comments, suggestions, and opinions expressed in this section of the questionnaire but an effort has been made to present them in a comprehensive manner.

General Suggestions:

- The new City Hall should project an image for the City of Vaughan.
- City Hall should be built with future expansion in mind.
- A cultural Centre linked to the City Hall would draw people from other regions.
- A day-care centre should be considered to service the community and City employees.
- A youth centre would benefit the City of Vaughan – perhaps adjacent to City Hall.
- Vaughan needs a recital hall. There are 7 or 8 dance schools in the area but no local facilities (they have to go out of the City to find a recital hall).
- City Hall should be built with future expansion in mind so that it can accommodate future growth without having to look for a new site.
- It is short-sighted to focus on the “cheapest or prettiest site”.

Comments dealing with parking and access:

- City Hall must be kept central to all residents of Vaughan.
- Efforts should be made to prevent congestion around City Hall.
- The new City Hall should be located near a major highway.
- There should be plenty of parking at the new City Hall.
- City Hall should be kept accessible to everyone and be people-friendly.
- City Hall should be in close proximity to public transit.

Comments dealing with mixed-use:

- City Hall should have a mixed-use focus because it can then truly serve the needs of the residents of Vaughan.
- City Hall should also be in an area where shopping and entertainment are within walking distance.

Comments regarding Site #1:

- The location of Major Mackenzie and Hwy 400 (Site #1) is best suited for a new City

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Hall.

- Site #1 is the best choice because it has a residential focus, is geographically central, land is less expensive, and it may provide moderate mixed use at the Village Centre.
- Site #1 is the best site if we want “big uses”.
- The Vellore Woods location will create more traffic in the area of Jane St. and Major Mackenzie Drive. There are plans to relieve this traffic by constructing overpasses across Hwy 400 at Tierra and America Avenues. This area is a residential area that will not handle any more cars.
- The Vellore Woods location should not even be considered as a possibility for a potential City Hall location.

Comments regarding Site #2:

- The new City Hall should be located in the historic and central part of Vaughan.
- City Hall should stay where it is now because it has been there for over 100 years. Maple is the perfect centre – Vaughan should keep the current City Hall site but expand it.
- There is a lot of growth occurring northwards, therefore the best location is along Major Mackenzie Drive.
- Site #2 is the best choice from a cost point-of-view because the City already owns the site.

Comments regarding Site #3:

- If moving the City Hall is going to be considered, Site #3 would be a good choice.

Comments regarding Site #6:

- Hwy 400 & Hwy 7 is the only viable/logical site for a new City Hall. This site is away from current residential areas, it doesn't use huge amounts of farmland, and it is the only site that leaves the opportunity for future growth.
- The Highway 7 area is already a mixed-use area, there is plenty of parking in the area, and it is the centre of business and commerce which makes it an ideal location for a City Hall.
- The future City Hall site should be kept close to a large part of the community – Highway 7 is the best site.

Comments regarding both Sites 6 & 4

- City Hall should be planned with the next ten years in mind. Over this time much expansion will occur north of Major Mackenzie, therefore the centre should be in an area that is not already congested. Jane St. & Hwy 400 area or Hwy 7 & Hwy 400 are not recommended sites.
- City Hall should not be surrounded by retail uses, as it would be in the Hwy 7 & Hwy 400 or Jane areas. City Hall will be overshadowed by other activities and will not have an identity of its own.

7. OBJECTIVES & CRITERIA FOR A CITY HALL SITE

The following objectives and criteria were developed to assess the alternative City Hall locations. These objectives and criteria were undertaken in part from the work undertaken in the early 1990's and augmented and refined during the initial feasibility assessment for the Vellore site undertaken in the fall of 2001.

Objective	Criteria
Prominent Civic Image	<ul style="list-style-type: none"> - Visible location - Prominent physical setting - Clearly Identified Focus for the Community - Ability to Contribute to the Identity of the City and Region
Accessibility	<ul style="list-style-type: none"> - Proximity to Highway(s) and Major Arterial Roads - Access to Frequent Public Transit - Ability to of Area to Achieve Higher Order Transit
Cost and Availability of Site	<ul style="list-style-type: none"> - Land Cost - Opportunity for Cost Sharing - Availability of land for current needs and future expansion
Investment Stimulation	<ul style="list-style-type: none"> - Opportunity for Growth in Tax Base - Ability to Attract Higher Order Employment Uses
Complement and Enhance Urban Structure	<ul style="list-style-type: none"> - Central to Existing and Planned Communities - Ability to Become an Urban Centre of City and/or Regional Significance - Create a Central Focal Point for all Community Activity - Connectivity to Regional Transit and Transportation Network - Ability to be Compact and Pedestrian Oriented - Provide for Intensive Residential and Office Development - Ability to Evolve and Intensify Over Time
Staging of Special Events	<ul style="list-style-type: none"> - Good City-wide Public Transit - Related Uses (e.g. Hotels, Restaurants) - Minimize Neighbourhood Impacts - Opportunity for Civic Functions/Gatherings
Land Use Integration and Compatibility	<ul style="list-style-type: none"> - Compatibility with Adjacent land uses - Free of land use Constraints - Potential to Integrate with Adjacent Uses - Ability to accommodate a broad Mix of Uses

8. EVALUATION OF POTENTIAL CITY HALL SITES

SITE NO. 1 – VELLORE (MAJOR MACKENZIE DRIVE & HWY 400)

Prominent Civic Image:

- **Excellent visibility from Highway 400, but the identity will be of a local or community focus.** The Vellore location has excellent visibility from Highway 400. However, the focus and identity of the area will likely be of a local or community scale rather than a City or Regional scale as the area will likely lack the synergy of higher order uses which can create an identified focus. In addition, if the City Hall is located on the site proposed by the landowner and not located adjacent to Major Mackenzie Drive, it will not have as prominent a location as can be provided by an arterial road frontage.

Accessibility:

- **Good proximity and accessibility to Highway 400 and arterial roads, but public transit will be of a local scale.** The site has good accessibility by auto from Highway 400 and from Major Mackenzie Drive. There is also potential for the Vellore District Centre to be a focus for local transit. However, the City Hall location is likely to be some distance from the transit hub in the District Centre, particularly if it is in the location suggested by the landowners. Access to higher order transit will likely be limited to express bus routes along Major Mackenzie Drive in the long term future.

Cost and Availability of Site:

- **Cost of land per acre moderate but limited cost sharing opportunities.** Land costs are likely to be in the range of \$350,000 to \$500,000 per acre, which is the current price range for industrial designated land. However, as residents in the area appear to be opposed to mid-rise and high-rise buildings, more land area may be required, potentially up to 20 acres. As well, the opportunity to combine public and private facilities and share costs is likely to be limited in this location. The availability and ease of acquiring a site, however, is high given the greenfield nature of the area and also given that the landowner has proposed a potential site.

Investment Stimulation:

- **Limited opportunity to stimulate investment.** There is limited opportunity to stimulate investment as development within the adjacent Vellore District Centre is dependent primarily on the local population base and will be limited to retail uses. As well, offices and other higher order employment uses that may be influenced by the development of a Civic Centre will likely locate elsewhere in the City. The area will attract prestige industrial uses along Highway 400 due to the visibility, but these will locate regardless of the City Hall location.

Complement and Enhance Urban Structure:

- **Relatively central site.** The area is a relatively central site to both existing and planned communities in Vaughan being near the geographic centre of the municipality. However, it

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is important to note that only 20% of the City's population in 2026 will be north of Major Mackenzie Drive.

- **Scale and range of uses will be of a local or community scale.** The types of uses planned for the Vellore Village District Centre will serve the local population of Vellore. Higher order retail, office and hotel uses will locate elsewhere in the City. As such the area is unlikely to attract residents from across the city or region. This range of uses also limits the potential to develop significant synergies between uses and create a central focal point for the municipality or an urban centre of City or Regional significance.
- **Compact, pedestrian oriented built form may be possible if properly integrated with the District Centre.** For the City Hall to be a people place, the surrounding area must be pedestrian oriented and have a compact, mixed-use urban form. This will only be possible if the City Hall is well integrated with the adjacent District Centre. The location proposed by the landowners will not be integrated with the District Centre. Only a location along Major Mackenzie in close proximity to the District Centre can provide this integration. The recent response of the community to limit the heights and density of development also diminishes the potential for a compact mixed-use area, which is a key ingredient in achieving a pedestrian oriented area.
- **In the future the centre is likely to retain its community orientation.** As the City of Vaughan grows in the future, there will be additional demands for higher order commercial (e.g. office, hotels, etc.) and residential (multi-storey) uses. Given the local community orientation of the District Centre, the area is unlikely to attract these uses, and as such will likely retain its local community orientation.

Staging of Special Events:

- **Potential opportunity to accommodate cultural events but Citywide transit limited.** The location offers a good opportunity to accommodate functions and gatherings with support from related retail and service uses in the District Centre. Given the proposed location by the landowners, however, the potential for neighbourhood disruption could be quite high. The potential for disruption would be less along Major Mackenzie Drive. However, in either location, Citywide transit accessibility is limited.

Land Use Integration and Compatibility:

- **Few obvious physical impediments and opportunity for a limited mix of uses if properly integrated with the District Centre.** The area appears to be free of physical constraints and would be compatible with land uses to the south and west, however there is the possibility for potential conflicts with adjacent high performance industries and the associated truck traffic. There is the potential to accommodate a mix of uses at a local community or district scale and to integrate with the adjacent District Centre if the City Hall were located along Major Mackenzie Drive as close as possible to the District Centre. However, area residents have expressed a desire for only a low to medium density District Centre, which diminishes the potential for a mixed-use area.

SITE NO. 2 – EXISTING VAUGHAN CITY HALL

Prominent Civic Image:

- **Visibility and prominence limited.** The existing City Hall site is not situated in a highly visible location nor is it in a prominent site as it is set back from the Keele Street and Major Mackenzie Drive corner. The Maple core area is also not currently a focal point for the City and is unlikely to attract the higher order uses, which could make it of City or Regional prominence. As such, the area will likely remain as a focal point of only local significance.

Accessibility:

- **Not proximate to 400 series Highway, but direct access to GO station possible.** The existing site is located near the corner of two arterial roads, but it is not proximate to a 400 series Highway. Direct access to the Maple GO station, however, is quite possible.

Cost and Availability of Site:

- **Land cost and availability excellent as already owned by the City.** Most of site is already owned by the City with a portion owned by the Region so land cost is quite reasonable and the availability is immediate. The site is also large enough to accommodate the City's needs. However, there is likely little or no opportunity for cost sharing with private facilities.

Investment Stimulation:

- **Limited opportunity to stimulate investment.** There is likely little or no opportunity to stimulate investment as office or higher order employment uses would not be attracted to this area and development in the area will be limited to small redevelopment sites along Major Mackenzie Drive.

Complement and Enhance Urban Structure:

- **Area is not a central location.** The Maple core area is not central to the other communities or near a major transportation corridor which could otherwise improve its accessibility and centrality.
- **The Maple core will not become an Urban Centre of City Significance.** Because of the limited range of other commercial uses, the area will not become a central focal point for City activity attracting residents from across the City. Nor will it become an urban centre. The range and scale of uses in the area will ensure it remains as an area of local community or district scale and significance.
- **Pedestrian orientation possible but limited.** It is possible that through future infill and intensification along Major Mackenzie Drive and Keele Street the pedestrian scale and orientation of the Maple core could improve, but it will likely only be of a small local community scale. It will not become a 'people place' of Citywide significance.

Staging of Special Events:

- **Land availability but little service support in the area.** The land is available to stage cultural and citywide events at the existing site if it were redeveloped, but there are little infrastructure and services in the area to support such events. As well there is a high potential for neighbourhood disruption, and the area has poor Citywide transit accessibility.

Land Use Integration and Compatibility:

- **Few obvious physical impediments but limited opportunity for a broad mix of uses.** The City hall is compatible with adjacent land uses and is integrated with adjacent commercial uses in the Maple core but these are of limited local scale. There is limited opportunity for a broad mix of uses in the core area.

SITE NO. 3 –MAPLE, EAST OF THE RAILWAY

Prominent Civic Image:

- **Visibility and prominence limited.** The proposed site is not situated in a visible or prominent location and the existing site actually dips below the level of Major Mackenzie Drive. The extension of McNaughton Road may increase the prominence of the site. However, the surrounding area is not currently a focal point for the City and although the area is proposed to contain a new business park and golf course and a major city wide park to the north of the current landfill, it is unlikely to become a significant focal point of City or Regional prominence. The civic image may be negatively impacted by the dominating presence of the landfill and the steam generation plant as well as the existing industries abutting it.

Accessibility:

- **Not proximate to 400 series Highway, but direct access to GO station possible.** The proposed site is located adjacent to a major arterial road as well as the future McNaughton Road extension, but it is not proximate to a 400 series Highway. Direct access to the Maple GO station is possible, but the area has limited potential for access to frequent City of Vaughan focused transit.

Cost and Availability of Site:

- **Cost of land per acre moderate but limited cost sharing opportunities.** Land costs are likely to be in the range of \$350,000 to \$500,000 per acre, which is the current price range for industrial designated land. However, there is likely little or no opportunity to combine public and private facilities and share costs in this location. The availability and ease of acquiring the site, however, is high given the greenfield nature of the area and also given that the landowner has proposed the site.

Investment Stimulation:

- **Limited opportunity to stimulate investment.** There is likely little or no opportunity to stimulate investment as office or higher order employment uses would not be attracted to this area. The area may attract industrial uses but a City Hall location will have little influence on an industry's decision to locate here.

Complement and Enhance Urban Structure:

- **Area is not central to the City.** The proposed site is not central to the other communities in Vaughan or near a major transportation corridor which could otherwise improve its accessibility and centrality.
- **The area will not become an Urban Centre.** Because of the limited range and diversity of uses surrounding the proposed site including residential uses, the area will not become a central focal point for community activity. Nor will it become an urban centre. The limited range and scale of uses in the area will result in it becoming an area of local community or district scale and significance only. The range of uses in the area will be limited to residential, golf, industrial/business park uses and possibly some retail uses.
- **Compact and pedestrian scale unlikely.** A compact pedestrian oriented area is highly unlikely because the possibility for other urban uses in the area other than industrial and business park uses is limited. As well the potential for future intensification and evolution of the area is limited.

Staging of Special Events:

- **Land availability but little service support in the area.** The land is available to stage cultural and citywide events at the proposed site, but there is little infrastructure and services in the area to support such events. The potential for neighbourhood disruption, however is likely minimal, but the area has poor citywide transit accessibility to support such gatherings.

Land Use Integration and Compatibility:

- **Few obvious physical impediments but potential incompatibility with adjacent industries.** The proposed site has few apparent physical impediments, but there is potential incompatibility with existing heavy industrial businesses to the north and any future industries attracted to the area in the future. As well, the area is highly unlikely to accommodate a broad mix of uses with adjacent uses limited to a golf course, business park uses and existing residential to the west and proposed residential and some commercial uses along the south side of Major Mackenzie Drive. As a result, there is limited potential to integrate with adjacent uses.

SITE NO. 4 – VAUGHAN CENTRE (RUTHERFORD & JANE)

Prominent Civic Image:

- **Good visibility and potential to become a prominent location.** The site has good visibility along the arterial roads and some potential visibility from Highway 400. The area could become quite a prominent location due to adjacent uses (the proposed Mills Mall and Wonderland). Because of these uses, the area is becoming a regional focus, but this focus, which is tourism oriented, will have little or no relationship to a City Hall.

Accessibility:

- **Good proximity and accessibility to Highway 400 and arterial roads.** The site has good proximity and accessibility to Highway 400 as well as Jane Street and Rutherford Road. In addition, the site has potential to be a focus for local transit due largely to the adjacent high traffic generating uses. Direct access to higher order transit may also be possible along Jane Street in the long-term future.

Cost and Availability of Site:

- **Cost of land per acre higher than other areas but the size of the available site is relatively small.** Land costs are likely to be in the range of \$500,000 to \$650,000 per-acre, which is the current price range for commercial designated lands. The available land parcel however, is relatively small at 8 acres. However, the opportunity to combine public and private facilities and share costs is limited, because the area has a predominant retail focus. The availability of site is high given it is a greenfield site and the Official Plan identifies the sites potential availability.

Investment Stimulation:

- **Little opportunity to stimulate investment.** There is limited opportunity to stimulate investment as development in the area is focused on tourist and regional retail type uses. As such, a City Hall will have little influence over the types of uses which may be attracted to this area. Other higher order employment uses will likely locate in other areas of the City.

Complement and Enhance Urban Structure:

- **Relatively central site and likely of Regional focus but not for community activities.** The site is a relatively central site to the bulk of the population within both the existing and planned communities and with good accessibility to these communities. The scale of the centre is also likely to be of Regional or even Supra-regional significance, but its focus will be geared to tourists due to both Canada's Wonderland and the proposed mills mall. The area is unlikely to become a central focus for the City of Vaughan itself and its residents or a focus for its community activities. Higher order uses may be attracted but they will be limited to retail, tourism and possibly hotels.
- **Compact development and pedestrian scale unlikely.** Although the area to the north has an enclave of compact residential housing, the commercial area along Jane Street and Rutherford are not likely to become pedestrian oriented as the existing and proposed uses are

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predominantly car oriented with large areas of parking. As a result, it is unlikely that the area will become a 'people place'. There is some possibility for area to evolve and intensify over time, but it is limited by the large land holdings.

Staging of Special Events:

- **Excellent opportunity to accommodate special events.** The area is ideally suited to accommodate and stage large civic functions and gatherings with support from related service commercial uses. There may be some potential for neighbourhood disruption in the adjacent area, but larger gatherings are common to area. There is also the possibility for good Citywide transit in the long term future.

Land Use Integration and Compatibility:

- **Compatible with adjacent uses but little potential for integration.** A City Hall would be compatible with the adjacent existing and proposed residential and commercial uses. However, the stream valley to the north limits potential future expansion. There is an opportunity to accommodate a mix of uses in the area, but it is anticipated that they will be fairly segregated and unrelated. As a result, there will be little potential to integrate with adjacent uses and create mutual synergies, which can otherwise lead to an active and dynamic center.

SITE NO. 5 – SOUTH OF MILLS MALL

Prominent Civic Image:

- **Excellent potential for visibility from Highway 400 or Jane Street but not both.** The proposed site is quite large with frontages on both Highway 400 and Jane Street. Those frontages provide potential for visibility from either of these routes but not both due to the large property. The area could also become a prominent location due to the adjacent Mills Mall but the site itself lacks prominence as it is a mid block site. The area could become a regional focus due to the Mills Mall and Canada's Wonderland, but these have little or no relationship to a City Hall.

Accessibility:

- **Good proximity and accessibility to Highway 400 and arterial roads.** The site has good proximity and accessibility to Highway 400 with the future interchange on 400 south of the Mills Mall as well as access onto Jane Street. In addition, the area has the potential to be a focus for local transit due largely to the adjacent high traffic generating uses, although a transit station would likely be located to the north on the Mills Mall site. Direct access to higher order transit may also be possible along Jane Street in the long term future.

Cost and Availability of Site:

- **Cost of land per acre likely moderate but could be significantly higher.** Land costs are likely to be in the range of \$350,000 to \$500,000 per acre which is the price for industrial

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designated lands, but due to the site's location adjacent to the proposed Mills Mall, the costs could be higher reflecting commercial rates. The opportunity to combine public and private facilities and share costs is limited, because the area has a predominant industrial focus. The availability of site is high given it is a greenfield site and also given that the landowner has proposed the site.

Investment Stimulation:

- **Limited opportunity to stimulate investment.** This is likely limited opportunity to stimulate investment as office and other higher order uses will not likely locate in this location. Industrial, regional scale retail and tourist related uses will be attracted to the area but they will be attracted regardless of the City Hall.

Complement and Enhance Urban Structure:

- **Relatively central site and of potential Regional focus but not a focal point for City activities.** The proposed site is a relatively central site to both existing and planned communities with good accessibility to these communities through the highway network. The area to the north is likely to become an area of Regional focus and significance, but it is unlikely to become a central focus for the Vaughan residents. Higher order uses are limited to retail, tourism and possibly hotels and business park offices.
- **Pedestrian scale and orientation highly unlikely.** The proposed site and immediate surrounds will not be located near any residential uses and the adjacent uses will be highly car oriented with large areas of parking. As such, the area will not become a 'people place'. There may be some possibility for the area to evolve and intensify, but it is likely limited due to location in the interior of an industrial block.

Staging of Special Events:

- **Good opportunity to accommodate special events with no neighbourhood disruptions.** As with the Vaughan Centre, the area is ideally suited to accommodating large functions and gatherings with support from related service commercial uses in the area. As there are no adjacent residents, there is also little chance for neighbourhood disruption. However, it also results in increased commuting to these events. There is also the possibility for good Citywide transit in the long term future.

Land Use Integration and Compatibility:

- **Potential incompatibilities with adjacent uses and little potential for synergies.** A City Hall could have problems with incompatibilities with adjacent industrial uses, although the site itself is free of any obvious physical impediments. There is relatively no potential to integrate with adjacent commercial uses as these uses are car oriented, regional scale uses. As well, there is little potential to integrate with adjacent industrial uses. The opportunity for a broad mix of uses is also considerably limited, as there are no adjacent existing or proposed residential uses.

SITE NO. 6 – VAUGHAN CORPORATE CENTRE (HIGHWAY 7, 400 TO JANE)

Prominent Civic Image:

- **Excellent visibility and potential focus for the City.** The Corporate Centre sites have excellent potential visibility to Highways 400 and 407 as well as Highway 7. This location provides a prominent location along a major arterial road. As well, the area is to become a focus for the City with the development of retail, office and high density residential uses. With a City Hall, the area has the potential to contribute to the identity of the City and establish a substantive corporate image.

Accessibility:

- **Good proximity and accessibility to 400 series highways and excellent potential for public transit.** The area is ideally suited for higher order uses including government uses due to its accessibility to both Highway 400 and 407 and to two major arterial roads – Highway 7 and Jane Street. The area also has an excellent potential for access to frequent public transit and to higher order transit. The Spadina Subway line is proposed to be extended to the Corporate Centre and the Region of York is planning for a transit route along Highway 7 or along the 407 transitway. As a result of this potential higher order transit, the area will become a node for City wide transit routes, which act as a feeder system to the subway.

Cost and Availability of Site:

- **Cost of land per acre potentially higher than other sites but potential for cost sharing.** Land costs are likely to be in the range of \$500,000 to \$650,000 per acre, which is the current price range for commercial designated lands. Multi-storey buildings could be constructed reducing land requirements. There is also a good potential to combine public and private facilities and share costs. Availability of sites is high as there are many vacant sites within the Corporate Centre and given that one of the landowners has shown interest.

Investment Stimulation:

- **Good opportunity to stimulate investment.** The Corporate Centre is an excellent location to attract office and higher order employment uses and increase the tax base. A City Hall is often seen as a stimulant to the development of these uses.

Complement and Enhance Urban Structure:

- **Relatively central site but at southern end of municipality.** The area is relatively central to both existing and planned communities in terms of east-west orientation, but it is at the southern end of municipality. However, the access to 400 series highways and the potential future node for local transit connections greatly improve its accessibility to all the communities in Vaughan.

- **High potential to become an urban center of City and Regional significance and focal point for Vaughan.** The Corporate Centre has the potential to accommodate a range of higher order uses. With a City Hall and the associated government and cultural uses, the area has the greatest potential of all the sites to become a central focus for Vaughan and a centre of Regional significance. It has the potential to become the downtown of Vaughan.
- **Compact, pedestrian scale development possible but may take a few years to materialize.** A compact, mixed-use built form which is conducive to a pedestrian oriented area is planned for the area and quite likely to development, but it may take a few years for the residential uses to materialize and requires significant municipal investment into the rebuilding of Highway 7 to convert it to a pedestrian oriented street.
- **Excellent opportunity to expand and evolve.** There is ample opportunity for the Corporate Centre to expand and evolve over time as the City matures.

Staging of Special Events:

- **Good opportunity to accommodate cultural events with Citywide transit accessibility.** This location offers a good opportunity to accommodate functions and gatherings with support from adjacent retail and service uses in the Corporate Centre and with minimal potential for neighbourhood disruption. The location also offers the future opportunity for Citywide transit accessibility.

Land Use Integration and Compatibility:

- **Good compatibility with area uses and opportunity for integration with a broad mix and range of uses.** There potential sites appear to be free of physical constraints and a City hall would be compatible with existing and proposed uses for the Centre. A very good potential exists to accommodate a broad mix and range of uses, although residential development will likely take a few years to materialize. As such the area has the potential to create an integrated mixed-use core containing government, cultural, retail, commercial and higher density residential uses.

9. SUMMARY AND CONCLUSIONS

Previous work undertaken on the space needs of the City concluded that approximately 300,000 square feet of office space may be needed for a new city hall. In addition, other public sector agencies may want to locate in conjunction with a City Hall in a Civic Centre campus. These other agency space needs could total an additional 100,000 square feet or more depending on the location of the City Hall. As well the City may want some related outdoor space such as a civic square.

Three public open houses were held in February 2002 regarding the City Hall Location Study. Approximately 150 people attended these meetings and input was received on the evaluation criteria and the factors that the public felt were important in finding a new location for a City Hall. Questionnaires were distributed and 70 were returned with a wide variety of responses and suggestions. The most important objectives to these respondents were Civic Image, Accessibility, Complementing and Enhancing Urban Structure and Staging Special Events.

The range of uses and patterns of development that characterize other City Hall locations can be categorized into three general groups: Civic Focus, Moderate Mixed-Use Focus and Comprehensive Mixed-Use Focus. The following summarizes the evaluation of the six potential City Hall sites and classifies each of the sites based on three general categories of City Hall locations.

Site No. 1 – Vellore (Major Mackenzie Drive & Highway 400)

Based on our review of the proposed Vellore location, we offer the following conclusions:

- It provides a highly visible location adjacent to Highway 400 but establishes only a minor contribution to the identity and focus for the City.
- A site along Major Mackenzie Drive will be more prominent than the location suggested by the landowner.
- It provides an accessible location for automobile traffic, but it is a difficult location for access by transit for citywide residents.
- Cost of acquiring the site will be moderate, but more land may be required to build a low-rise building and accommodate parking.
- Availability and ease of acquiring the site is likely high.
- Limited opportunity to stimulate investment as higher order uses that may be influenced by a City Hall location will likely locate elsewhere
- Relatively central site geographically.
- Although the adjacent Vellore District Centre will have a minor mixed-use character, it is unlikely to have the range or intensity of uses necessary to be a strong focal point for the whole city.
- There is a potential to accommodate cultural events but also potential for neighbourhood disruption and access by Citywide transit is limited.
- Pedestrian oriented people place possible but only if the City Hall is well integrated with the District Centre and not in the location proposed by the landowners.

City Hall Location Study

As illustrated on Figure 10, the Vellore location would be on the low scale of a 'Moderate Mixed-Use' focus but not to the extent of Richmond Hill or Markham as it would lack the range of uses and scale of development currently found or anticipated to occur in those areas. However, if the Vellore District Centre is developed only at a medium density, the potential for mixed-use development diminishes. A City Hall in this location would likely shift further to the lower end of the scale. Likewise, if the City Hall is not well integrated with the District Centre or in the location proposed by the landowners, it will also likely shift to the lower end of the scale.

Site No. 2 – Existing Vaughan City Hall

Based on our review of the existing City Hall location, we offer the following conclusions:

- The visibility and prominence of this location is limited and is likely to remain a focal point for the local community only.
- It provides accessible to arterial roads only but has potential for direct access to the Maple GO station.
- Land cost and availability of the site is excellent as already owned by the City.
- Limited opportunity to stimulate investment.
- Not a central location or near a major transportation corridor which could otherwise improve accessibility and centrality.
- The scale and range of uses limits the area to a local community focus only with a minor mixed use character.
- Pedestrian oriented people place possible in the future but rather limited in scale.
- There is a land availability to accommodate small scale cultural events but little support for such events and high potential for neighbourhood disruption.
- Limited opportunity for a broad mix of uses.

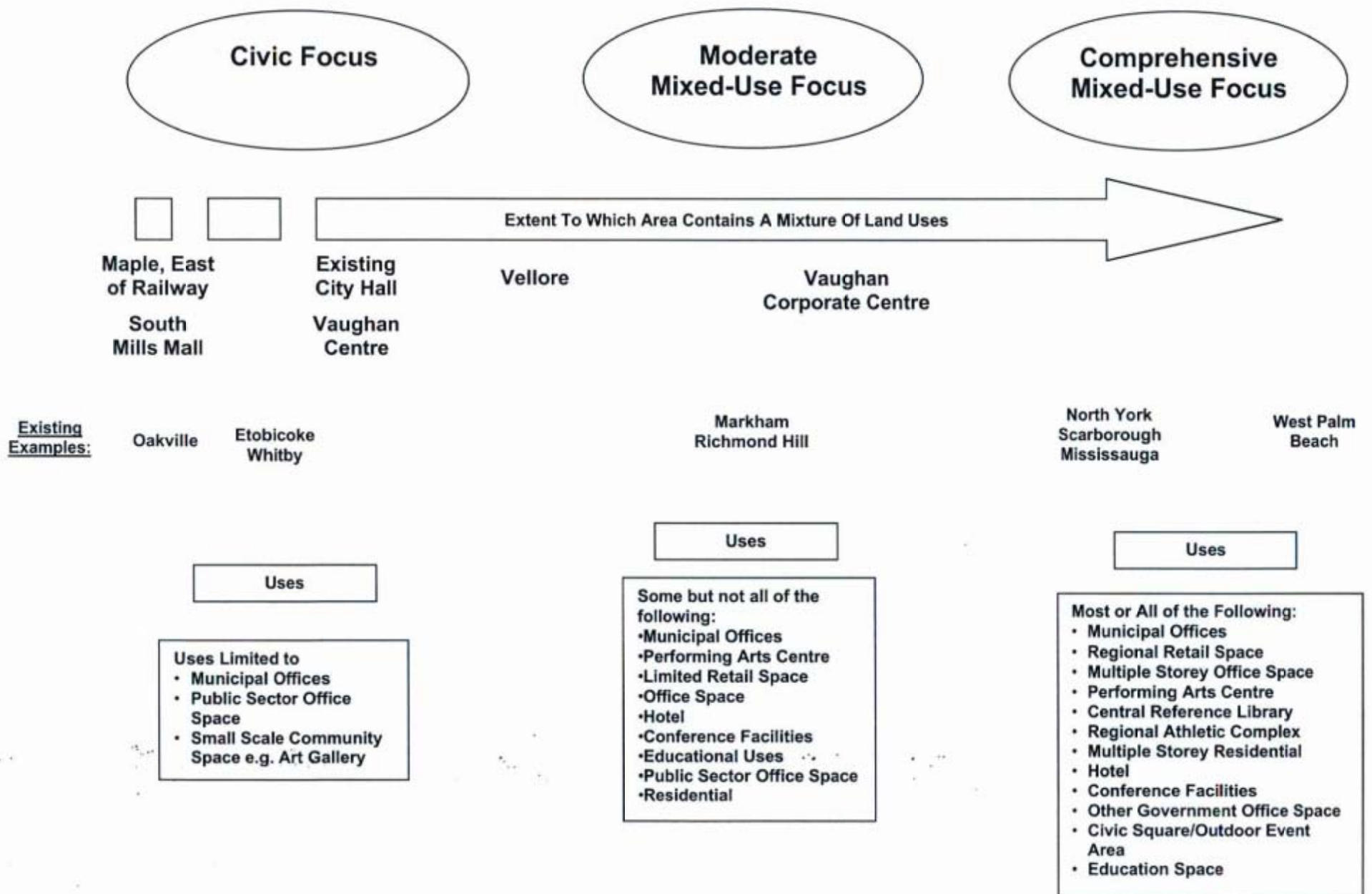
As illustrated on Figure 10, the existing City Hall location would be slightly higher than a 'Civic Focus' with some potential for integration with adjacent mixed uses but the focus would be a local scale and would not contribute to the focus or image of the City.

Site No. 3 – Maple, east of the Railway

Based on our review of the proposed site east of the Railway, we offer the following conclusions:

- The visibility and prominence of this location is limited and is unlikely to become a significant focal point for the City. The existing uses could diminish the civic image.
- It has access to arterial roads only but has the potential for direct access to the Maple GO station.
- Cost and availability of the site likely moderate but limited cost sharing opportunities.
- Limited opportunity to stimulate investment.
- Not a central location or near a major transportation corridor which could otherwise improve accessibility and centrality.
- Due to the limited range and diversity of uses, the area has limited ability to be a central focal of community activity.

Figure 10: Potential City Hall Locations



City Hall Location Study

- Pedestrian oriented development is unlikely.
- There is a land availability to accommodate cultural events but little support for such events.
- Limited opportunity for a broad mix of uses and potential for incompatibility with existing heavy industrial businesses to the north.

As illustrated on Figure 10, the proposed Maple, east of the Railway Location would be a 'Civic Focus' with essentially a stand alone City Hall with little or no integration with surrounding uses.

Site No. 4 – Vaughan Centre (Rutherford & Jane)

Based on our review of the Vaughan Centre location, we offer the following conclusions:

- Good visibility from the arterial roads and possibly from Highway 400 with potential to become a prominent location.
- Good proximity and accessibility to Highway 400, Jane Street and Rutherford Road
- Potential to be a focus for local transit due to adjacent uses and direct access to higher order transit also possible in the long-term future.
- Cost of land potentially higher but the size of the available site is relatively small. Opportunity for cost sharing is also limited.
- Limited opportunity to stimulate investment.
- Relatively central site with good accessibility to surrounding communities.
- The scale of the center is likely to be of Regional or even Supra-regional significance due to both Wonderland and the proposed Mills Mall, but the area is unlikely to become a central focus for Vaughan residents.
- Pedestrian oriented people place unlikely as the surrounding built form will be predominantly car oriented.
- The area is ideally suited to accommodate large special events with support for nearby service uses and with potential for good City-wide transit in the future, but potential for some neighbourhood disruption.
- Potential opportunity for a mix of uses, but it is anticipated that they will be fairly segregated and unrelated.

As illustrated on Figure 10, the Vaughan Centre location would be slightly higher than a 'Civic Focus' due to the Regional focus of the area. It would be similar to the Etobicoke civic center with large scale uses within close proximity but little connection and integration between the uses resulting in a stand alone City Hall.

Site No. 5 – South of Mills Mall

Based on our review of the proposed site south of Mills Mall, we offer the following conclusions:

- Excellent potential for visibility from Highway 400 or Jane Street but not both, but site lacks prominence due to mid block site.
- Good proximity and accessibility to Highway 400 with future interchange on Highway 400 south of the Mills Mall as well as Jane Street.

City Hall Location Study

- Potential to be a focus for local transit due to adjacent Mills Mall and direct access to higher order transit also possible in the long-term future.
- Cost of land likely moderate but could be higher due to location adjacent to the proposed Mills Mall. Opportunity for cost sharing also limited.
- Limited opportunity to stimulate investment.
- Relatively central site with good accessibility to surrounding communities.
- The scale of the area to the north is likely to be of Regional or even Supra-regional significance with both Wonderland and the proposed Mills Mall, but area unlikely to become a central focus for Vaughan residents.
- Pedestrian oriented people place highly unlikely as the surrounding built form will be predominantly car oriented and there will be no adjacent residential uses.
- The area is ideally suited to accommodate large special events with support from nearby service uses and with potential for good City-wide transit in future, with no potential for neighbourhood disruption.
- Potential for incompatibilities with adjacent industrial uses and little potential for integration and synergy with adjacent commercial uses which are car oriented.

As illustrated on Figure 10, the proposed site south of Mills Mall would be largely a 'Civic Focus with a stand alone City Hall.

Site No. 6 – Vaughan Corporate Centre (Highway 7, 400 to Jane)

Based on our review of the Vaughan Corporate Centre, we offer the following conclusions:

- The Vaughan Corporate Centre sites have excellent visibility from Highway 400, 407 and Highway 7 and are a prominent location along a major arterial road.
- With a City Hall, the area has potential to become a clearly identified focus of the City and contribute to the identity of the City.
- Good proximity and accessibility to Highway 400, 407 and two major arterial roads.
- Excellent potential for access to frequent public transit and future higher order transit and potential to become a node for Citywide transit routes.
- Cost of land potentially higher but good opportunity for cost sharing.
- Good opportunity to stimulate investment.
- Relatively central site but at the southern end of the municipality. However, access to 400 series highways and future transit connections will greatly improve accessibility to all communities in Vaughan.
- Great potential to become an urban center of City and Regional significance and a focal point for the City of Vaughan. It has all the elements to become the downtown of Vaughan.
- Pedestrian oriented people place quite likely, but it may take a few years for residential uses to materialize and Highway 7 needs significant investment to convert it to a pedestrian oriented street.
- Good opportunity to accommodate large special events with support from nearby retail and service uses and with potential for Citywide transit access in the future.
- Opportunity for a broad mix of uses which could create an integrated and vibrant mixed-use core.

As illustrated on Figure 10, the Vaughan Corporate Centre location would likely have a 'Moderate-Mixed Use Focus'. Currently it lacks the range of uses or scale of development currently found in Richmond Hill or Markham, but it is anticipated that the area will approach the scale of these centers over the next 10 years. In the long term, with the arrival of the subway and the Highway 7 transit corridor, the area has the potential through intensification and redevelopment to become a 'Comprehensive Mixed Use Focus', but this may be 20 or more years in the future.

CONCLUSIONS AND RECOMMENDATIONS

The preceding analysis and summary simply identifies the implications for choosing one location verses another. The City could choose any of the six sites for a City Hall location, but there are implications of each location with respect to the type of setting for the City Hall and the ability to meet the various criteria. Each of the potential sites possess certain attributes as well as potential constraints or disadvantages. They represent a highly diverse array of possible locations and because of this, it is less a case of ranking the alternative locations than of identifying those locations which best meet the City's objectives for its City Hall.

We offer the following recommendations:

1. If the City simply wants a City Hall which is accessible to the residents of Vaughan, but does not need it to be in a prominent or visible location and is satisfied with a minor mixed-use setting of local significance which can accommodate small functions and gatherings, and if land costs are a significant concern, then we recommend the existing City Hall location.
2. If the City wants a City Hall in a highly visible location near the geographic center of the City in a minor to moderate mixed-use use setting of local significance, with low to moderate public transit accessibility, and if the City places less importance on the location being a focus for the city or contributing significantly to the identity of the City, then we recommend the Vellore location but only if it is located adjacent to Major Mackenzie Drive and well integrated with the Vellore District Centre.
3. If the City wants a City Hall in a visible and prominent location which is highly accessible to residents by both car and transit, and if it wants the City Hall located in a potentially diverse mixed use area or the potential downtown of City, and if the City places importance of the City Hall location becoming a significant focal point of City activity and it wants to use the City hall to stimulate investment and wants to explore the opportunity for cost sharing, then we recommend the Vaughan Corporate Centre.