COMMITTEE OF THE WHOLE – SEPTEMBER 13, 2011

CONCORD GO CENTRE SECONDARY PLAN STUDY
APPROVAL OF TERMS OF REFERENCE
DIRECTION TO ISSUE A REQUEST FOR PROPOSAL FOR CONSULTING SERVICES
FILE: 26.3
WARDS 4 & 5

Recommendation

The Commissioner of Planning recommends that:

- The draft Terms of Reference for the preparation of the City of Vaughan Concord GO Centre Secondary Plan, summarized in paragraph g) of this report, be approved;
- A Request for Proposal be issued for the retention of consulting services via a competition process to prepare the Concord GO Centre Secondary Plan Study, based on the Terms of Reference described in this report, subject to final review by staff.

Economic Impact

Funding for this study was included in the 2011 Capital Budget as one of the Secondary Plans required by the Vaughan Official Plan 2010.

Communication Plan

Stakeholder consultation will be an important component of the Secondary Plan development process. The intent is to engage landowners within the Concord GO Centre Secondary Plan Study Area and the residential and employment communities adjacent to the Study Area. The Terms of Reference require the submission of stakeholder consultation plans as part of the proposals. The successful proponent's consultation plan will be refined prior to commencing the Study.

Purpose

The purpose of this report is to obtain:

- Approval of the draft Terms of Reference for the preparation of the Concord GO Centre Secondary Plan Study; and
- Direction to proceed with the issuance of the Request for Proposals for consulting services for the preparation of the Concord GO Centre Secondary Plan Study based on the draft Terms of Reference.

Background – Analysis and Options

a) <u>Purpose</u>

The purpose of the Concord GO Centre Secondary Plan Study is to prepare a Secondary Plan and supporting Urban Design Guidelines for incorporation into Volume 2 of the City of Vaughan's new Official Plan.

b) <u>Location</u>

The Concord GO Centre Secondary Plan Study Area is located in the Concord community, between Dufferin Street and Keele Street where the former Canadian National Railway (now GO Rail) bridge crosses over Highway 7. The study area is divided into three parcels as shown on Attachment 1. The first parcel has an area of 13.19 hectares and is bounded by the rail line to the west, the West Don River to the east, Highway 7 to the south and extends north up to the rear lots of the properties on Ortona Court ("Northeast Parcel"). The second parcel has an area of 13.59 hectares and is bounded by the rail line to the west, Highway 7 to the north, Highway 407 to the south and the West Don River to the east ("Southeast Parcel"). The third parcel has an area of 1.81 hectares and is bounded by the rail line to the east, Highway 7 to the north, Gemini Court to the south and wraps around the existing low rise residential area east of Baldwin Avenue ("Southwest Parcel").

c) <u>Timing of Completion of the Study</u>

The targeted completion of the study is approximately eight (8) months from the date of Council's ratification of the selection of the recommended consultant. Submission of the final Study and plan will be expected in the summer of 2012.

d) The Development Context

The Concord GO Centre Secondary Plan Study Area is divided by two significant transportation routes (Highway 7 and the Barrie GO Rail line). Highway 7 has been identified by the York Region Official Plan as a Regional Corridor which is expected to develop with higher density land uses in support of the planned transit routes. The vision for Highway 7 is to effect the transformation from a provincial highway to a multi-purpose, transit-supportive urban street that is both a transportation corridor and a successful urban space. The approved OPA 660 identified this area as the "Concord GO Centre" and allows for a full range of urban land uses, including high density residential, major office, business, retail, institutional and civic uses.

The Study Area has numerous attributes that can benefit both the local community as well as the City as a whole. These include:

- It is located along Highway 7 which is identified by the City of Vaughan and the Region of York as a major east-west, cross regional arterial corridor; and is a Regional Rapid Transit Corridor with planned funding. The Viva Next Bus Rapid Transit System is currently under design.
- Metrolinx has also identified the need for a future GO Rail Station Centre at this location. The station will be located on the Barrie GO Rail line in the vicinity of Highway 407 abutting the east side of the track.
- It is located approximately 2 km away from interchanges to Highway 407 to the northeast at Dufferin Street and to the southwest at Keele Street that provide excellent east-west highway connectivity to the GTA and beyond.
- It is the location of a proposed Ministry of Transportation higher order transit commuter line along the 407 Transitway and the resulting station facility will create a multi-modal transit hub that will support compact urban form in the City and offer alternative modes of transportation to the single occupant vehicle.
- A development application for a proposed high density mixed use community is currently under review by the City for the Northeast Parcel. This application is

supported by a number of technical studies that help to address secondary plan information requirements.

- The Northeast Parcel contains a significant heritage structure in the form of a unique red brick building and smoke stack. The structure was used as a heating utility building during the operation of Concord Floral business and is a rare example of industrial architecture in the City of Vaughan. This unique structure provides an opportunity to incorporate it as a feature in a new community while preserving a rare part of Vaughan's heritage.
- Abutting the easterly edge of the Study Area is the Bartley Smith Greenway. It
 is a natural valley corridor that follows the course of the upper West Don River
 through several residential and business communities in the City of Vaughan. A
 multi-use trail system runs from Steeles Avenue up to Teston Road linking a
 series of parks and recreational facilities through a natural corridor. This active
 recreational and natural feature will be integrated into any proposed community
 open space.
- The City is currently conducting the Concord West Urban Design Streetscape Master Plan Study. The study area extends east-west along Highway 7 from Centre Street to the westerly end of CN Rail yards.

The Study Area benefits from a convergence of attributes and opportunities and is challenged by other aspects of its situation. The presence of the rail line will require the careful siting and design of any future residential buildings. As a future mobility hub the accommodation of the various supporting pieces of infrastructure and facilities will need careful consideration so as to not overwhelm the environmental, urban design and community objectives. There are also stormwater management issues that will need to be evaluated and addressed. Preparation of the Secondary Plan will assist in refining the role of the Study Area, in the context of its attributes and challenges, to ensure that the uses, densities and development form are commensurate with its potential, while considering the policies of the City's new Official Plan.

e) <u>Current Land Use</u>

The Concord GO Secondary Plan Study Area is composed of three parcels split by Highway 7 and the rail line. The area is currently designated as "Concord GO Centre" and is subject to a requirement for the preparation of a Secondary Plan. The three areas are described below.

The Northeast Parcel

The Northeast Parcel is currently zoned for Agricultural and Open Space uses and is owned by Concord Floral and the Province of Ontario Ministry of Infrastructure (MOI) represented by Infrastructure Ontario (previously Ontario Realty Corporation). In October 2007, an application for an Official Plan Amendment and Zoning By-Law Amendment was filed to permit residential mixed use development on both the Concord Floral and provincial MOI lands. The application has not yet been considered at a Public Hearing.

As part of these applications, a Land Use and Urban Design concept was submitted and in response to comments received as part of the circulation, revised concepts have been developed. Recently a land developer has optioned the lands and is currently developing it's preferred land use/urban design proposal which will be submitted shortly.

In addition to the development concepts referred to above, extensive background information has been prepared regarding the lands north of Highway 7, including:

establishment of the Limits of Development and staking of the Top of Bank of the Ravine, Flood Spill Analysis permitting the realignment of the regulatory Flood Line, Arborist Report, Scoped EIS, Traffic Impact Analysis, Functional Servicing Report which addresses on site and off site servicing, and the location of the four way intersection at Highway 7 for access both to the north and the south. It is intended that this information be taken into account as an integral part any Secondary planning for the Concord Centre.

The parcel is currently developed with greenhouses and supporting structures (including a heritage structure) on the Concord Floral lands that are no longer in use. A telecommunication tower is located on the MOI lands.

The Southeast Parcel

The Southeast Parcel is currently zoned for Employment, Agricultural and Open Space uses. Some of the existing land uses include an RV dealership/camping centre, garden centre, overhead door business and a storage facility. The West Don River separates most of the eastern portion of the parcel from Highway 407 and a tributary connecting to the West Don River bisects the northeast and southwest portions of this parcel. The most southern portion of the parcel is owned by the Ministry of Transportation and largely consists of vacant open space that is zoned for agricultural use. It is also the location of a future station in support of the 407 Transitway as identified in a 2011 approved Ministry of Transportation Environmental Assessment, Environmental Project Review Report.

The Southwest Parcel

The Southwest parcel is currently zoned for commercial use at the corner of Highway 7 and Baldwin Avenue, with residential uses to the east and the remaining lands are employment uses. All properties in the Southwest Parcel have access from Highway 7. They are surrounded by a stable low density residential neighbourhood to the west and south. A small tributary runs parallel to Highway 7 and cuts east-west on the parcel. Some of the existing uses in this parcel include a restaurant supply store, 2 residential units and a machining company. Owners of the most westerly parcel have identified their interest in redeveloping lands from medium density townhouse uses.

f) Origin of the Study: Vaughan Official Plan 2010

On September 7, 2010 Vaughan Council adopted the Vaughan Official Plan 2010. In Volume 1, the plan identified a number of areas that required further examination through the preparation of individual Secondary Plans. These included "Intensification Areas" and areas of large, vacant or underutilized land that warranted comprehensive planning. The Concord GO Centre Secondary Plan Area was one such area. It is shown as one of the "Required Secondary Plan Areas" on Schedule 14-A, "Areas Subject to Secondary Plans".

The study area is designated as a "Local Centre" on Schedule 1, "Urban Structure". Local Centres are to be planned to accommodate a wide range of uses that will serve the local community. They are to be predominantly residential in character but will also include a mix of uses to allow residents of the Local Centre and of the surrounding community to meet their daily needs in close proximity to where they live or work. Local Centres will be pedestrian oriented places with good urban design and intensity of development will be appropriate for supporting transit service.

VOP 2010 provides that Local Centres be planned to:

 develop with a mix of housing types and tenures, including housing suitable for seniors and families with children and affordable housing;

- be predominantly residential in character but include a mix of uses including *retail*, office and community facilities intended to serve the local population and attract activity throughout the day;
- be the preferred location for locally-delivered human and community services;
- be the focal points for expression of community heritage and character;
- develop at densities supportive of planned or potential public transit, taking into account the local urban fabric of each Local Centre;
- have a fine grain of streets suitable for pedestrians and cyclists, with appropriate internal links, such as sidewalks and greenways, through the Local Centre and links to the surrounding Community Areas;
- include well designed public open spaces that are either landscaped parks, or public plazas or both in a manner that is appropriate to the local context;
- encourage a pedestrian-friendly built form by locating active uses at grade; and,
- be designed and developed to implement appropriate transition of intensity and use to surrounding neighbourhoods

The Northeast Parcel

VOP 2010 designates the Northeast Parcel as "High Rise Mixed-Use" on Schedule 13-S "Land Use". High-Rise Mixed-Use areas provide for a mix of residential, retail, community and institutional uses. These areas generally allow for buildings over twelve storeys in height. Development will be carefully designed with a high standard of architecture and public realm, and be well integrated with adjacent areas.

The Southeast Parcel and the Southwest Parcel

In VOP 2010 the Southeast Parcel and the Southwest Parcel are designated "Mid Rise Mixed-Use" on Schedule 13-S "Land Use". Mid Rise Mixed-Use provide for a mix of residential, retail, community and institutional uses. These areas generally allow for buildings between a minimum 5 storeys to a maximum of 12 storeys in height. Development in this designation is to be carefully designed with high standards of architectural and public realm, and be well integrated with adjacent areas.

g) <u>Highlights of the Terms of Terms of Reference: The Concord GO Centre</u> Secondary Plan Study

GOALS AND OBJECTIVES

It is the intent of the Concord GO Centre Secondary Plan Study to:

- i) Identify and address the opportunities and constraints imposed by the current situation and emerging influences, including but not limited to: The current policy framework (Provincial, Regional and City); existing land uses; stormwater management; the natural environment; transportation including road network capacity and transit availability and phasing; the economics influencing the evolution of the current uses; streetscaping and urban design; servicing and sustainability issues;
- ii) Evaluate the Study Area's future potential, to the 2031 horizon, in order to:
 - Refine its functional role as a Local Centre in the City's Urban Structure;
 - Establish the optimal mix of land uses, densities and their distribution;

- Obtain a full understanding of the natural environmental and built heritage features and functions in the Study Area and the means of protection and enhancement;
- Consider and address issues pertaining to the functional, aesthetic and land use integration of the three parcels that make up the Study Area;
- Address the integration of the planned transit facilities with the surrounding land uses including the treatment of street and pedestrian connections including north-south and east-west connections involving Highway 7 and Mobility Hub objectives, the Bartley Smith Greenway etc;
- Define more clearly environmental constraints to development on the southerly parcels;
- Consider more efficient transit oriented development on proposed transitway station surface parking lots taking into account MTO/GO Metrolinx program;
- Determine the requirements for social, parks and recreational services and facilities;
- Establish the environmental measures pertaining to the provision of services, including sustainability;
- Develop a housing strategy which will demonstrate how affordable housing targets will be met;
- Other measures which may emerge as a result of the study; and
- Incorporate the results of the Concord West Urban Design Streetscape Master Plan in formulating urban design and land use policies.
- iii) Develop with community input, a long-term vision for the study area as a basis for creating, testing and recommending implementing secondary plan policies and guidelines;
- iv) Prepare Secondary Plan policies for inclusion in Volume 2 of the City's Official Plan, based on Section 10.1.1.1. of VOP 2010 (Volume 1) and urban design guidelines to implement the consensus vision;
- vi) Establish in the policy framework transitional measures to support the evolution of the secondary plan area from its current state to the planned vision:
- vii) Identify any infrastructure improvements that may be necessary to implement the Secondary Plan and suggest phasing plans and conditions to be applied to future draft plan of subdivision, zoning and site plans applications;
- viii) Conduct the study and plan development process with the benefit of a comprehensive public consultation process that will engage landowners within the Study Area, residents and businesses in the surrounding neighbourhoods and public agencies as appropriate;

ix) Prepare a study document, which provides the basis for the recommended Secondary Plan policies and describes and documents the processes that led to the recommended measures.

SCOPE

The Concord GO Centre Secondary Plan Study will result in a secondary plan that will apply to the Study Area. Effects on and the influence of adjacent lands and land uses will be taken into consideration in undertaking the study. Access to external services will be explored as required. Traffic/transportation examinations will take into consideration the background traffic as required, as well as potential infiltration into adjacent areas. Through the Study, areas of further or future study and infrastructure improvements beyond the Study Area may be identified as necessary or desirable.

STUDY REQUIREMENTS

The Consultant will be responsible for undertaking the following work, including:

The Background Study

- A review and analysis of the regulatory context, including existing Provincial, Regional and Local initiatives that are applicable to the Study Area or have the potential to influence its future. This would include the Metrolinx Plan, the Provincial Transitway Class Environmental Assessment, the new Region of York and City of Vaughan Official Plans and their supporting studies;
- ii) A review and analysis of the Study Area's potential role in the City's urban structure:
- iii) A review of the environmental constraints focusing on stormwater management, the natural environment, e.g. habitat, woodlot, vegetation and natural features;
- iv) A review and summary of the built heritage assets;
- v) A review and analysis of existing and planned conditions, within and adjacent to the Study Area, and the resulting opportunities and constraints;
- vi) An examination of the opportunities and constraints presented by the transportation infrastructure including the Local, Regional and Provincial street networks and the existing and planned transit network. This includes consideration of optimal connections to external streets, potential internal street patterns and pedestrian connections to and over (under) passes of the GO rail line and station, and potential for a Viva bus rapid transit station etc;
- vii) An assessment of infrastructure availability and required investments in new facilities planned in such areas as:
 - Sanitary sewers and water;
 - Stormwater management:
 - Parks, recreational services, schools and libraries;
 - Telecommunication Services;
 - Streets and connectivity.

- viii) Conduct a Community Meeting to obtain background and insights on the Study Area;
- ix) Conduct meetings with landowners at the outset (eg. IO, MTO, others) to obtain materials and benefit from previous work;

Plan Development and Testing

- x) Based on the Background Review, develop guiding principles, goals and objectives for the Study Area and evaluation criteria for the consideration of alternative land use/development/design concepts;
- xi) Conduct a Community Visioning process to obtain public input on the future of the Study Area;
- xii) Prepare alternative land use/development/design concepts for assessment on the basis of the evaluation criteria;
- xiii) Conduct a detailed review of the land use concept(s) prepared by owners for the subject lands;
- xiv) Conduct an evaluation, including further public consultation, on the alternative concepts;
- xv) Identify a preferred land use/development/design concept;
- xvi) Develop the draft Secondary Plan policies and Urban Design Guidelines.

Approvals

- xii) Proceed to Committee of the Whole (Working Session) meetings at strategic milestones to update Council on the progress of the study;
- xiii) Bring the plan forward to a Committee of the Whole statutory public hearing;
- xiii) Finalize the plan for adoption by Council.

DELIVERABLES

The following deliverables will be required at minimum:

- a) A draft of the Concord GO Centre Secondary Plan Study Report addressing all the matters outlined in the scope of work shall be submitted on the following basis:
 - 30 cerlox bound copies;
 - 1 unbound print ready copy;
 - 5 CD's (.PDF) of the final document and any related graphics or maps in City-compatible software (Word, Adobe InDesign, PowerPoint or Excel)
- b) The final Concord GO Centre Secondary Plan Study Report inclusive of all the Secondary Plan schedules in a CAD, ESRI or Adobe InDesign format shall be submitted on the following basis:

The final report shall be submitted on the following basis:

- 30 cerlox bound copies;
- 1 unbound print ready copy;
- 10 CD's (.PDF) of the final document and any related graphics or maps in City-compatible software (Word, Adobe InDesign, PowerPoint or Excel)
- Provide digital geo-referenced files in AutoCAD, ESRI and Adobe InDesign formats.
- c) If the final approved workplan (in MS Excel, MS Project etc) provides for interim reporting, then the required deliverables will be specified further by the City at the time of submission.

d) Presentation Materials

The City shall be provided with 1 hard copy print and soft copy in a CD (in a City-compatible format) of all presentation materials (e.g. Maps, PowerPoint and handouts) used in the stakeholder consultation process and in presentations to Committee of the Whole and Council.

All maps and graphic materials shall also be provided in high-resolution PDF.

e) Web Content and Public Notices

The Consultant will be required to provide all presentation materials in a webready format for loading on the City's Vaughan Tomorrow Website and draft all public notices for meetings and visioning sessions outlined in the RFP. Such information shall be submitted using a standard design (logo etc.) to be provided by the City.

f) Community Notices

The City shall be provided with 3 community notices/backgrounds explaining project consultation with contact information of study team.

PROJECT ADMINISTRATION

A Project Coordinator and a Project Team will administer the Study. The Project Team will be made up of staff representatives from various City of Vaughan departments. The Project Coordinator will be responsible for day-to-day contacts and operations. The Project Coordinator and the Project Team will perform the following functions:

- Conduct of the consultant selection process;
- Making recommendations on consultant selection;
- Provision of departmental information and support to the consultant as it respects their individual mandates;
- Organize and attend meetings with the consultant to discuss status updates and to provide input on policy development;
- Preparation and mailings/communications for community consultation meetings; and
- Review and comment on draft and final versions of the Concord GO Centre Secondary Plan Study.

The City may create a Technical Advisory Committee composed of external agencies to provide input into the study and the resulting policies.

THE CONSULTANT

Given the nature of the assignment it is recognized that some Proposals may originate with multi-firm consulting teams. Therefore, the term "Consultant" in the Terms of Reference also means "Consulting Team" and includes any combination of individuals, firms, companies or corporations party to the Proposal.

The consultant will appoint a senior professional in the Lead Firm as the Consultant Team Leader, who will be the City's main contact and who will be responsible for the coordination of all consulting resources retained under the accepted Proposal. The Consultant Team Leader and Lead Firm will be responsible for invoicing the City and the disbursement of fees to the subconsultants. Any changes or substitutions to the consulting team, subsequent to the submission of the Proposal, will require the written approval of the City of Vaughan.

QUALIFICATIONS

The successful consultant will be required to bring multi-disciplinary expertise and experience to the project. Such expertise will be expected in the following areas:

- Land Use Planning, Urban Design and Sustainable Development;
- The Natural Environment;
- Transportation Planning;
- Servicing, stormwater management and Infrastructure:
- Public Consultation and Facilitation.

THE CONSULTATION PROCESS

Effective consultation, particularly with the public and stakeholders, will be important to the success of this initiative. Therefore, in the Proposal, the consultant will recommend a plan for a consultation process that will:

- Engage Council, the affected city departments and public agencies, the public and other stakeholders;
- Identify the preferred methods for obtaining such input.

It is expected that the process will include the following elements:

- Meetings with the Project Coordinator and the Project Team and Presentations to Council/Committees of Council at main milestones:
- A Stakeholder Consultation Process in accordance with the approved work plan. Consultation will be necessary with the following parties:
 - City Staff/Departments:
 - External Agencies;
 - The community, including landowners within the Study Area and those adjacent to the Study Area from both the residential and business/employment communities.

- The minimum number of consultation related meetings are estimated as follows:
 - Council/Committee of the Whole: Four meetings;
 - Public/Stakeholders Including a community background meeting, visioning, development and testing of alternative development frameworks, presentation of preferred plan: Five meetings.

The details of the consultation process, setting out the number, timing and type of meeting, will be established in the finalized work plan, which is referenced in Section 7. "Timing".

The consultant shall be responsible for the scheduling of meetings and the preparation of agendas, presentation materials and meeting minutes. Prior to the scheduling of meetings the consultant shall confer with the Project Coordinator.

TIMING

The targeted completion of the study is approximately eight (8) months from the date of Council's ratification of the selection of the recommended consultant. Submission of the final Study and related policies and guidelines will be expected in the summer 2012.

Prior to commencing work on the project, the consultant will submit for the approval of the Project Team a finalized work plan, which will assign dates to the completion of various milestone tasks on the timeline. No chargeable work shall commence prior to the approval of the finalized work plan and the City of Vaughan shall not be responsible for any costs associated with its finalization. The consultant will be required to provide a set per diem fee for any members of the project team for additional work that may be required for this project in the future.

Relationship to Vaughan Vision 2020

The following sections are consistent with the City's objectives for planning and managing growth and economic vitality:

- Complete and implement the Growth Management Strategy
- Work with other levels of government to continue to support the expansion of the GO System and public/rapid transit
- Conduct the 5-year comprehensive review of the Official Plan as part of the Growth Management Strategy 2031
- Support and coordinate land use planning for high capacity transit at strategic locations in the City

Regional Implications

The Concord Centre GO Secondary Plan will examine the form and scale of future development in the Concord community focusing on the Highway 7/GO rail junction. In the recently approved York Region Official Plan (September 2010) the Regional Structure (Map 1) identifies Highway 7 as one of two Regional Corridors, and the Transit Network (Map 11) identifies a proposed GO Station at this location. Intensification along Regional Corridors at major transit stations with higher density land uses will support the planned transit routes. A major public investment is being made in the Viva Bus Rapid Transit

system which will run along Highway 7. The success of the higher order transit in the Highway 7 Corridor is dependent in part on the presence of transit supportive development. Viva YRT and York Region have indicated an interest in participating in the planning for a station in this area.

Conclusion

In respect of the above, it is recommended that the City issue a Request for Proposals to undertake the Concord GO Centre Secondary Plan Study, and to award after evaluation, based on the draft Terms of Reference set out in this report, subject to final staff review.

Attachments

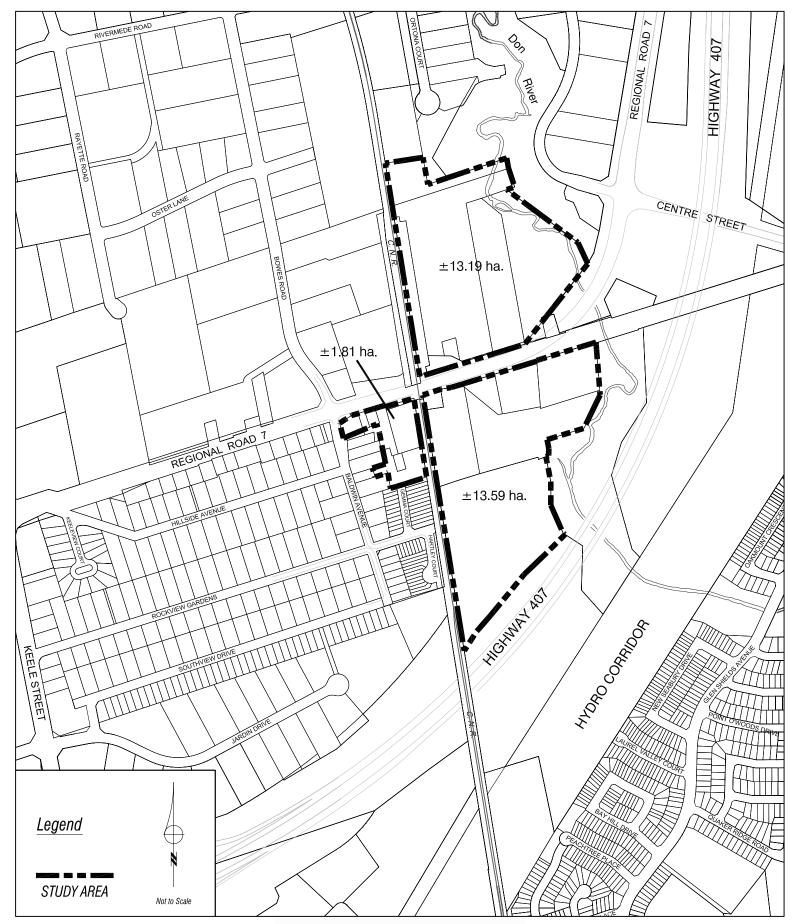
- 1. Concord GO Centre Secondary Plan Study Area
- 2. Schedule 1 to VOP 2010: "Urban Structure"
- 3. Schedule 13-S to VOP 2010: "Land Use"

Report prepared by:

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Respectfully submitted,

John MacKenzie Commissioner of Planning Diana Birchall Director of Policy Planning



Concord GO Centre Secondary Plan

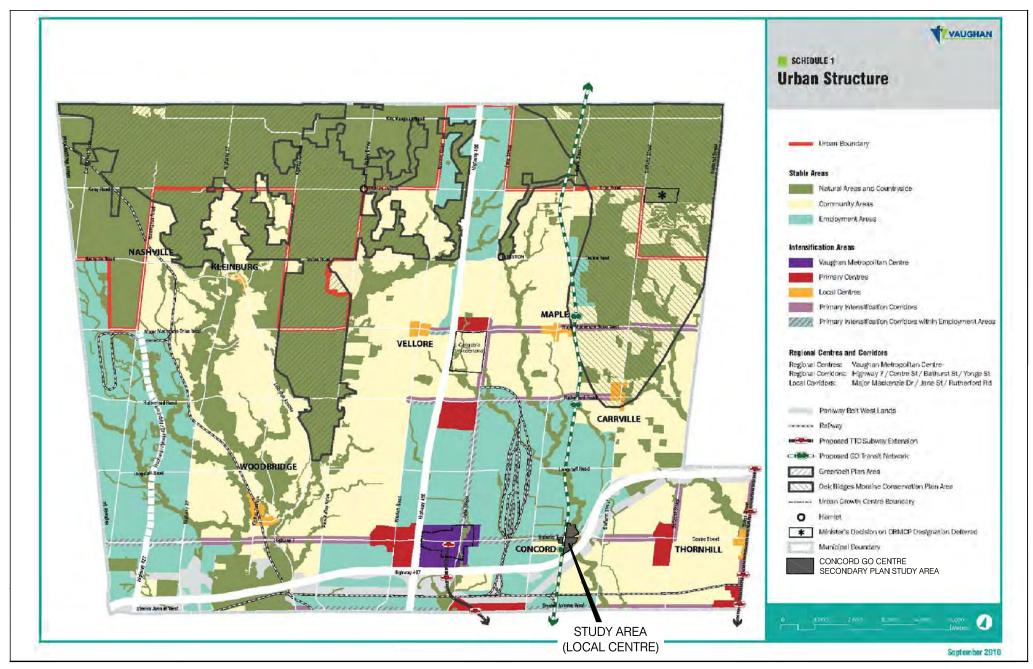
APPLICANT: City of Vaughan LOCATION: Part of Lots 5 & 6, Concession 3



Attachment

FILE: 26.3

DATE: September 13, 2011



Schedule 1 to VOP 2010: "Urban Structure"

APPLICANT: City of Vaughan

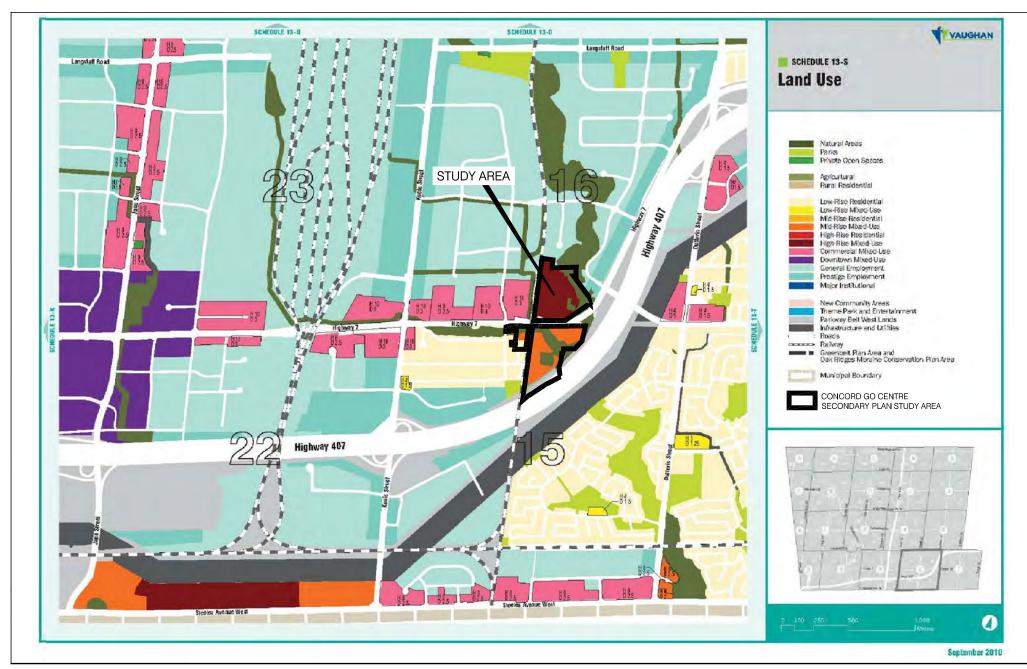
LOCATION: Part of Lots 5 & 6, Concession 3



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DATE: September 13, 2011



Schedule 13-S to VOP 2010: "Land Use"

APPLICANT: City of Vaughan

LOCATION: Part of Lots 5 & 6, Concession 3



Attachment

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September 13, 2011