COMMITTEE OF THE WHOLE - SEPTEMBER 13, 2011

VAUGHAN MILLS CENTRE SECONDARY PLAN STUDY APPROVAL OF TERMS OF REFERENCE DIRECTION TO ISSUE A REQUEST FOR PROPOSAL FOR CONSULTING SERVICES FILE 26.1 WARDS 3 & 4

Recommendation

The Commissioner of Planning recommends that:

- 1. The draft Terms of Reference for the preparation of the City of Vaughan Mills Centre Secondary Plan, summarized in paragraph g) of this report, be approved; and
- A Request for Proposals be issued for the retention of consulting services to prepare the Vaughan Mills 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 approved Capital Budget for 2011 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 Vaughan Mills Secondary Plan Study Area and the residential, employment and commercial / business communities within and 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 further 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 Vaughan Mills Centre Secondary Plan Study; and
- Direction to proceed with the issuance of the Request for Proposals for consulting services for the preparation of the Vaughan Mills Centre Secondary Plan Study based on the draft Terms of Reference.

Background - Analysis and Options

a) Purpose

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

b) Location

The Vaughan Mills Centre Secondary Plan Study Area is bounded on the north by Rutherford Road; on the west by Weston Road; on the south by Bass Pro-Mills Drive; and on the east by Jane Street. The Study Area is bisected by Highway 400. The portion of the Study Area west

of Highway 400 ("Western Parcel") has an area of 84.4 ha +/- and the lands east of Highway 400 ("Eastern Parcel") has an area of 54.6 ha +/- for a total area of 139 ha. +/- (343 acres), which excludes the Highway 400 right of way and Rutherford Road interchange. The subject lands are shown on Attachment 1.

c) Timing of Completion of the Study

The targeted completion of the study is approximately twelve (12) 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 at the end of 2012.

d) The Development Context

The Vaughan Mills Centre Secondary Plan Study Area is located in the Highway 400 corridor. The 400-corridor is one of the City's most prominent economic drivers and accommodates a wide range of commerce, including employment, office, retail, and tourist oriented uses, as well as several residential neighborhoods. The City's new mixed-use downtown, the Vaughan Metropolitan Centre, anchors the corridor at its south end at Highway 7. The corridor will also be the home of the City's new hospital at Major Mackenzie Drive and newest Employment Area (the "Vaughan-400 North Employment Area), which extends from Teston Road to the King-Vaughan line.

The Study Area occupies a strategic position along Highway 400 and in the City as a whole. Some of its attributes include:

- It is close to the geographic centre of both the City and the Highway 400 corridor;
- Outstanding access to 400-series Highways, with a full-movement interchange to Highway 400 at Rutherford Road; and a partial interchange at Bass Pro Mills Drive with northbound off and southbound on ramps;
- It is located 5 km north of the Highway 407 interchange providing excellent east-west highway connectivity to the GTA and beyond; and is approximately 7 km south of a potential connection to the GTA West Corridor, which is currently undergoing an Individual Environment Assessment for a new 400-series highway;
- It is located 3 km to the west of Rutherford Station on the Barrie GO Rail Line, which is ultimately planned to provide 2-way, all day service to downtown Toronto;
- It is 4 km north of the Vaughan Metropolitan Centre, the City's planned downtown, which is also the terminus of the Spadina Subway Extension that is scheduled to open in 2015;
- It is 1 km south of Canada's Wonderland, one of the premier tourist attractions in the Greater Toronto area; and 2 km south of the site of the City's new hospital, which is currently in the planning stages, with construction expected to begin by approximately 2016;
- Rutherford Road is a major east-west arterial corridor in the City of Vaughan and south York Region and is part of the Regional Transit Priority Network; similarly, Weston Road, its western boundary is also part of the Transit Priority Network;
- Jane Street is defined as a Regional Rapid Transit Corridor, which would accommodate, in the longer term, Bus Rapid Transit/LRT service between the

subway terminus at the Vaughan Metropolitan Centre to Major Mackenzie Drive and the new Hospital:

 The Study Area is home to the Vaughan Mills Mall, a super-regional scale shopping centre that attracts consumers from the GTA market and beyond.

The Study Area benefits from a convergence of attributes and opportunities and is challenged by some aspects of its situation. Challenges include proximity to major rail infrastructure and heaving industrial uses; the bifurcating effect of Highway 400; a sprawling, one storey shopping centre with an interrupted grid of private streets and driveways; lack of parkland and pedestrian oriented public spaces; lack of distance to community services and, street network congestion.

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. The Study will need to address the policies of the City's new Official Plan. Of particular importance will be assessing the opportunities for redeveloping the Study Area as a future multi-modal mobility hub servicing the commercial core and potential transit links.

e) Current Land Use

The Vaughan Mills Secondary Plan Study Area is composed of two large parcels split by Highway 400. They are linked at their northern boundary by Rutherford Road and by the Bass Pro-Mills Drive/Highway 400 flyover at their southern edge. The areas are described below.

The Eastern Parcel

The Eastern Parcel is home to the Vaughan Mills Mall and vacant lands adjacent to Jane Street, which acts as the main focus of the commercial centre. The mall is centrally located and is served by a private ring road network that connects at multiple locations to Rutherford Road, Jane Street and Bass Pro Mills Drive. The parcels between the mall and the perimeter arterial roads are developed with a variety of office, retail, service station and restaurant uses in a campus format. The site was developed over the last 10-years on the basis of a number of site specific Official Plan and Zoning By-law amendments.

The Western Parcel

The Western Parcel is largely vacant, except for service related developments along the south side of Rutherford Road, including restaurants and a service station, extending south along the east side of Weston Road. The site is currently designated "Employment Area" by Official Plan Amendment No. 450 (Employment Area Growth and Management Plan). The perimeter lands adjacent to the arterial roads are designated "Prestige Area" and the interior areas are designated "Employment Area General".

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 require 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 Vaughan Mills 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 pertinent Official Plan policies from VOP 2010 are described below.

The Eastern Parcel

VOP 2010 identifies the Eastern Parcel as an Intensification Area. It is designated as a "Primary Centre" on Schedule 1, "Urban Structure" and "High Rise Mixed-Use" on Schedule 13-N "Land Use". Intensification Areas are the primary locations for accommodating the 45% intensification target established by the Region of York in accordance with the Provincial Growth Plan. Primary Centres are to be planned to accommodate a wide range of uses and will have tall buildings as well as lower ones, to facilitate transition to neighbouring areas.

Primary Centres are to evolve as distinct places of major activity around existing and planned higher order transit and existing regional shopping destinations. These centres are to provide uses that will serve the Community Areas of the City, including retail, institutional, office, community and human service uses. They are to be designed to be transit-oriented and pedestrian friendly.

The plan recognizes the Vaughan Mills Centre as a shopping destination of super-regional significance, with the potential for residential intensification and the introduction of additional uses through development of the surface parking areas and out-parcels and the long-term redevelopment or intensification of Vaughan Mills.

VOP 2010 provides that Primary Centres be planned to:

- Include a mix of housing types and tenures, including housing suitable for seniors, families with children and affordable housing;
- Include a mix of non-residential uses including retail, office, institutional, community facilities, and human services to serve both the local population and the City as a whole and attract activity throughout the day;
- Develop at densities supportive of planned public transit;
- Have a fine grain of streets suitable for pedestrians and cyclists, with appropriate internal links to the surrounding community areas by way of streets, walkways or greenways;
- Include well-designed public open spaces that are either landscaped parks or public squares 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 Community Areas, and/or separation from adjacent Employment Areas.

The Western Parcel

Schedule 1 "Urban Structure" to VOP 2010 identifies the Western Parcel as an "Employment Area", with the frontage on Rutherford Road being shown as "Primary Intensification Corridor within Employment Areas". Schedule 13-N "Land Use" designates the Rutherford Road frontage "Commercial Mixed-Use" providing a maximum building height of 8 storeys and a maximum density of 2.5 FSI. The frontages along Highway 400 and Weston Road are designated "Prestige Employment", while the interior lands are designated "General Employment".

Primary Intensification Corridors serve to link the VMC and the Primary and Local Centres providing for higher order transit. Primary Intensification Corridors are to evolve as active and unique places supporting a variety of uses, which are designed to accommodate pedestrians, cyclists, cars and employment related intensification. Primary Intensification Corridors within Employment Areas are planned to;

- Provide a mix of non-residential uses including retail, office, institutional and community services;
- Develop at transit-supportive densities;
- Include well-designed public open spaces, which could include landscaped parks or public squares, depending on the context;
- Encourage pedestrian friendly built-form with active uses at grade;
- Implement appropriate transition of intensity and use to adjacent community areas.

The Commercial Mixed-Use designation permits a range of uses including office uses, hotels, retail uses and gas stations subject to specific criteria.

Prestige Employment Areas are to be characterized by high quality buildings in an attractive pedestrian-friendly and transit-oriented working environment. Uses permitted include manufacturing, warehousing (but not retail warehousing), processing and distribution uses located within wholly enclosed buildings. Outside storage is not permitted. Accessory office and retail uses are permitted. Non-accessory office uses of up to 7500 sq m are also permitted.

General Employment Areas are to be predominantly industrial areas characterized by low scale buildings with a variety of lot sizes to accommodate a wide-range of industrial and employment uses. These areas will accommodate vehicles and trucks but development in these areas will be designed with pedestrian amenity to serve the employee population and to facilitate transit use. Uses permitted include manufacturing, warehousing (but not retail warehousing), processing, transportation and distribution, any of which may or may not include outside storage.

g) Opportunities for a Vaughan Mills Centre Mobility Hub

A major regional bus terminal is located within the Vaughan Mills Secondary Plan Area, situated at the south west quadrant of Jane Street and Rutherford Road. The Vaughan Mills bus terminal plays an integral part in servicing both the local and regional population travelling to and from the Vaughan Mills Mall and surrounding areas.

Given the demand and locational context of the current Vaughan Mills Bus Terminal, opportunities for the development of a potential "mobility hub" should be examined within the context of provincial and regional policies and guidelines.

Metrolinx generally describes "mobility hubs" as:

- Servicing a critical function in the regional transportation system as the origin, destination, or transfer point for a significant portion of trips;
- Places of connectivity where different modes of transportation from walking to riding transit is seamlessly joined and where intensive concentration of working, living, shopping and or/ playing.

h) Status of Development Applications

There are currently matters subject to Ontario Municipal Board (OMB) appeal within the study area (File: PL110419, PL110455). Settlement discussions have been ongoing and it is the intention of the applicants to work with the City through the Vaughan Mills Centre Secondary Plan approval process.

Through the OMB process, staff will be working to reflect the objectives of the VOP 2010 in the context of the settlement negotiations which are currently taking place. A second prehearing conference is scheduled for November 21, 2011. Results from the final OMB decision will be integrated into the Secondary Plan.

i) Highlights of the Terms of Reference: The Vaughan Mills Centre Secondary Plan Study

GOALS AND OBJECTIVES

- i) It is the intent of the Vaughan Mills Secondary Plan Study to: 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; transportation including street network capacity and transit availability and phasing opportunities to develop mobility hub; barriers to connectivity, the economics influencing the evolution of the current uses; streetscaping and urban design; and servicing, environmental and sustainability issues; and the refinement and integration of current development applications.
- ii) Evaluate the Study Area's future potential, to the 2031 horizon, in order to:
 - Refine its functional role in the City's Urban Structure;
 - Establish its role in the City's economy and as provider of employment;
 - Establish the optimal mix of land uses, densities and their distribution with the goal of creating a complete community;
 - Consider and address issues pertaining to the functional, aesthetic and land use integration of/and connectivity between the Western and Eastern Parcels of the Study Area and to adjacent lands;
 - Determine the requirements for social, parks and recreational services and facilities;
 - Establish the environmental measures pertaining to the provision of services, including sustainability; and
 - Other measures which may emerge as a result of the study.
- iii) Develop with community input, a long-term vision and development framework for the study area as a basis for creating, testing and recommending implementing secondary plan policies and guidelines;
- iv) Prepare illustrative development concept plans to convey the vision and the development framework;
- v) Establish in the policy framework transitional measures to support the evolution of the secondary plan area from its current state to the planned vision;
- vi) Identify any infrastructure improvements that may be necessary to implement the Secondary Plan;
- vii) Incorporate provisions for mobility hub;

- 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 neighborhoods and public bodies as appropriate;
- ix) 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/streetscaping guidelines to implement the consensus vision;
- x) Prepare a study document, which provides the basis for the recommended Secondary Plan policies and design guidelines and describes and documents the processes that led to the recommended measures

SCOPE

The Vaughan Mills Centre Secondary Plan Study will result in a secondary plan and guidelines 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 the potential for infiltration into adjacent areas. Through the Study, areas of further or future study (approximately shown on Attachment 1), on land use issues and infrastructure improvements beyond the Study Area may be identified as necessary or desirable (i.e. the exploration of the north side of Rutherford Road, through development concept plans, to arrive at appropriate heights and densities).

STUDY REQUIREMENTS

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

The Background Study

- i) 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 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 and analysis of existing and planned conditions, within and adjacent to the Study Area, and the resulting opportunities and constraints;
- iv) An examination of the opportunities and constraints presented by the transportation infrastructure including the Local, Regional and Provincial road networks and the existing and planned transit network and any facility necessary to develop a mobility hub. The need for phasing, investment in further improvements or acceleration in the implementation of planned improvements and measures to minimize impacts on sensitive areas should be identified;
- v) An assessment of infrastructure availability and required investments in new facilities or plant in such areas as:
 - Sanitary sewers and water;
 - Stormwater management;
 - Parks, recreational services, schools and libraries;
 - Telecommunication Services;
 - Streets and connectivity.

vi) An assessment of land uses that may pose compatibility concerns.

Plan Development and Testing

- vii) 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 including a potential mobility hub;
- viii) Conduct a Community Visioning process to obtain public input on the future of the Study Area;
- ix) Prepare alternative land use/development/design concepts for assessment on the basis of the evaluation criteria:
- x) Conduct an evaluation, including further public consultation, on the alternative concepts;
- xi) Identify a preferred land use/development/design concept;
- xii) Develop the draft Secondary Plan policies and Urban Design/Streetscaping Guidelines.

Approvals

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

DELIVERABLES

The following deliverables will be required at minimum:

- a) A draft Vaughan Mills Secondary Plan Study Report 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 Citycompatible software (Word, Adobe InDesign, PowerPoint or Excel)
- b) The final Vaughan Mills Secondary Plan Study Report 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 Citycompatible software (Word, Adobe InDesign, PowerPoint or Excel);
- Provide digital geo-referenced files in AutoCad, ESRI and Adobe InDesign formats.
- c) If the final approved work plan provides for interim reporting, then the required deliverables will be specified by the City at the time of submission.

c) Presentation Materials

The City shall be provided with 1 hard copy print and 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 Council.

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

d) Web Content

The Consultant will be required to provide all presentation materials a web-ready format for loading on the City's Website. Such information shall be submitted using a standard design (logo etc.) to be provided by the City.

1. 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;
- Organizing and attending meetings with the consultant to discuss status updates and to provide input on policy development;
- Preparation and mailings/communications for community consultation meetings;
- Review and comment on draft and final versions of the Vaughan Mills 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.

2. 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 sub-consultants. 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.

3. 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;
- Transportation Planning;
- Land Economics/Retail Planning;
- Servicing and Infrastructure;
- Public Consultation and Facilitation.

4. 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, land owners 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;
- Assisting staff in the evaluation of development applications and resolution of issues and OMB appeals;
- A Stakeholder Consultation Process in accordance with the approved work plan.
 Consultation will be necessary with the following parties:
 - City Staff/Departments;
 - External Agencies including but not limited to the Region of York, Metrolinx and other transit authorities, Toronto Region and Conservation Authority, and applicable infrastructure providers;
 - 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 public meetings are estimated as follows:

- Council/Committee of the Whole: Four meetings;
- Public/Stakeholders Including, visioning, development and testing of alternative development frameworks and urban design/streetscaping guidelines: Ten 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 under "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 twelve (12) 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 at the end of 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.

Relationship to Vaughan Vision 2020

The preparation of the Vaughan Mills Centre Secondary Plan study is consistent with the City's objectives for planning and managing growth and economic vitality by responding to the following policies:

- Plan and Manage Growth and Economic Vitality;
- Complete and implement the Growth Management Strategy;
- Conduct the 5-year comprehensive review of the Official Plan as part of the Growth Management Strategy 2031;

Regional Implications

There are no Regional implications resulting from the adoption of this report. The Region will be consulted during the preparation of the Study in matters relevant to its jurisdiction.

Conclusion

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

<u>Attachments</u>

- 1. Vaughan Mills Centre Secondary Plan Study Area;
- 2. Schedule 1 to VOP 2010: "Urban Structure";
- 3. Schedule 13-N to VOP 2010: "Land Use"

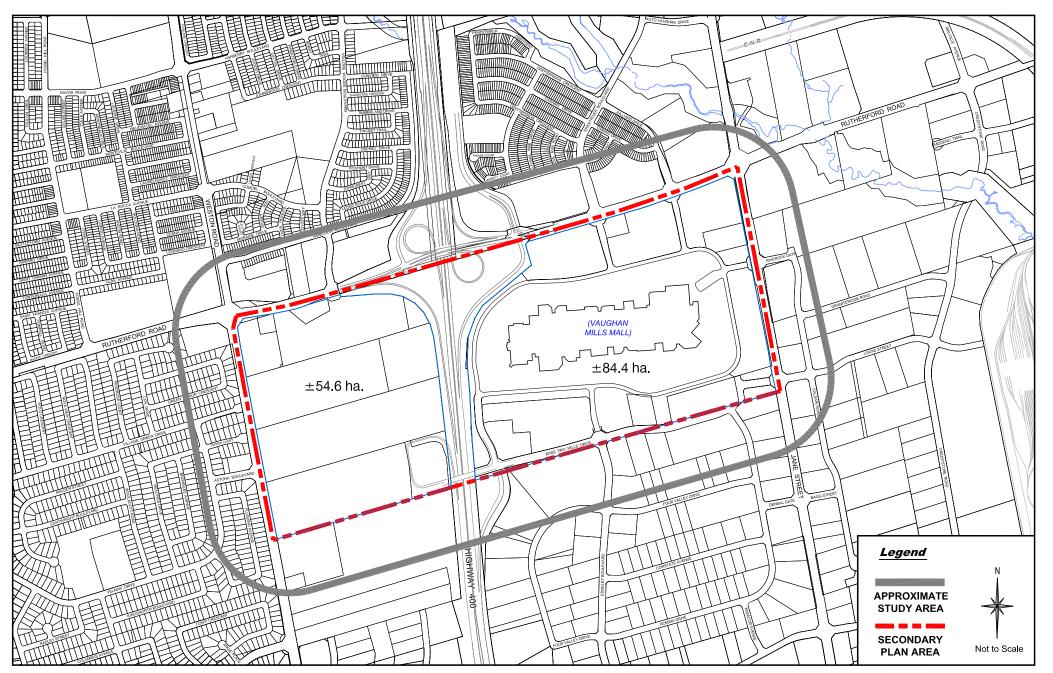
Report prepared by:

Roy McQuillin, Manager of Policy Planning, ext. 8211 Melissa Rossi, Senior Planner, ext. 8320

Respectfully submitted,

John MacKenzie Commissioner of Planning

Diana Birchall
Director of Policy Planning



Vaughan Mills Centre Secondary Plan Study Area

Location: Part of Lots 13, 14, & 15 Applicant:

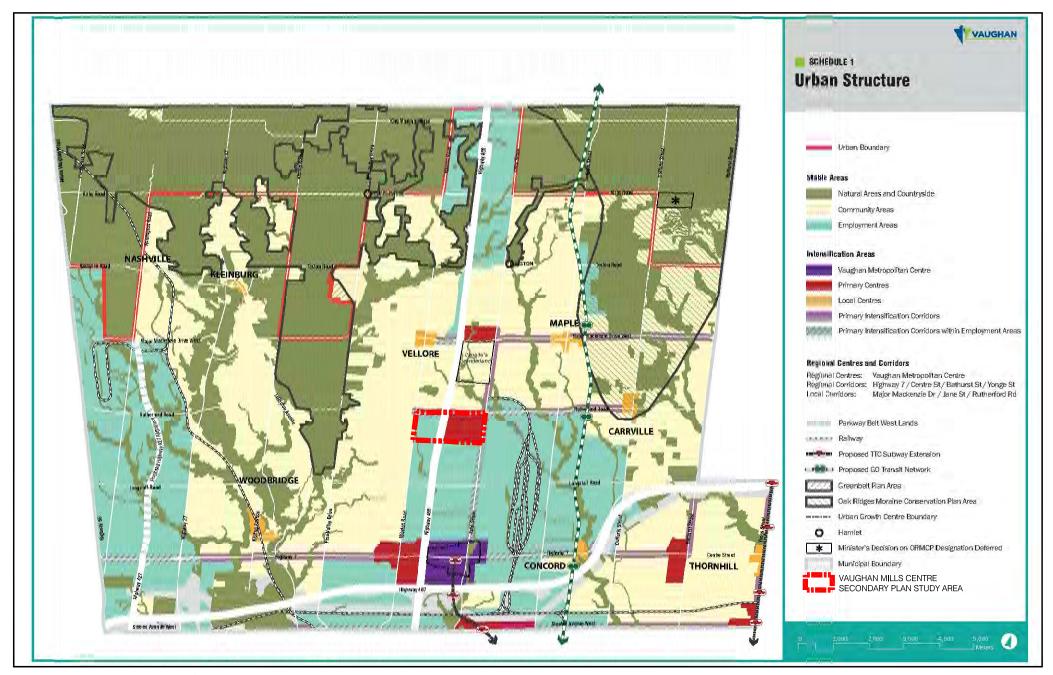
Concession 5 City of Vaughan



Attachment

File: 26.1

Date: September 13, 2011



Schedule 1 to VOP 2010: **Urban Structure**

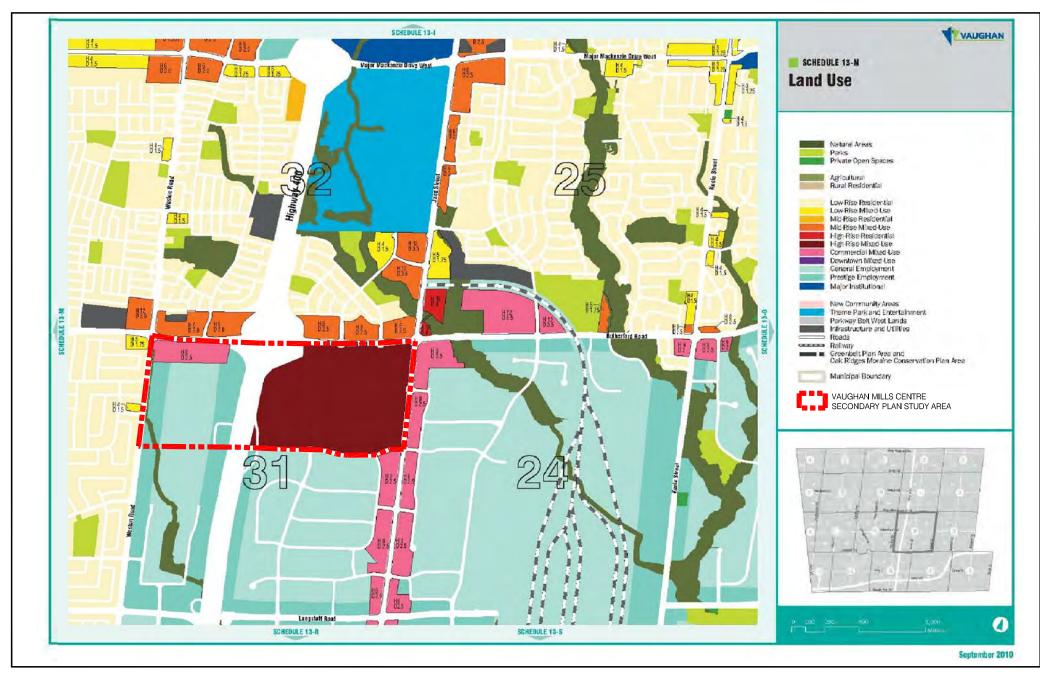
Applicant: City of Vaughan Location: Part of Lots 13, 14, & 15

Concession 5



Attachment

File: 26.1 Date: September 13, 2011



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

Applicant: Loc City of Vaughan Cor

Location: Part of Lots 13, 14, & 15 Concession 5 VAUGHAN
Policy Planning Department

Attachment

File: 26.1

Date: September 13, 2011