

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

**HISTORY OF COUNCIL CONSIDERATION OF A NEW CITY HALL
FILE: 15.80.2**

RECOMMENDATION

The Commissioner of Planning recommends:

THAT the following report BE RECEIVED.

BACKGROUND

On May 30, 2001 Council resolved:

“...to report to a future Committee of the Whole (Working Session) with respect to the past history for the new City Hall.”

HISTORY OF COUNCIL CONSIDERATION OF A NEW CITY HALL

This report summarizes previous consideration by the City, its consultants and private development interests respecting a new location for the Vaughan Civic Centre. The major milestones are presented below in chronological order, beginning in 1987. Upon review of the documents, it would appear that most of the locations that were looked at as potential sites remain undetermined.

A. Industrial Development Advisory Board, May 1987

In 1987, the City's Industrial Development Advisory Board passed a motion recommending that Council explore possible locations for a Town Centre, associated costs and feasibility. The range of potential uses considered appropriate to be located in a Town Centre included institutional and/or government offices, business and professional offices, recreational, commercial, and open space.

B. Council Consideration of Future Civic Space Requirements, 1988-89

In January 1988, Council approved a resolution providing for the Vaughan Civic Centre to remain at its present location, and that additional space requirements be addressed through expansion of existing facilities. Subsequently, in 1989, the costs of expansion were examined including the introduction of an additional portable building on-site.

C. Vaughan Policy Review, 1989-91

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". A number of development scenarios were evaluated, and three conceptual locations for a Vaughan City Centre were identified (see Attachments 1, 2 and 3):

- 1) the existing Maple Civic Centre
- 2) along Highway 400 generally between Major Mackenzie Drive and Rutherford Road
- 3) centred around Highway 400 and Highway 7.

D. Vaughan Civic Centre Accommodation Study, February 1991

The Commissioner of Public Works and Utilities completed a projection of the City's future staffing and resulting floorspace requirements to 2011 based on input from each City department. Total forecast staff requirements for 2011 were 680 persons with an estimated 2011 space requirement of 175,000 sq. ft.

E. Vaughan City Centre: Evaluation of Potential Locations, May 1991

Council retained Hemson Consulting, land use planning and market/economic consultants, to review the three alternative City Centre locations. The functions of a city centre were identified, together with the unique needs of a Vaughan City Centre. The consultant advised that a Vaughan City Centre should:

- Be the main focus of community activity
- Be able to pull Vaughan's communities together
- Have a diverse range of land uses and urban activities, including housing, employment, and uses oriented to the entire City including major shopping, major leisure & recreation facilities, major institutional uses and commercial uses serving the entire City
- Have diversity and intensity of land use which supports the City Centre as the focus of the City's public transit network
- Have diverse land ownership
- Have its key functions not separated by major barriers like highways or arterials
- Have market demand for planned uses and development forms in the short-to-medium term
- Have centralized concentration of community services, and major cultural and recreational facilities to draw the community together

Council's three alternative locations for a City Centre were assessed as follows:

1. The Maple location has the least potential due to:

- Lack of access to and visibility from major highways
- Not "location neutral" - Identified with the Maple community
- Land use conflicts with existing low density residential areas
- Limited short term retail opportunities partly due to lack of higher order transit

2. Canada's Wonderland/Highway 400 area(between Rutherford & Major Mackenzie):

- A large, central, readily serviceable and highly visible location
- Lack of existing development constraints enables integration with surroundings
- Not perceived to be associated with any existing community
- Location at northern edge of development is a major disadvantage limiting short term commercial and office development
- Physical separation from other planned major commercial development limits its retail opportunities
- Difficult to attract higher order transit, and medium and high density residential, which generally follow major commercial development
- Without higher order transit services, it would be difficult to attract a large number of jobs

3. Highway 400 and Highway 7 area:

- Area will emerge as a major commercial node
- Limited by other planning commitments and difficulty in integrating with existing development
- Highways provide best visibility and access to GTA and Pearson Airport

- Best potential to attract higher order transit, major office and retail
- Development potential supported by the market
- Existing road pattern inhibits integration and creation of pedestrian friendly environment
- Existing industrial character may inhibit residential development

Hemson concluded that:

1. Maple should be eliminated - too many constraints
2. The other 2 sites have constraints and opportunities and should be subject to urban design studies
3. Council and staff should develop a strategy for dealing with the City Hall locational decision

F. Vaughan City Centre: Goals, Objectives, and Evaluation Criteria, April 1992

Council adopted this document as the basis for evaluating private development submissions for a City Centre development. The document set out in detail the primary and secondary goals and objectives guiding development of a Vaughan City Centre. The primary goals and objectives include:

1. to develop a City Centre which will be a focal point for major urban development, and reflect the City's corporate and civic image
2. to foster cohesiveness and sense of identity for the City of Vaughan
3. to provide a physical setting providing a clear and distinctive image for the City as a great place to live
4. to provide a mix of land uses, residential and employment opportunities, commercial and community activities
5. to give the City a prominent role in the Centre's development throughout its evolution

The document articulated Council's expectation that City Hall should be located in the Vaughan City Centre:

"3.3 The City intends to ultimately establish its City Hall and related administrative offices and facilities and other higher order community facilities on the City Centre. The timing of these facilities will be in part a function of the economic and financial benefits occurring to the City."

"4.1 Vaughan City Hall and civic administration and community facilities are envisioned to provide a major presence in the City Centre."

The document also established an open process for competing private development applications. Council subsequently established a City Centre Sub-Committee to negotiate with proponents and report to Council for final approval of a selected City Centre site.

G. Council Adoption of OPA 400, October 1992

At the conclusion of the Vaughan Policy Review, Council adopted OPA 400 which designated three new areas for community development as well as two locations described as 'City Centre Study Area': one in the area along Highway 400 between Jane Street and Weston Road and from Rutherford Road to the north of Major Mackenzie Drive; and, the other at the Highway 400 and Highway 7 interchange. The Ministry of Municipal Affairs advised that, in view of the large scale of proposed development, additional work was required to define land use elements more specifically, prior to Provincial approval of OPA 400. The City then undertook the OPA 400 secondary planning process for the 3 residential communities.

H. Private City Centre Development Proposals, 1992

Proposals were received from two landowner groups:

1. Cadillac Fairview, Torstar Corporation and Wilson Century Theatres Limited proposed a City Centre on their lands at the southeast corner of Weston Road and Highway 7
2. J.D.S. Investments Ltd./Bramalea submitted a proposal encompassing all of Blocks 32 and 33 East, with a City Centre focused north of Canada's Wonderland, and civic buildings located on the northwest corner of Jane and Major Mackenzie Drive.

I. Vaughan City Centre: Selection of Preferred Location, December 1992

A Public Hearing was held on the two potential City Centre locations (see Attachment 4). While both the "Southerly" and "Northerly" locations were seen as viable for development of a City Centre, differences were identified in terms of the timing of development, and the economic impact of development. Full development of the northerly location would take longer to realize. Secondly, the northerly location would emphasize the focus of civic services to Vaughan's communities, whereas the southerly location would more closely associate the civic image with Vaughan's corporate and business community.

On January 18, 1993, Council resolved to modify OPA 400 to establish the northerly location as 'City Centre Secondary Plan Area', and the southerly location as 'City Corporate Centre'.

Copies of the staff report and Council resolution were forwarded to Provincial ministries and agencies for comment. In February 1993, the Ministry of Municipal Affairs expressed its support for the southerly location, and requested the City to continue to examine it as the location for the Vaughan City Centre.

J. Withdrawal of JDS/Bramalea City Centre Proposal, 1993

Prior to Council adoption of OPA 400, JDS/Bramalea withdrew their City Centre proposal. With the withdrawal of the JDS proposal, the landowners in Block 33 East revised their plans to a primarily low and medium density residential community.

K. Council Adoption of OPA 400, August 1994

Following completion of the OPA 400 secondary planning process for three new communities, OPA 400 was adopted by Council in August 1994. In this final version of OPA 400, Council modified the names of the two identified centres. The "City Corporate Centre" was renamed the "Vaughan Corporate Centre Secondary Plan Area" east and west of Highway 400 on Highway 7. The 'City Centre Secondary Plan Area' was renamed the "Vaughan Centre Secondary Plan Area" on the north side of Rutherford Road between Jane and Highway 400 (approximately 75 ha). For both centres, the intention was to initiate further study to more specifically determine their logical geographic limits and develop a planning policy framework to guide their design and development. OPA 400 was approved by the Ministry of Municipal Affairs on June 29, 1995.

L. Development of Vaughan Corporate Centre & Vaughan Centre, 1995-2001

OPA 500 was approved by the Ontario Municipal Board in March, 1998 as the Vaughan City Centre tertiary plan setting out policies for intensive commercial office development and high density residential development, to be served by higher order public transit. OPA 500 provides for a public/institutional site including a public square/event venue, and public building(s), Highway 7 transitway, and a Provincial Highway 407 transitway.

In Vaughan Centre, a draft plan of subdivision was approved by the Ontario Municipal Board in November 1998, providing for a predominantly medium density residential development with retail commercial blocks fronting on Rutherford Road. On the northwest corner of Rutherford Road and Jane Street, a 3.25 hectare parcel has been designated as "Mixed Use-Community Focus", providing a potential site for a future Vaughan City Hall. As a condition of draft plan approval, the owner must provide the City with 6 months notice prior to applying for the removal of the holding zone.

M. New Vaughan Civic Centre Initiatives

On May 30, 2001, Council directed Staff to expand the terms of reference for the Vellore Village District Centre Study to include an assessment of the lands in the vicinity of the District Centre on the north side of Major Mackenzie Drive, west of Highway 400 as a location for the Vaughan Civic Centre. This feasibility study is currently proceeding as a component of the Vellore Village District Centre Study.

Subsequently, the City has been approached by a landowner proposing a site on Major Mackenzie Drive at McNaughton Road, as a candidate location for a Vaughan Civic Centre overlooking the planned 18-hole golf course.

Conclusion

This report summarizes the major milestones associated with Council's past consideration of a new City Hall for Vaughan.

Attachments

1. Existing Vaughan Civic Centre location, Hemson study, 1991
2. Potential Civic Centre location at Hwy400 & Major Mackenzie/Rutherford, Hemson study, 1991
3. Potential Civic Centre location at Hwy 400 & Hwys 7/407, Hemson study, 1991
4. OPA 400, Schedule 1, showing Vaughan Centre Study Area and Vaughan Corporate Centre Study Area

Report prepared by:





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Respectfully submitted,

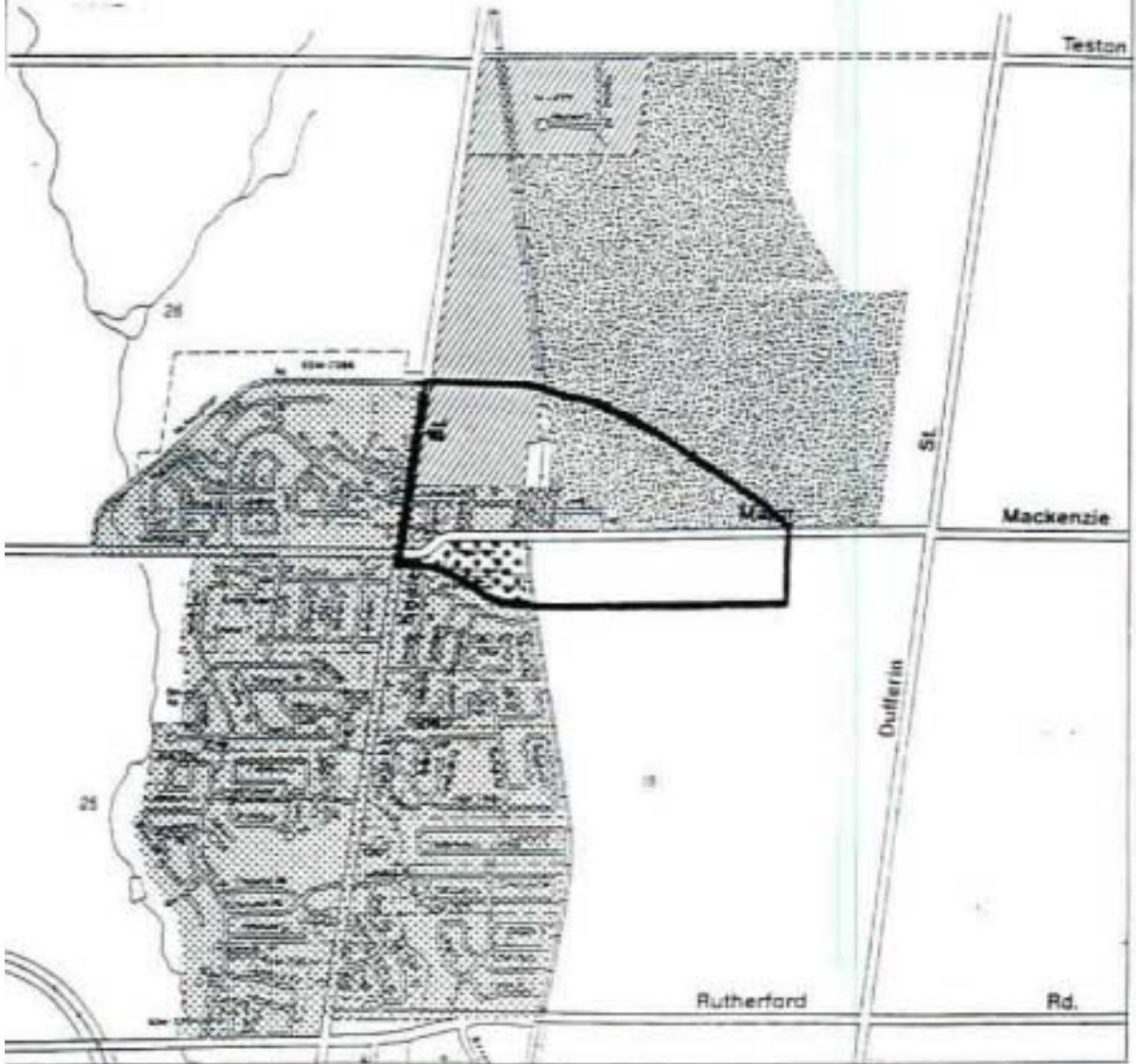
MICHAEL DeANGELIS
Commissioner of Planning

/LG

R:\WORKING\ROBINSOP\CITYCENTREHISTORY.CW

-  URBAN AREA
-  INSTITUTIONAL
-  INDUSTRIAL
-  LANDFILL / EXTRACTION

Potential City Centre
Location At Existing
Vaughan Civic Centre
& Surroundings
(DA #6)



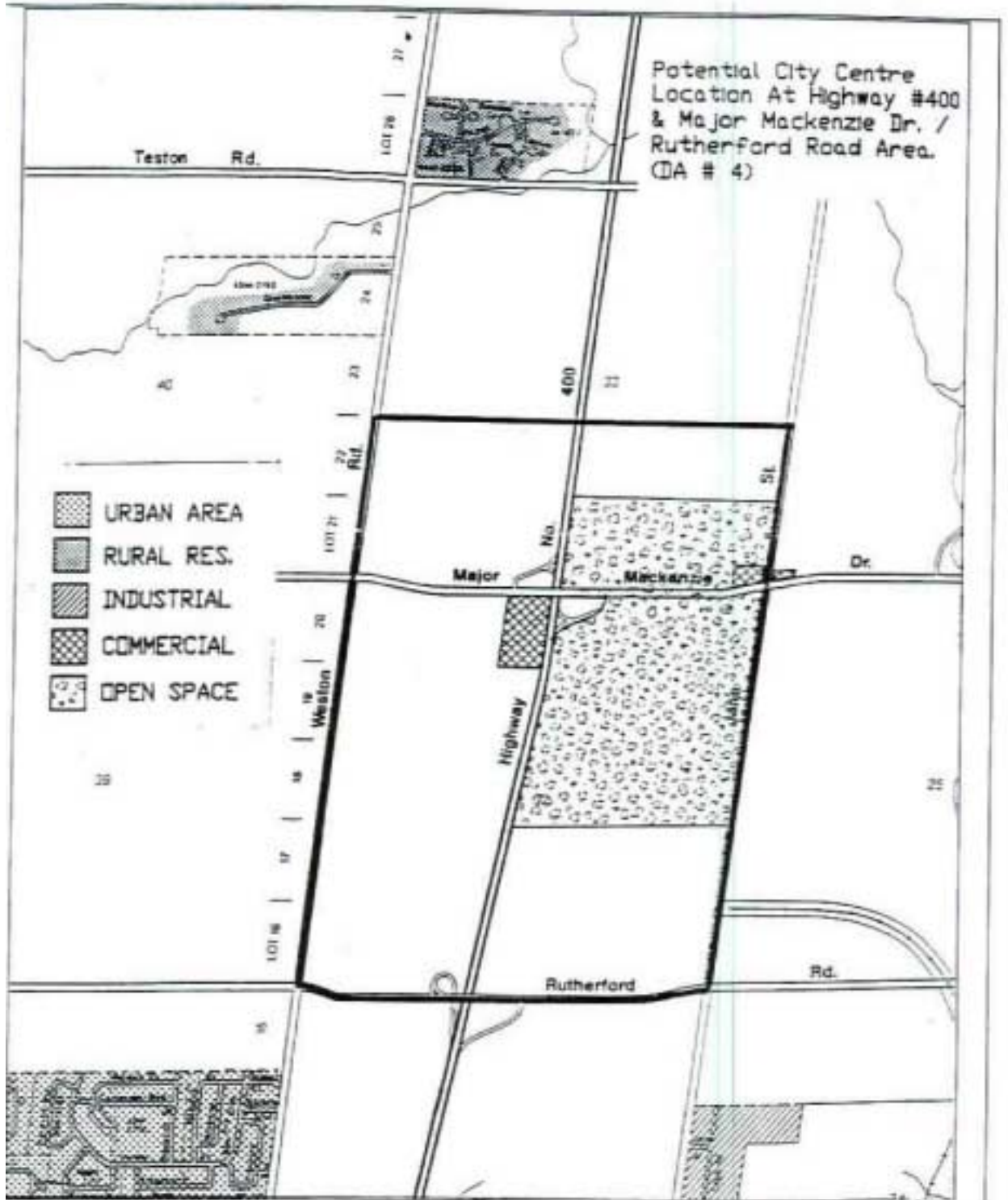
ATTACHMENT '1'

FILE #	REPORT #
	LOCATION

CITY OF VAUGHAN
PLANNING DEPARTMENT

APP/COM






DATE: 07/11/2001
SCALE: NOT TO SCALE

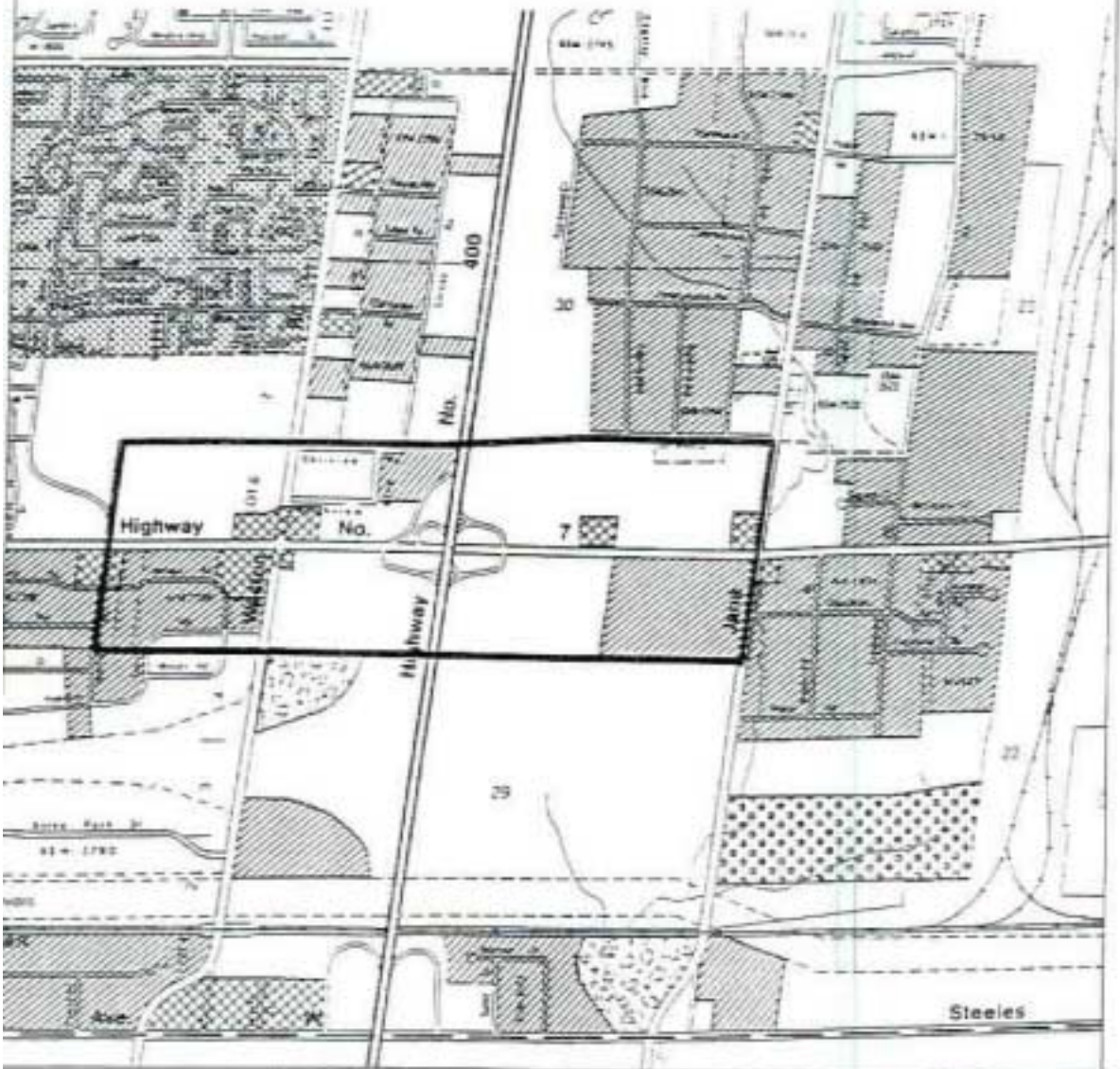


ATTACHMENT '2'

FILE #	REPORT #	DATE: 07/11/2001
LOCATION:	CITY OF VAUGHAN PLANNING DEPARTMENT	APPLICANT
		SCALE: NOT TO SCALE

Potential City Centre
Location At Highway #400
And Highways #7/407
(DA #8)

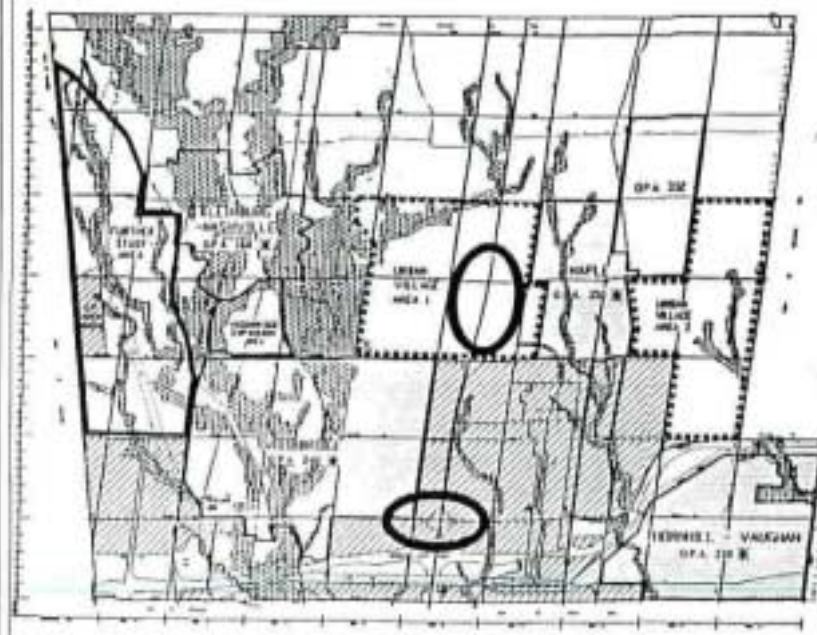
-  URBAN AREA
-  INSTITUTIONAL
-  COMMERCIAL
-  INDUSTRIAL
-  OPEN SPACE



ATTACHMENT '3'	FILE #	REPORT #		DATE: 07/11/2001
	LOCATION	CITY OF VAUGHAN PLANNING DEPARTMENT	APPLICANT:	SCALE: NOT TO SCALE

THIS IS SCHEDULE 'Y'
 TO AMENDMENT NO. 488
 ADOPTED THE 22nd DAY OF OCTOBER, 1991

L.O. JACKSON
 J.D. LEACH



LEGEND

- URBAN VILLAGE
 - CITY CENTER STUDY AREAS
 - COMMUNITY PLAN AREAS
 - INDUSTRIAL AREAS
 - WATER OPEN SPACE & VALLEY LAYS
 - FURTHER STUDY AREA
 - RURAL AREA
- WE AS AGENCIES
 SUBMITTER: CITY OF JACKSON, TENN.
- AMENDMENT NO.: 488
- REPORT NO.: 2-10-111
- APPLICANT: CITY CENTER SELECTION
- FILE NO.: 096.001.100
- LOCATION: CITY OF JACKSON

ATTACHMENT '4'

FILE #	REPORT #
	10000

CITY OF JACKSON
 PLANNING DEPARTMENT

APPROV:

DATE: 02/11/2001
 SCALE: NET TO SCALE