

**HIGHWAY 427 EMPLOYMENT AREA SECONDARY PLAN STUDY AREA
TERMS OF REFERENCE****RECOMMENDATIONS**

The Commissioner of Planning and the Commissioner of Engineering & Public Works in consultation with the Commissioner of Finance & Corporate Services and the Director of Reserves and Investments recommend:

1. THAT a Request for Proposals be prepared based upon the attached draft Terms of Reference for the Employment Secondary Plan Study Area as identified in OPA 600 consisting of two phases:
 - a. Phase 1 – Highway 427 Corridor Identification Study; and
 - b. Phase 2 – Land Use Study and Secondary Plan.
2. THAT following Council direction, the Phase 1 – Highway 427 Corridor Identification Study commence under a Request for Proposals at a cost not to exceed \$75,000, to be completed in June of 2005;
3. THAT, after Phase 1 is completed a decision of Council will be required to proceed with the Phase 2 - Land Use Study and Secondary Plan;
4. THAT following Council direction, the Phase 2 Study will commence under a second Request for Proposals at a cost not to exceed \$160,000 to be completed in the fall of 2005;
5. THAT notwithstanding Council's policies that no service category in a pre-financing position (deficit) be increased and that no commitment be more than 50% of anticipated revenues for any service category that is already in a pre-financed position, Council provide direction as to the inclusion of this study in the amount of \$235,000 (funded \$23,500 from Taxation and \$211,500 from City-Wide Development Charges – Management Studies) for consideration during the Proposed 2005 Capital Budget deliberations;
6. THAT the approved Terms of Reference be used as the basis for preparing and releasing a formal Request for Proposals for Phase 1 of the study in accordance with the requirements of the Purchasing Department.
7. THAT the attached Draft Terms of Reference recommended by staff be considered and adopted by the Committee and forwarded to Council for approval at its January 24, 2005 Meeting;
8. THAT the timeframe set previously for completion of the Phase 1 report be revised from March 31, 2005 to June 2005;
9. THAT once approved, the Terms of Reference be sent to: the Provincial Ministers of Public Infrastructure Renewal, Environment, Transportation, Municipal Affairs and Housing, and Economic Development and Trade; the Regions of York and Peel; the Cities of Brampton and Caledon; and, Canadian Pacific Railway, for their information; and
10. THAT Council direction to request landowners in the Study Area to make contributions towards the study is not necessary as these costs are growth related and will be recovered through City-Wide Development Charges.

Purpose

The purpose of this report is to present a Terms of Reference for preparing a secondary plan for the Employment Secondary Plan Study Area identified in OPA 600: the "West Vaughan Secondary Plan Study Area".

The study area is identified on Attachment 1 and includes the lands designated as urban area through Regional Official Plan Amendment (OPA) No. 19.

The attached draft Terms of Reference includes provision for a transportation study to establish a potential corridor for the Highway 427 extension, and for preparing a secondary plan for those areas subsequently identified as being free from future development.

Background/Analysis

1) Location:

The lands subject to this review are generally located between Regional Road 50 on the west, Regional Road 27 on the east, Rutherford Road on the South and Major Mackenzie Drive on the north. The study also includes the lands between Regional Road 50 on the west, the Hydro One transmission corridor on the east, Major Mackenzie Drive on the south, and Nashville Road on the north. The lands are located immediately north of the employment lands designated by OPA No. 450 as adopted by Council in 1994. Excluded from this study area are the lands known as the Canadian Pacific Intermodal Facility Lands.

2) OPA 450 Employment Land Needs study:

In June of 1998, Vaughan Council directed that staff proceed with an employment area review for the lands known as the Employment Secondary Plan Study Area. The terms of reference for the Vaughan Employment Area/OPA 450 Review included three phases that consisted of:

- (i) Determining the required employment lands (Phase 1a) and, a Highway 427 Route Selection Study in the form of an Environmental Assessment (Phase 1b)
- (ii) Allocation of the employment lands through a comprehensive secondary plan study to the necessary employment lands (Phase 2).
- (iii) Preparation of implementing Official Plan amendments.

The Phase 1a report was conducted jointly with the Region of York. It included an analysis of the City's employment lands needs and identified the extent to which the 'West Vaughan' lands to the north of the currently OPA 450 designated employment lands could accommodate those needs. Council adopted the Phase 1a) results in April of 1999. In addition to identifying the employment lands needs for the City, the report also indicated that the ultimate timing of a secondary plan for the West Vaughan employment lands will be affected by the results of the Province's Highway 427 route selection study.

3) Regional Official Plan Amendment No. 19:

On the basis of the City's Phase 1 study, the Region of York proceeded with an amendment to the York Region Official Plan changing the designation of the "West Vaughan" lands from "Agriculture Policy Area" and "Rural Policy Area" to 'Urban Area'. The resulting Regional OPA 19 (ROPA 19) was approved by the Ministry of Municipal Affairs and Housing on October 22, 2001.

4) City of Vaughan OPA No. 600:

In an effort to further protect the urban land designation in the Regional Plan for employment uses, Schedule A of the City's Official Plan Amendment No. 600 adopted by Council in September 2000 designates this area as an "Employment Secondary Plan Study Area". The lands are currently subject to the City's Rural Area General, Agricultural Area and Rural Use Area policies in OPA No. 600 until such time as a secondary plan is adopted and approved.

5) Environmental Assessment is stalled and Employment Land shortfall:

The 1998 Employment Land Needs study identified an existing employment land supply of about 3,000 acres. Using historical employment land absorption rates as well as the Regional employment forecasts of the time, the study identified an employment land supply that was approaching a 10-year supply. Now, after six more years of strong employment land absorption, the City's employment lands needs have reached a serious shortfall of only a few years. The lands designated in Regional OPA 19 and now forming the basis for this study area were designed to address this looming employment land shortfall. However the Ministry of Transportation's Environmental Assessment process for the Highway 427 corridor has been stalled for some time, and the specific route of the Highway 427 is not expected to be determined in the foreseeable future. The City needs to prepare secondary plans to address the employment land shortfall in a manner that also provides for the ultimate Highway 427 corridor.

6) Development Applications are proceeding:

In accordance with the policies of OPA 450, a Block Plan application was received for the concessions blocks to the south of Langstaff Road on the east side of Highway 50. Block 57/58 is being revised to accommodate the Highway 427 transitway facilities identified by the Ministry of Transportation. The Block Plan also reflects the interim road network identified by the Boundary Area Transportation Study (BATS) conducted jointly by the Regions of Peel and York, as well as the Cities of Brampton and Vaughan. The Block Plan has not yet been approved but has thus far included the potential to protect for the Highway 427 corridor into Brampton and Peel south of the CP Intermodal facility.

In August of 2004 the City received an application for a Secondary Plan and Block Plan for Block 64 (bounded by Langstaff, Huntington, Rutherford and Highway 50). The approval of this plan could preclude a westerly Highway 427 alignment into Brampton. Applications such as this are in response to the shortfall of designated employment land supply, and can be expected to continue in this regionally designated urban area. The City needs to be in a position of responding to the logical development of urban uses in this area; and, this is best achieved through the preparation of a Secondary Plan for the employment area. This perspective is also supported by the City of Brampton. On October 13, 2004 Brampton Council approved a recommendation to "work with the Regions of Peel and York, the City of Vaughan, the Town of Caledon, and the Ministry of Transportation to initiate a process that could allow further decision-making around land use and road network issues...while protecting technically feasible alternatives for the proposed Highway 427 extension."

7) Recent Provincial Initiatives:

With the passing of the Greenbelt Protection Act in December of 2003 the Provincial Government began to take steps towards environmental protection and growth management plans and policies in the Greater Golden Horseshoe (GGH). This was followed by the release of three Planning Reform Discussion papers including a draft Provincial Policy Statement in June of 2004, the "Places to Grow" Growth Plan for the GGH in July, and the draft Greenbelt Plan and legislation in October. By virtue of its designation as urban area in the Region's Official Plan, the Greenbelt Plan does not include this study area in "Protected Countryside" and therefore permits full urban uses. The draft Places to Grow Plan, that would override the Provincial Policy

Statement in the event of any conflict, has two policies of note regarding this study area. On the one hand, the Plan indicates the importance of providing a transportation system to support goods movement including intermodal facilities that provide key connections between rail and trucking modes and therefore that also have "ready access to major highways". On the other hand, the Places to Grow Plan also indicates that the Highway 427 extension is not an immediate priority.

Relationship to Vaughan Vision 2007

This report is consistent with the priorities previously set by Council and the necessary resources have been not been allocated and approved in the 2005 Capital Budget.

Conclusion

While the extension of the Highway 427 into areas north of the current urban boundary may not be an immediate Provincial priority, it is critical to determine a highway corridor that could serve areas already designated urban and critical major employment uses like the CP Intermodal facility.

This study will first determine the transportation corridor requirements for a highway extension that would serve the intermodal facility, and then to produce a supporting land use structure through a secondary plan that would allow development of the employment area to proceed. Accordingly, on October 25, 2004 Vaughan Council adopted a resolution to conduct this secondary plan land use study.

Completion of a secondary plan for the West Vaughan employment lands is critical to addressing the shortfall of employment lands in Vaughan. If the Committee concurs, the recommendation in this report should be adopted and forwarded to Council for consideration at its December 6, 2004 Meeting.

Should Council direct, we will proceed undertaking this study in 2 phases as follows:

- i) Phase 1- Highway Corridor identification; Phase 2 - land use secondary plan. Each Phase would be carried out under separate Request for Proposal (RFP).
- ii) Phase 1 work will be carried out for a cost not to exceed \$75,000.00 and the \$75,000 funding requirement should be added to the 2005 Proposed Capital Budget and be considered during the 2005 Capital Budget deliberations with \$8,000 funded from Taxation and \$67,000 funded City-Wide Management Studies Development Charges. This account is currently in a pre-financing position (deficit) and Council endorsed guidelines provide "that no service category pre-financing be increased and that no commitment more than 50% of anticipated revenues for any service category that is already in a pre-financed position." It is estimated that 2005 Revenues will be approximately \$250,000;
- iii) Phase 2 work will be carried out for a cost not to exceed \$160,000.00 and the \$160,000 funding requirement should be added to the Proposed 2005 Capital Budget and be considered during the 2005 Capital Budget deliberations with \$16,000 funded from Taxation and \$144,000 funded from City-Wide Management Studies Development Charges. This account is currently in a pre-financing position (deficit) and Council endorsed guidelines provide "that no service category pre-financing be increased and that no commitment more than 50% of anticipated revenues for any service category that is already in a pre-financed position." It is estimated that 2005 Revenues will be approximately \$250,000;
- iv) The total study budget of both phases will not exceed a cost of \$235, 000.00;

- v) Following this process and Council's approval of the consultant, work will commence in early 2005 on Phase 1; and Phase 2 will commence after June 2005 upon further direction of Council;
- vi) The entire study is expected to be completed in the fall 2005.

Report prepared by:

Rob Gibson, Senior Policy/Urban Design Planner, ext. 8409
Wayne McEachern, Manager, Planning Policy and Urban Design, ext. 8026

Attachments:

1. Location Map – Study Area
2. Draft Terms of Reference

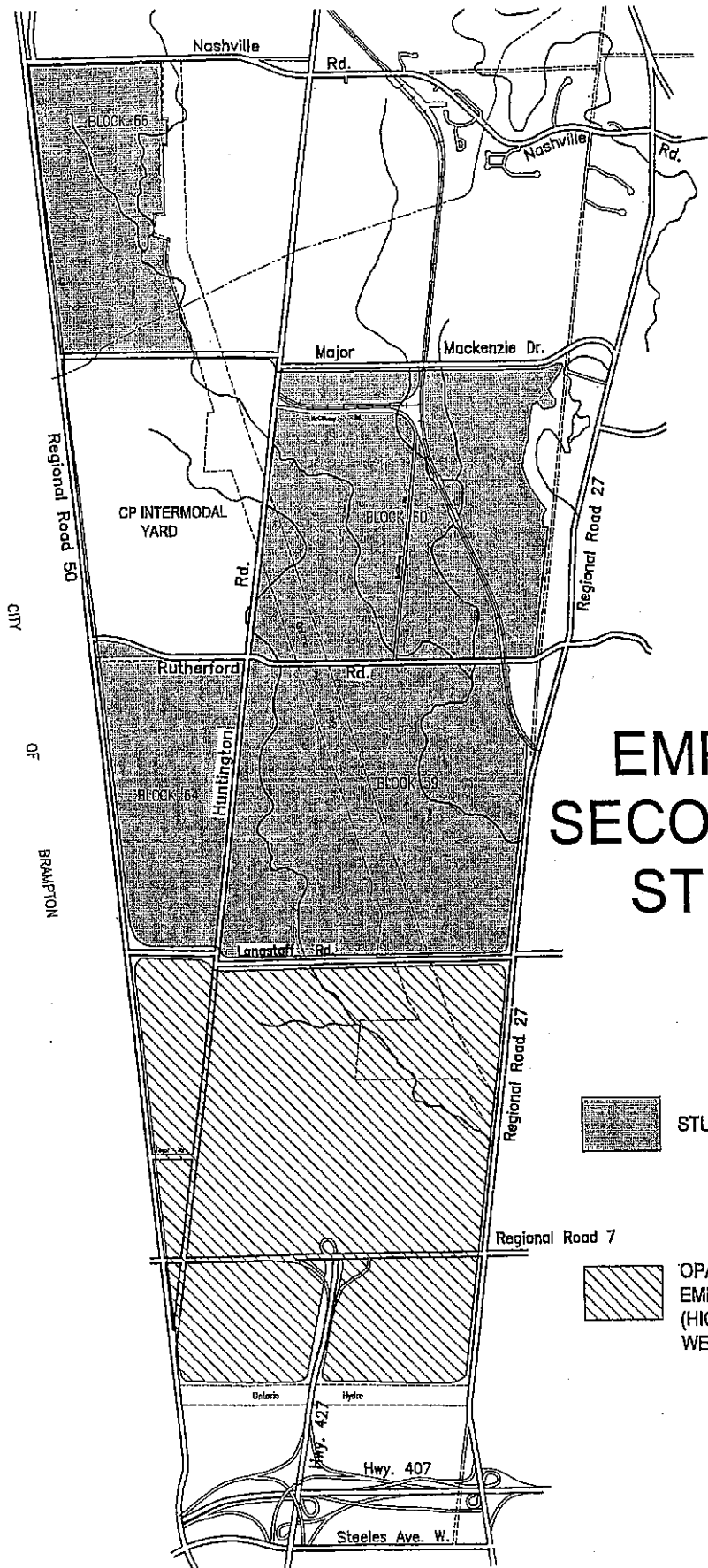
Respectfully submitted,

JOHN ZIPAY
Commissioner of Planning



WILLIAM E. ROBINSON
Commissioner of Engineering &
Public Works

DIANA BIRCHALL
Director of Policy Planning/Urban Design

/LG



EMPLOYMENT SECONDARY PLAN STUDY AREA

-  STUDY AREA
-  OPA No. 450
EMPLOYMENT AREA
(HIGHWAY 427 EAST &
WEST EMPLOYMENT AREAS)

Location Map

Part Lots 1-25,
Concession 9



Planning Department

Attachment

1

Not to Scale

ATTACHMENT "2"

EMPLOYMENT SECONDARY PLAN STUDY AREA DRAFT TERMS OF REFERENCE

1) BACKGROUND/CONTEXT

a. Location:

The lands subject to this review are generally located between Regional Road 50 on the west, Regional Road 27 on the east, Rutherford Road on the South and Major Mackenzie Drive on the north. The study also includes the lands between Regional Road 50 on the west, the Hydro One transmission corridor on the east, Major Mackenzie Drive on the south, and Nashville Road on the north. The lands are located immediately north of the employment lands designated by OPA No. 450 as adopted by Council in 1994. Excluded from this study area are the lands known as the Canadian Pacific Intermodal Facility Lands.

b. OPA 450 Employment Land Needs study:

In June of 1998, Vaughan Council directed that staff proceed with an employment area review known as the "Vaughan Employment Area (OPA 450) Review". The terms of reference for the review included three phases that consisted of:

- Determining the required employment lands (Phase 1a) and, a Highway 427 Route Selection Study in the form of an Environmental Assessment (Phase 1b)
- Allocation of the employment lands through a comprehensive secondary plan study to the necessary employment lands (Phase 2).
- Preparation of implementing Official Plan amendments.

The Phase 1a report was conducted jointly with the Region of York. It included an analysis of the City's employment lands needs and identified the extent to which the 'west Vaughan' lands to the north of the currently OPA 450 designated employment lands could accommodate those needs. Council adopted the Phase 1a) results in April of 1999. In addition to identifying the employment lands needs for the City, the report also indicated that the ultimate timing of a secondary plan for the "west Vaughan" employment lands will be affected by the results of the Province's Highway 427 route selection study.

c. Regional Official Plan Amendment No. 19:

On the basis of the City's Phase 1 study, the Region of York proceeded with an amendment to the York Region Official Plan changing the designation of the west Vaughan lands from "Agriculture Policy Area" and "Rural Policy Area" to 'Urban Area'. The resulting Regional OPA Number 19 was approved by the Minister of Municipal Affairs and Housing on October 22, 2001.

d. City of Vaughan OPA No. 600:

In an effort to further protect the urban land designation in the Regional Plan for employment uses, the City's Official Plan Amendment No. 600 adopted by Council in September 2000 designates this area as an "Employment Secondary Plan Study Area". As noted above, the lands are currently subject to the City's Rural Area General, Agricultural Area and Rural Use Area policies in OPA No. 600 (approved by York Region on June 29, 2001) until such time as a secondary plan is adopted and approved.

e. Environmental Assessment is Stalled and Employment Land shortfall:

The 1998 Employment Land Needs study identified an existing employment land supply of about 3,000 acres. Using historical employment land absorption rates as well as the Regional employment forecasts of the time, the study identified an employment land supply that was approaching a 10-year supply. Currently, after six more years of strong employment land absorption, the City's employment lands needs have reached a serious shortfall of only a few years. The lands designated in Regional OPA 19 and now forming the basis for this study area were designed to address this looming employment land shortfall. However the Ministry of Transportation's Environmental Assessment process for the Highway 427 corridor has been stalled for some time, and the specific route of the Highway 427 is not expected to be determined in the foreseeable future. The City needs to prepare secondary plans to address the employment land shortfall in a manner that also provides for the ultimate Highway 427 corridor.

f. Development Applications are proceeding:

In accordance with the policies of OPA 450, a Block Plan application was received for the concessions blocks to the south of Langstaff Road on the east side of Highway 50. Block 57/58 is being revised to accommodate the Highway 427 transitway facilities identified by the Ministry of Transportation. The Block Plan also reflects the interim road network identified by the Boundary Area Transportation Study (BATS) conducted jointly by the Regions of Peel and York, as well as the Cities of Brampton and Vaughan. The Block Plan has not yet been approved but has thus far included the potential to protect for the Highway 427 corridor into Brampton and Peel south of the CP Intermodal facility.

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land use and road network issues...while protecting technically feasible alternatives for the proposed Highway 427 extension.”

g. Recent Provincial Initiatives:

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h. Summary:

While the extension of the Highway 427 into areas north of the current urban boundary may not be an immediate Provincial priority, it is critical to determine a highway corridor that could serve an already urban designated areas and critical major employment uses like the CP Intermodal facility. This study is to first determine the transportation requirements required for a highway extension that would serve the intermodal facility, and then to produce a supporting land use structure through a secondary plan that would allow development of the employment area to proceed.

2.0 PURPOSE

The purpose of this study is twofold:

- a. To determine the location, width and alignment of a potential corridor suitable to accommodate a future Highway 427 corridor extension and transitway through the study area; and,
- b. To determine appropriate employment uses and produce the required secondary plan, zoning by-law, and urban design guidelines for the development of the study area outside of this potential future highway corridor.

3.0 GOALS

There are two main goals for this study:

- a. To provide for an acceptable degree of predictability and confidence for a right of way suitable for the construction of a possible future extended Highway 427 while permitting the development of the balance of the study area in employment uses; and,
- b. To review and assess all employment land uses suitable to the study area within the context of current planning policies to determine the appropriate secondary plan policies zoning regulations and urban design guidelines to establish this area for employment uses.

4.0 OBJECTIVES

The Objectives of this study are to achieve the above Purpose and Goals through a study to be carried out in the following two phases:

a. Phase 1 – Identification of a Potential Future Highway 427 Corridor

The Objectives of the Phase 1 Study are:

- To identify a City-preferred corridor suitable to accommodate a potential future north-south 400-series highway and transitway alignment to remain free of future development.
- To ensure the corridor size is adequate for highway and transitway functions and potential future highway interchanges.
- To consult with stakeholders, including the private sector and the Provincial Government
- To identify a corridor in consideration of:
 - A preliminary review of environmental features (not to be considered as meeting the requirements of an Environmental Assessment under the Environmental Assessment Act)
 - Location of existing employment areas
 - Existing development applications
 - Existing land use designations surrounding the study area and the relationship of a corridor to other public lands and land uses.

b. Phase 2 – Land Use Study, Secondary Plan, Zoning By-law and Urban Design Guidelines

The Objectives of the Phase 2 Study are:

- To identify sensitive environmental features including valley and stream corridors.
- To identify the major servicing systems and strategy for the employment lands.

- To produce a block lot concept and supporting local and regional road public connections options in consideration of the potential highway 427 corridor identified in Phase 1.
- To determine the location and scale of appropriate employment area land uses such as including Prestige Areas and Employment Area General uses as identified in OPA 450.
- To prepare a Secondary Plan that will form an amendment to the City's employment area official plan – OPA 450.
- To prepare an accompanying zoning by-law and urban design guideline.
- To hold community meetings with the Local (Ward 1) Councillor, key stakeholders, ratepayers, residents and City Staff, as appropriate.

5.0 CONSULTING RESOURCES

Consultants are encouraged to submit proposals for each of Phase 1 and Phase 2 of the project. Consultants may submit proposals individually or as a team and for either Phase of the project. The City will reserve the ability to retain consultants separately for each Phase of the entire study.

- a. The Phase 1-Highway 427 Corridor Identification component of the project will require skills in the following:
 - highway and interchange design standards/geometrics
 - highway corridor route selection
 - transitway corridor and requirements
 - local overpass requirements
 - land use planning
 - urban design
 - environmental review
 - stakeholder consultation, including the private sector and the Provincial Government

- b. The Phase 2-Land Use Study and Secondary Plan component of the project will require skills in the following:
 - land use planning and policy development
 - urban design
 - transportation planning and engineering
 - stakeholder consultation, including the private sector and the Provincial Government
 - environmental Planning and design
 - land and development economics, in particular for employment land uses
 - other skills as may be justified by the consultants proposal

6.0 CONTENT OF PROPOSALS

The consultant will be recommended to Council on the basis of formal evaluation of their written Proposal and, interview(s) held by City Staff.

Following the release of the Request for Proposals, staff will schedule one Proponents Information Meeting briefing session in advance of the submission deadline to discuss the Terms of Reference with all interested consultants.

The written proposals shall contain the following information:

- members of the consulting team and their qualifications
- a description of their proposed approach and understanding of the project
- three examples or of similar or related projects undertaken by the consultant
- a comprehensive workplan describing how the work is to be carried out, including a timeline chart indicating all tasks, milestones, meetings and key dates which fulfill this Terms of Reference
- an upset cost for completing the project, which includes a breakdown of the hourly rates of each of the participants, and the anticipated hourly commitment of each by task
- allocation of working time and resources to each phase of the review based on the draft workplan
- a list of no more than three client references in respect of similar work

Five bound copies of the Proposal in an 8 ½ "x 11" format shall be submitted. The maximum length of each proposal for Phase 1 and Phase 2 shall be 10 pages exclusive of resumes, references and documentation related to experience.

7.0 WORKPLAN

The Work Plan will be finalized at an initial meeting with City Staff when minor adjustments to the Work Program will be discussed with the City. Commencement of this project will be subject to arriving at a mutually acceptable work program at this meeting.

8.0 CONFLICT OF INTEREST

In the proposal the consultant shall indicate the type and number of projects it is currently undertaking which may conflict with the conduct of this study. If the City is of the opinion that a conflict exists, then the consultant, at the sole discretion of the City, will be disqualified from the competition. This matter may be discussed with City Staff prior to the submission of the Proposal.

9.0 DELIVERABLES

- a. Phase 1 – Identification of Potential Future Highway Corridor: Consultant to provide a Phase 1 report to a future Committee of the Whole meeting identifying the potential corridor alignment for a future extension to Highway 427.

- c. Phase 2 – Land Use Study – Secondary Plan, Zoning By-law and Urban Design Guidelines: Upon completion of Phase 1, should Council direct the undertaking of Phase 2, the successful Phase 2 Consultant will provide a report to a future Committee of the Whole meeting with recommendations pursuant to the Planning Act. Deliverables are to include:
- i. an OPA,
 - ii. an implementing zoning by-law; and,
 - iii. urban design guidelines.

Reports provided at the end of Phase 1 and Phase 2 shall be provided on the following basis:

- 15 stapled or bound copies;
- 1 print ready copy
- 1 electronic version in a format compatible to the City of Vaughan

10.0 TIMING

- The study will commence immediately following direction from Council.
- Phase 1 is expected to be complete by summer 2005.
- Providing Council so directs staff, the Phase 2 study will commence upon completion of Phase 1 and is expected to be completed by the end of 2005; and,
- Following completion of the Phase 2 study, the Consultant will bring a report to a future Committee of the Whole outlining the results of the land use study, and including recommendations pursuant to the Planning Act to address development in the Area.

11.0 PROJECT MANAGER

The Project will be carried out under the supervision of a Project Manager in the City of Vaughan Policy Planning and Urban Design Department. The Project Manager will be responsible for:

- day-to-day administration of the study;
- the reporting relationship to Council and Committees of Council;
- obtaining approvals for the time, location, format and date of any public presentations related to the study, in consultation with the consultant;
- the provision of City-owned data, necessary to the conduct of the study;
- monitoring the consultant's work for conformity with the terms of reference
- receipt and processing of invoices.

12.0 SUPPORTING INFORMATION

A package of background information will be made available for review at the City of Vaughan Community Planning Department. It is recommended that these documents be reviewed prior to the preparation of the proposal:

- Highway 427 Northerly Extension – Corridor Study Area Limits Review – From Highway 7 to Langstaff Road
- York / Peel Boundary Area Transportation (BATS) Study
- Region of York Transportation Master Plan
- Region of York Official Plan and Amendment Number 19
- OPA 450 – Employment Area Growth Management Plan
- OPA 600 - Growth Management Plan
- OPA 601 – Kleinburg Nashville Community Plan
- City of Vaughan Employment Area (OPA 450) Review - Phase 1 Update on Employment Land Needs 1999
- Zoning By-law 1-88

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