

COMMITTEE OF THE WHOLE (WORKING SESSION) – JANUARY 30, 2007

THE VAUGHAN CONSOLIDATED GROWTH MANAGEMENT STRATEGY – 2031 WORK PLAN APPROVAL AND DIRECTION TO PROCEED

Recommendation

The City Manager and the Senior Management Team recommend that:

1. The Work Plan and Timeline forming Attachment No. 2 to this report BE APPROVED and that City Staff be directed to proceed with the preparation of the Vaughan Consolidated Growth Management Strategy – 2031;
2. In recognition that there will be a number of studies required to complete the Growth Management Strategy, Staff are to report back to Council with respect to a public and stakeholder consultation strategy, as discussed in paragraph i), "Public and Stakeholder Engagement".

Economic Impact

Adoption of this report will entail expenditures to cover the costs of the required growth management studies. The studies will have to be accounted for in the 2007 and subsequent budgets and be approved by Council. Staff will be identifying priority projects and will include them for consideration in the 2007 Budget approval process.

Purpose

To obtain direction to proceed with the Vaughan Consolidated Growth Management Strategy – 2031 in accordance with the work plan and timeline set out in this report.

Background and Options

a) **Background**

Previous Council Action

On June 26, 2006 Council adopted the following recommendation of Committee of the Whole (Working Session) from June 13, 2006:

1. Staff begin the background work necessary to support the initiation of the Vaughan Growth Management Strategy – 2031 in 2007 as described in this report;
2. Such work be coordinated with the preparation of the City's updated Strategic Plan, *Vaughan Vision 2020*;
3. Staff work with and provide input to the Region of York as it conducts its Growth Management Plan Review;
4. Staff report back to Council in January 2007 with an update on the work of the Region of York and a detailed work plan and time line for proceeding with the Vaughan Consolidated Growth Management Strategy;

5. The Senior Management Team, where appropriate, work with the Environmental Task Force on the development of an environmental strategic plan, including a definition of sustainability for the City, with accompanying objectives, policies and standards to guide the preparation of the growth management strategy and the evolution of City operations and that the recommended strategy be submitted to Council in the first quarter of 2007.

Later, on September 18, 2006 Committee of the Whole approved a report from the Chair of the Environmental Task Force on how to proceed with the development of an Environmental Master Plan. The report recommended as follows:

1. That Council pass a resolution to develop a corporate-wide Environmental Master Plan (EMP) as part of the Consolidated Growth Management Strategy – 2031;
2. That Staff be directed to develop Terms of Reference for the Environmental Master Plan;
3. That Staff report back to the Senior Management Team, the Environmental Task Force and Council with the draft Terms of Reference developed on timelines to be in concert with the Consolidated Growth Management Strategy; and
4. That following Council direction, a Request for Proposal be prepared based on the approved Terms of Reference.

The recommendations were ratified by Council on September 25, 2006. A draft Terms of Reference for the Environmental Master Plan has been prepared. A report seeking approval to proceed with the preparation of a proposal call for consulting services will be submitted for the consideration of the Environmental Task Force, prior to proceeding to Committee of the Whole and Council for final approval. This process would be expected to take place in February of 2007.

Staff has conducted the background work required by the Council direction of June 26, 2006 to support the initiation of the Vaughan Consolidated Growth Management Strategy – 2031. This report will provide Council with an update on the status of the Region of York's Growth Plan Review and will recommend a work plan and timeline for the preparation of the strategy.

b) Purpose of the Vaughan Consolidated Growth Management Strategy -2031

In early 2005 the Ministry of Public Infrastructure Renewal (MPIR) issued new population and employment projections for the Regional Municipalities in the Greater Golden Horseshoe to the year 2031 as part of the *Places to Grow – Growth Plan for the Greater Golden Horseshoe* (Final plan issued in 2006, coming into effect on June 16, 2006). The new estimates predict that York Region's population will rise to 1,500,000 and the number of jobs will increase to 780,000. Previous projections to 2026 set York's population at 1,280,000 with 696,000 jobs.

The Region of York is reviewing its current Growth Management Plan. As part of this exercise it will be preparing detailed population and employment allocations for the local municipalities based on the provincial figures. Given past trends, it can be expected that a substantial portion of the population and employment growth will be assigned to the City of Vaughan.

The preferred growth scenario, as approved by Regional Council, will be the basis for a Regional Official Plan amendment. Even a moderate allocation of population and

employment growth could take Vaughan to full build-out by 2031 or earlier, especially recognizing that some potentially developable land is permanently protected by provincial regulation (e.g. the Greenbelt Plan, Oak Ridges Moraine Conservation Plan). This Regional amendment will be one of the fundamental instruments shaping the future of the City of Vaughan.

The policies of the new Regional Official Plan will need to be taken into account in the Vaughan Official Plan. Coincidentally, the Vaughan Official Plan is due for its five-year review, making it an opportune time to proceed. Vaughan's new Official Plan will serve as one of the underpinnings of the Growth Management strategy, providing the physical vision of the City of the future. The Planning Department will be seeking direction to proceed with the Official Plan Review in the near future.

This will be a watershed in the city's evolution as a major urban municipality in the Greater Toronto Area. After three decades of rapid and sustained growth, full urbanization is a distinct possibility. Moving toward build-out presents a number of major challenges and there are a number of new and emerging issues that the city will have to address over the next 25-years. The following are considered amongst the most significant:

- **An increasingly complex regulatory climate including:**
 - The Places to Grow Plan, The Greenbelt Plan, The Oak Ridges Moraine Conservation Plan, Mandated Land Use Intensification;
 - Bill 175 – Sustainable Water and Wastewater Systems;
 - Bill 124 and other legislation that may emerge, dealing with user fees and cost recovery.
- **Gridlock and major investments in new transportation infrastructure:**
 - Environmental Assessments (Highway 427 extension, The GTA West Economic Corridor and various initiatives by the Region of York)
 - An increased emphasis on public transit including the Spadina Subway Extension, the implementation of the Viva Bus Rapid Transit system on Yonge St. and Highway 7 and the Highway 407 Transitway.
- **Financial health of the municipality:**
 - Anticipating the economic and fiscal impacts of the end of "Greenfield" development;
 - Strategy for long-term financial stability;
 - Strategy for the City to provide value for the property tax dollar;
 - Promote growth paying for growth.
- **The Provision and Renewal of Infrastructure and Services:**
 - Providing for sufficient reserves to ensure that the renewal of capital infrastructure (e.g. roads, in-ground services, recreational facilities) can take place in a regular and well-planned manner;
 - Ensuring the provision of services that are appropriate to the municipal sphere and at a level that is sustainable and commensurate with available revenue and the needs of the community;
 - Ensuring that long term planning for new capital facilities takes place and to identify the facilities that will be needed to address future needs.
- **Planning for Sustainable Growth:**
 - Changing demographics including a growing and aging population;
 - Ensuring that the city continues to attract high quality, enduring businesses that will be part of the city's economic/employment structure for the long-term, in order to avoid the potential for blight in the critical tax revenue and job generating employment areas;
 - Ensuring that the city's residential communities include a mix of densities and housing types that will provide the workforce that will support the city's economic base;

- As a municipality, maintaining the ability to attract and retain highly qualified employees;
- Addressing the consequences of the continuing shift away from a manufacturing to a service economy.
- **The Environment and Sustainability:**
 - An increasing emphasis on environmental sustainability and conservation in all aspects of development and municipal operation;
 - Ensuring that the natural and built environments are of the highest quality not only for their own intrinsic value as broader community/environmental assets, but also for the competitive advantage they bestow on the municipality; and
- **Communications Strategy:**
 - Ensuring that Vaughan's voice is heard at the senior levels of government, be they regional, provincial or federal, and that an effective two-way dialogue between the municipality and its constituents is maintained.

The Consolidated Growth Management Strategy – 2031 will be the means by which the City manages growth and change over the next 25-years. It will play a major role in implementing the City's vision, which is to create a model community in which to live, work and play through a dedication to service excellence. The objective is to strengthen the City's position as the business and residential destination of choice in the Greater Toronto Area both in the present and for succeeding generations.

c) Status Update: York Region's Growth Management and Official Plan Review

Background

On October 21, 2004, Regional Council adopted a Growth Management Review Work Plan, which would form the basis for an updating of its Growth Management Strategy and Official Plan. The work plan calls for the preparation of a number of individual technical studies, which would determine the amount of growth the Region will need to accommodate to 2031 and how and where the growth will occur.

These studies include: An update of the population and employment forecasts to 2031 for each of the nine local municipalities; an inventory of vacant residential and employment lands; an identification of intensification opportunities to determine the impact of the Province's 40% target for 2015; a land budget to determine the amount of land that will be required by the projected growth; and a fiscal impact study to assess the costs of infrastructure and services required by the projected growth.

The findings of these studies will form the basis for the review of the Official Plan and, in turn drive the need to update its servicing/financial master plans to ensure that the infrastructure, systems and financing are in place to serve the new growth. The refined Regional Growth Management Strategy will be composed of an:

- Amended Regional Official Plan.
- Updated Transportation Master Plan;
- Updated Water and Wastewater Master Plans;
- Updated Human Services Strategy; and
- Updated Fiscal Impact Study.

Phasing

The Region has adopted a three phase plan for the completion of the Growth Management Strategy and Official Plan Update. It will be implemented over the next three years and the process is shown schematically on Attachment 1.

Phase 1 (2006) – Information Sharing and Identification and Discussion of Issues

- Completion of the supporting technical studies with reports to Regional Council, throughout 2006;
- A Public Information and Engagement Program, starting with the Sustainable Development Symposium (February through July);
- Final Report on the Phase 1 Public Feedback to Regional Council in September of 2006;
- Development of future Growth Scenarios by Regional Staff, based on the public feedback, the technical reports and the Provincial Policy context during the fall of 2006.

Phase 2 (January – September 2007) – Choices for the Future and Identifying Options

- Public consultation on growth scenarios will take place during late March to June of 2007, through Public Forums and Town Hall meetings;
- Regional Staff will evaluate the options on the basis of the “triple bottom-line” principles of sustainability, being economic development, social equity and environmental value;
- Regional Staff will report back to Council in the fall of 2007 with a recommendation on the preferred growth scenario on the basis of the public input and the technical analysis of the alternatives.

Phase 3 (September 2007 – June 2008) – Growth Strategy and Regional Official Plan Amendment

- Preparation of updated master plans and an official plan amendment(s) to implement the revised urban structure, population and employment projections, community planning policies, servicing and transportation strategies, human services and environmental policies;
- The official plan amendments will then proceed under the processes prescribed by the *Planning Act*;

Current Status of Regional Studies

Planning for Tomorrow: The Official Plan Review

Regional Staff are currently developing alternative official plan growth scenarios in response to the requirements of *Places to Grow*. One of the main principles of *Places to Grow* is that by 2015 and for each year thereafter, a minimum of 40% of all residential growth occurring annually within each upper tier municipality will be within the built-up area.

Establishing the built-up area is therefore critical to the allocation of future growth. The *Places to Grow* plan did not provide specific rules for defining the built-up area. In recognition of the need to resolve this issue the Ministry of Public Infrastructure Renewal (MPIR) issued a Technical Paper in November 2006 proposing a methodology for identifying the built-up area boundary. The primary determinant of the

boundary will be the effective date of the plan, which is June 16, 2006. All built-up areas as of that date will be included. However, further criteria are needed to establish regular edges and take into account irregularities, such as large vacant areas surrounded by existing development.

The MPIR has requested comments on the proposed methodology by January 19, 2007. In response, a report by Regional Planning was prepared for the January 10, 2007 Planning and Economic Development Committee meeting.

The Region will be consulting with the local municipalities in the final delineation of the boundaries. This work is expected to continue throughout February. Regional Staff will continue to work on developing the residential and employment growth forecasts to 2031. Once the built-up area boundary is established, it will be melded with the forecasts to allocate the 40% intensification growth target by local municipality.

City Staff will be closely monitoring this process to ensure that the interests of the Vaughan have been addressed.

Transportation Master Plan Update

On March 23, 2006 Regional Council authorized the retention of consultants to prepare an update to the 2002 Transportation Master Plan. The purpose of the study is to ensure that the future transportation network can support the projected growth in population/employment identified in the *Places to Grow* plan in the context of other Provincial policies, such as the *Greenbelt Act*.

The objective of the Transportation Master Plan is to: Contribute to the selection of a preferred Regional growth scenario; update short and longer term plans for roads and transit; determine the need for additional land use/transportation strategies to support the preferred Regional growth scenario; develop supporting sustainability policies and programs; determine Regional funding needs and DC requirements; establish the role of senior levels of government in the funding of transportation; and define a five-year action plan designed to manage congestion, accelerate the shift to transit and reduce single occupancy vehicle trips. The study will be conducted under the Municipal Class Environmental Assessment master planning process.

The Notice of Study Commencement was published on August 13, 2006 and the first Public Consultation Centres were held during the week of November 20, 2006 (in conjunction with the Water & Wastewater Master Plan Update). The completion of the study is scheduled for mid-2008. Background reports are now being prepared. The testing of the various growth scenarios will take place into the first quarter of 2007 and the preferred alternative will be then assessed in detail in mid-2007. The network plans and funding will then be finalized and the DC by-law updated.

Water & Wastewater Master Plan Update

On June 22, 2006 Regional Council approved the retention of a consulting team to undertake the Water & Wastewater Master Plan Update. The purpose of this study is to update the Region's water and wastewater conveyance systems and treatment capacity, including facilities in the City of Toronto and Peel and Durham Regions, in order to accommodate projected growth. The study will also recommend: A preferred alternative to meet the identified needs; required policies and standards; and a phasing plan. The results of the study will assist in the updating of the Region's DC By-law and in the analysis of potential land use alternatives. It will be conducted under the Municipal Class Environmental Assessment master planning process.

The Notice of Study Commencement was published on November 9, 2006 and the first Public Consultation Centres were held during the week of November 20, 2006. Although the Transportation Master Plan study had an earlier start, the Water & Wastewater Master Plan update is still being scheduled for completion in mid-2008. The following steps are planned:

- December 2006 – March 2007: Assess the impacts of the planning forecasts on the servicing systems;
- April 2007: Public Consultation Centre 2 - Presentation of the assessment of the forecasts on the systems;
- May – August 2007: Evaluation of servicing alternatives;
- September 2007: Presentation of results of the evaluation of the servicing alternatives and the recommended solutions;
- October 2007 – May 2008: Consideration of stakeholder comments, review of servicing evaluation and the development of phasing plans;
- June 2008: Notice of Completion.

Fiscal Master Plan

The Fiscal Master Plan will be used to evaluate various growth management alternatives by the Region of York. The study has not commenced. Regional Staff is in the process of finalizing terms of reference for the study. A report to Regional Council is anticipated in the near future to obtain approval for the terms of reference and to obtain direction to issue a Request for Proposal to obtain the required consulting services.

d) Implications for the City of Vaughan

The results of the Region's work will form part of the information base necessary for the City's growth management exercise. Of particular importance will be the population, employment and intensification targets that will ultimately be incorporated into the Regional Official Plan. They will play a major role in shaping the City's development and servicing policies and the resulting form and character of the municipality. The Region's processes will need to be continually monitored and comment provided from the City's perspective as required.

Similarly, the City's Master Planning studies will have to mesh with the Region's Master Plans, particularly in the areas of transportation, water and wastewater. In addition, the City will need to have regard for the Region's approach to the preservation of the natural environment and to sustainability to ensure that the respective policies are mutually supportive.

The Region's processes may also affect the timing of the City's growth management studies as this information will be required inputs into the City's policy development program. Much of the Region's work is already well underway. However, definitive data or policies in certain areas may take longer to establish, which could delay the City. Initially, the City will be able to proceed with the necessary background studies and work with the Region to secure the timely delivery of any required information.

e) Components of the City of Vaughan Consolidated Growth Management Strategy – 2031

At the end of the upcoming planning cycle (2007 – 2011) it is the objective to have in place a growth management strategy composed of four major elements: **Vaughan Vision 2020** – the Corporate Strategic Plan; the **Environmental Master Plan** – the City's Sustainability Plan; the new **Official Plan** – the City's land use and development

plan under the *Planning Act*; and a number of **Master Plans** – supporting growth and transition across various municipal mandates.

The components of the strategy will be developed within the same time frame. They will not be prepared in isolation but will be part of a process where each will serve to inform and support the other. This will provide a more complete road map to the city's future in a way that will incorporate vision, implementation and feedback. The role of each is summarized below: (See Attachment 1)

Vaughan Vision 2020:

- The City's updated strategic plan;
- Will provide higher level guidance outlining the corporation's strategic goals;
- Will include strategic initiatives like the growth management strategy, which will be aligned to the organizational strategic goals;
- The strategic initiatives will be implemented as part of the departmental business plans, which outline the annual departmental strategic objectives.

The Environmental Master Plan:

- Provides an overall environmental ethic for the City;
- Will contain overriding environmental policies and guidelines to be applied in the development of the various departmental plans and master plans;
- Fulfills the requirement for an Integrated Community Sustainability Plan required by the Federal Gas Tax Transfer Agreement;

The Official Plan:

- Represents the new Official Plan under the *Planning Act*, which will regulate land use and development;
- Will contain goals, objectives and policies to manage and direct physical change and the effects on the social, economic and natural environments;
- Must be in conformity with the Regional Official Plan and Provincial Plans (e.g. Places to Grow");
- Will provide guidance as to how the City develops to 2031, subject to statutory five year reviews.

The Master Plans:

- Provide major municipal functions with a vision and plan for the delivery of services and infrastructure (e.g. transportation, water and sewers, parks and recreation);
- Inform the preparation of the official plan and other master plans as necessary and ultimately assist in the implementation of the official plan;
- Support planned growth for a timeframe appropriate to that service;
- Will be prepared when appropriate as determined by need and information availability.

The Growth Management Strategy will be made up of these distinct elements. However, their structure and content will be driven by consultation, interaction and information sharing, thereby ensuring a comprehensive plan for the future. The outcome will integrate the concepts of social, environmental and economic sustainability into community planning, operations, administration and finance.

Each will be freestanding documents. However, upon completion, Staff will assess the opportunities for preparing a growth management summary document. The overview would provide the public and the business community with a clear understanding of the resulting growth management strategy in a concise, user-friendly package. This would clearly express Council's vision for the future and how it is to be achieved.

f) Work Plan for Proceeding with the Vaughan Consolidated Growth Management Strategy – 2031

Vaughan Vision 2020

The revision to Vaughan Vision 2007 will take place throughout the year 2007 and will encompass many different components of the strategic planning process. These include: The involvement of the public and staff in providing input on the progress in achieving the Vaughan Vision goals and objectives, what the focus should be in the new vision and the priority issues which should be part of the new Vaughan Vision 2020; a Council/Senior Management strategic workshop to prepare a draft Vaughan Vision 2020; public and staff focus groups to provide comment on the draft document; and the publication of a City strategic plan document in the fall of 2007.

The projected timelines for involvement of the public are February/March 2007 with staff input having been gathered in the fall 2006. The Council/Senior Management Strategic Workshop is scheduled for March/April 2007 to be followed by public and staff focus groups and public meetings during May-September 2007. Publication of the Vaughan Vision 2020 strategic plan is projected for November 2007.

Start Date: November 2006

Completion: November 2007

Budget Status: Approval required as part of the 2007 Operating Budget. A budget of \$15,000 for design and publication costs of strategic plan document will be included. Costs for the public consultation process will be included in the budget submission.

The Environmental Master Plan (EMP)

The Environmental Master Plan will be a critical component of the City's Consolidated Growth Management Strategy – 2031. It will function as the City's sustainability plan and will influence virtually all aspects of the City's growth management strategy. Sustainability has become an increasingly important consideration in all aspects of human activity. One of the most enduring definitions of sustainability emerged from the United Nations in 1987. It was described as, "development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

The intent of the Environmental Master Plan is to establish the principles of sustainability, which will be used in the development of other plans and master plans. Municipal governments are well positioned to provide leadership in this area because they are large employers, operate many different types of infrastructure and services and have important regulatory responsibilities particularly in the area of growth management. For this reason, sustainability needs to be a founding principle of the City's Growth Management Strategy.

It is intended that the Environmental Master Plan provide overarching guidance to the entire civic administration in pursuit of a more sustainable future. This will allow the City to play a leadership role within its own areas of responsibility as well as support and join in partnership with other governments and the private sector in the delivery of programs that support a sustainable environment and healthy communities.

Stakeholder consultation will be an important part of the preparation of the Environmental Master Plan. The consulting team will need to work with Council, the Environmental Task Force and the municipal departments to develop insights on the City's internal operations. In addition, there is the need to seek out input from pertinent external agencies, such as the Region and the TRCA in order to ensure that the City's policies are ultimately complementary. Consultation with the City's resident and

business communities will also be critical in order to obtain an understanding of the public's "sustainability" priorities. The design and implementation of the consultation plan will be a priority consideration.

As noted in the "Background" section, the Terms of Reference for the Environmental Master Plan will be considered by the Environmental Task Force prior to proceeding to Committee of the Whole. Subject to Council approval a Request for Proposal will be issued in order to retain the necessary consulting resources.

Start Date: Second quarter 2007;

Completion: Third quarter 2008;

Budget Status: Approval required as part of the 2007 Budget process.

The Official Plan Review

The Official Plan Review is anticipated to include the preparation of a new Official Plan for the City. The current Official Plan has never been the subject of a comprehensive review, and includes more than six hundred amendments. As such, many of its policies are dated. In addition, the Regional Official Plan is in the process of being updated to comply with Provincial requirements. The City is obligated to amend its Official Plan to conform to the Provincial and Regional plans. Therefore, it is appropriate that the City undertake the preparation of a new plan.

Preparation of a new Official Plan provides an important opportunity for the City to take stock of its existing development, assess its options in light of current trends and anticipated future conditions, and then chart a new course to guide future development decisions. The Official Plan process should engage the citizenry in a dialogue addressing their views, concerns and issues, and work toward achieving a consensus around a vision of what Vaughan should be like when it reaches a mature state of development around 2031.

Council has supported the concept of sustainable development in principle, and the Environmental Master Plan will further articulate this concept, and clearly define the City's objectives and expectations insofar as they impact upon the City's operations and responsibilities. The new Official Plan will reflect the principles and objectives of sustainability emerging from the EMP, in terms of the implications for city-building in general, and the requirements for future development in particular.

The new Plan needs to be a forward-looking document which reflects Vaughan's vision for the future, and provides the policy framework to ensure that the vision can be achieved. The process will involve a complete review of all of the City's policy documents which currently apply to both the developed and the planned and approved parts of the City. The new Plan will also include secondary plans for the greenfield areas that may be added to accommodate the growth projected by the Region's long term population and employment forecasts. They suggest that the required development area may utilize all of the remaining developable greenfield lands within the city.

Staff proposes to retain the services of a 'core team' of planning consultants with expertise in land use planning, urban design, transportation, housing and the natural environment. This team will undertake much of the required work on the Plan. In addition, a number of City-wide Master Plans (transportation, water, sanitary sewer, stormwater, parks and recreation) will be in preparation during the Plan's development. These must be coordinated with the OP process to ensure compatibility with the Plan and to generate the policies that will be reflected therein. Given the importance and the scope of the required work, considerable staff and professional consulting resources

will be required to generate the high quality products needed to achieve a successful outcome.

The Official Plan component of the Growth Management strategy should reflect the hopes and aspirations of the citizens of Vaughan and the community's vision for its future. Therefore, one of the keys to success will be obtaining timely and substantive public and stakeholder input into the policy development process. To engage the community the process must be transparent, interactive and open to all individuals having an interest in the City's future. The public consultation process for the Official Plan Review will need to produce a quality experience for the stakeholders and foster effective policy development.

Start Date: Third Quarter 2007;

Completion: June 2011;

Budget Status: Approval required as part of the 2007 Budget process.

The Master Plans

The Master Plans will be essential components of the Growth Management Strategy. Their purpose is to provide a vision and a plan for the delivery of services and infrastructure in major functional areas. They will have a dual role. First, they will support the preparation of the new Official Plan by identifying policies, infrastructure and services that will need to be accommodated by the plan; and second, they will assist in its implementation by ensuring that the infrastructure and services are provided in a timely and cost-effective manner. The individual Master Plan studies are described below.

Engineering and Public Works

1. Transportation Master Plan

The Transportation Master Plan will evaluate in detail the local road network and identify the infrastructure that will be needed to efficiently accommodate the population and employment growth that will result from the implementation of the Growth Management strategy. It will address both current and future transportation needs in an integrated and comprehensive fashion. Therefore, the Transportation Master Plan Study will assess the current road system as a result of existing, already planned and future development. This analysis would be the basis for recommended improvements to optimize the already constructed network and would include an examination of the need and justification for the Highway 400 overpasses and mid-block collector roads.

Finalization of the Master Plan will be influenced by the land use plans developed through the Official Plan Review and the results of the Region of York's Transportation Master Plan exercise. Given the relationship between transportation and land use, the Transportation Master Plan study will be undertaken as a component of the Official Plan Review. The study will be administered jointly by Staff from the Development/Transportation Engineering Department and the Policy Planning/Urban Design Department. Budget approval for this study will be considered as part of the approval of the Official Plan Review.

2. Water and Wastewater Master Plan

The capacity of the City's existing water and wastewater distribution/collection systems will ultimately rely on the capacities of the Region of York's trunk facilities. A detailed review and analysis of the City's local infrastructure will be required to effectively accommodate the incremental population and employment resulting from the new

Growth Management Strategy. A key objective of the Water and Wastewater Master Plan process will be to maximize the efficiency of the City's current infrastructure such that additional capacity may be realized for new development areas outside of the current urban boundary and to allow for redevelopment and intensification within the built boundary.

Alternative options for new infrastructure and existing system improvements must be closely coordinated with the Region's on-going Water and Wastewater System Master Plan update. Finalization of the Master Plan will depend on the ultimate land use designations to be adopted as part of the overall growth management exercise.

Specialized engineering consulting services will need to be retained in order to undertake the City's Water and Wastewater Master Plan. This process is considered to be a key component of the Growth Management Strategy, which will be necessary for the successful finalization of the new Official Plan.

It is anticipated that this study will not begin until 2008. Budget approval for this study would take place as part of the 2008 Budget approval process.

3. Storm Drainage and Stormwater Management Master Plan

Storm drainage and stormwater management issues have come to prominence as important environmental issues over the past decade. The quality and treatment of runoff is an on-going concern. Recently, the apparent increase in storm intensity and the resulting damage to property (e.g. August 2005) have further heightened awareness. A number of new initiatives would be explored, finalized and consolidated in the preparation of the Storm Drainage and Stormwater Master Plan. These would include a City-wide stormwater management retrofit policy and the introduction of development related stormwater management initiatives in the City's Development Charges by-law.

Close co-ordination with the Water and Wastewater Master Plan will be required and compliance with applicable environmental standards and initiatives will also be a key component of this Master Plan. This will entail working with a number of agencies and organizations, like the Region of York and the TRCA, to ensure that the City adopts contemporary policies, procedures and standards.

Specialized consulting services will need to be retained to conduct this study. Given the land use and environmental implications of this study, it will need to be closely aligned with the Official Plan Review.

It is anticipated that this study will not begin until 2008. Budget approval for this study would take place as part of the 2008 Budget approval process.

Community Services

1. Master Plan for the Provision of Recreation, Culture, Parks, Facilities and Libraries

The City of Vaughan provides a range of parks, recreation, cultural and library facilities and services. To ensure that these services and facilities remain important contributors to the high quality of life in Vaughan, the City has initiated the development of a new Master Plan to establish a sustainable direction for the provision of services and facilities for the next eight to ten years.

The goal of this process is to research, develop, design and produce a fiscally responsible Master Plan document for the recreation, culture, parks, facilities and

library functions in Vaughan. The plan will give the City a clearly articulated and strategically-positioned roadmap for addressing the recreation, culture, parks, facilities and library needs of users through a prioritized action plan for the provision and improvement of facilities and services. As a component of the Master Plan process, the City is also preparing a Sports and Physical Activity Plan to promote healthy and active lifestyles and to establish targets for increased participation in physical activities.

Start Date: January, 2007;

Completion: Fourth Quarter 2007;

Budget Status: Approved in the amount of \$128,341.15 for consulting resources, with partial grant funding of \$75,000 from the Province of Ontario.

Finance and Corporate Services

1. Long Range Financial Planning Model

The Budget and Financial Planning Department has completed the development of a Long-Range Financial Planning Model (25-years), which will incorporate infrastructure requirements and other capital and operating implications as the City grows and ages and will illustrate trends and the implications of decisions. It will provide Council and Staff with a framework to develop progressive policies, which will guide financial and management decisions and complement Vaughan's Strategic Plan and related initiatives. The plan can be updated annually.

It is noted that the Public Sector Accounting Board/Asset Management requirements will become effective for 2009. For the first time, it will require municipalities to report their tangible/fixed assets on their balance sheets. The assets must be identified, useful lives determined and value assigned. This information will also feed into infrastructure component of the Long Range Financial Planning Model.

The Long-Range Financial Planning Model can be used to assist in understanding some of the options and implications of the Growth Management strategy.

2. Development Charge Background Study

The Reserves and Investments Department is planning to undertake a review of the Development Charges By-law. The Development Charges Background Study will provide the basis for the calculation of the new development charges and an amendment to the by-law, in accordance with the *Development Charges Act*. The main impact of this iteration of the DC by-law will be on the early years of the implementation of the 2031 growth plan.

Start Date: Third quarter 2007;

Completion: Third quarter 2008;

Budget Status: Approval required as part of the 2007 Budget process.

Economic & Technology Development and Communications

1. Employment Sectors Strategy

The Economic & Technology Development Department is proposing to undertake an Employment Sectors Strategy for incorporation into the Consolidated Growth Management Strategy. The last Employment Area Strategy was completed in 1994, with the adoption of OPA No. 450, which is the City's "Employment Area Growth and Management Plan". It is the intent that this strategy be developed in concert with the

Official Plan review. A report will be prepared early in 2007 seeking Council approval to proceed with the preparation of this study, commencing later in 2007.

Start Date: Fourth quarter 2007;

Completion: Fourth quarter 2008;

Budget Status: Approval required as part of the 2007 Budget process.

Legal and Administrative Services

1. Human Resources Strategy and Master Plan

An in depth review of Human Resources service delivery in Vaughan, led by an external consultant and supported by HR staff, has been conducted. The process involved extensive consultation with City employees, management and Council members as well as an externally driven employee survey. The following have been identified as the necessary components in order for Human Resources to properly support the City's vision and initiatives into the future.

The Vision:

- Encourage and support the rapid growth of the City;
- Deliver Service Excellence;
- Run the City effectively and efficiently;
- Remain a low tax regime;
- Innovate to deliver the objectives identified above.

The Human Resources Strategy Includes:

- Attract, hire and on-board new talent;
- Retain talent and reduce undesired turnover;
- Build leadership and people management capabilities;
- Assist with culture shift; change management;
- Serve as a trusted advisor based on professional expertise;
- Ensure transactional capability;
- Ensure effective Labour Relations processes and positive relationships with unions;
- Ensure effective program management: Compensation, benefits, performance management, learning and development and related tools for managers;
- Ensure effective processes: Recruitment, talent review and succession planning.

A variety of these initiatives are now being rolled out. A report to Council will be prepared in the first quarter of 2007.

Vaughan Fire and Rescue Service

1. Master Fire Plan

The Vaughan Fire and Rescue Service is currently preparing a Master Fire Plan to address the City of Vaughan's fire protection needs for a 10-year period (2007 – 2016) and to perform a fire station location study to address the city's needs to 2031. The Master Fire Plan will include:

- A community fire risk assessment;
- An assessment of the VFRS' ability to address the identified risks;

- A recommended plan to address the needs identified in the community fire risk assessment including resources deployment (e.g. fire station location, apparatus deployment etc.): and
- Best practices and performance measures that should be implemented to measure the effectiveness of the VFRS.

Start Date: May 2006;

Completion: December 2006 (Report to Council projected for the first quarter of 2007);

Budget Status: Approved in the amount of \$91,132.00 for consulting resources (Marshall, Macklin, Monaghan), with funding from the 2005 Ontario Fire Services grant from the Province of Ontario.

Vaughan Public Libraries

Vaughan Public Libraries will be undertaking/participating in two studies that will help guide Library operations and the delivery of services in the near and longer term. They include:

1. Vaughan Public Libraries Strategic Plan

Vaughan Public Libraries has recently initiated a process to develop a new strategic plan defining direction and focus for the period 2008-2011. The critical path for completion of this collaborative process involves a period of investigation including research and public consultation, analysis, creation, refinement and implementation. Stakeholder consultations will be convened during February and March 2007.

Start Date: Underway;

Completion: Fall 2007;

Budget Status: Being completed using in-house resources.

2. City of Vaughan Department of Recreation and Culture, Parks, Buildings and Facilities and Libraries Master Plan

Vaughan Public Libraries is partnering with the City of Vaughan in the creation of a Master Plan assessing the quantity of recreation facilities within the City. The Plan will also contain an assessment of the existing service delivery and operational needs and will recommend future actions. Initiation of the Master Plan is scheduled to begin early in 2007 with completion by year end. Also See Community Services section.

PowerStream Inc.

By letter dated November 20, 2006, PowerStream Inc. has provided a number of comments in respect of its long-term needs, taking into account the potential for population and employment growth resulting from the Places to Grow Plan. These comments are summarized below.

PowerStream currently has the equivalent of 5 transformer stations supplying the City and it is anticipated that an additional 4 to 5 new transformer stations will be required over the next 25-years to service the new growth. PowerStream is responsible for the local distribution of electricity, which requires two major classes of infrastructure: Distribution circuits and transformer stations.

Distribution circuits are installed along public streets and processes are in place to consult with the pertinent local and regional municipalities when new circuits are planned. A number of future growth issues are anticipated, which will require

consultation and consideration during the development of the growth management strategy. These include:

- Circuitry congestion issues related to high energy density intensification areas;
- Aesthetic appearance issues related to prestige areas as identified through the official plan;
- Designation of development areas as "high reliability" to attract a higher order of industry.

The transformer stations are unique in the distribution system in that they are located on properties that have been identified and acquired through a Class Environmental Assessment. It will be vital to make provision for future transformer stations in the official plan. To maximize efficiency and minimize cost, it has been practice to locate transformer stations adjacent to existing Hydro One transmission lines and as close to load centres as possible. Extension of transmission lines would require a full Environmental Assessment.

As the City of Vaughan grows it will become increasingly difficult to optimize the location of transformer stations if sites have not been set aside during the planning process. As an example, the potential for intensification has been identified in the Highway 7 corridor, adjacent to the Parkway Belt Transmission Corridor. It is suggested that the redesignation and redevelopment of this area should also identify a site for a transformer station(s) to service the increasing loads resulting from intensification. This would support PowerStream's acquisition measures.

A preliminary study documenting the need for new capacity has been prepared by PowerStream to address short term requirements. The report outlines the need for additional transmission and distribution capability throughout PowerStream's service area, and specifically in the City of Vaughan, in order to meet the forecast capacity deficiency in the summer of 2012. Potential areas of interest have been identified and the suitability and availability of sites is being assessed.

PowerStream concludes by indicating that it would like to work with the City of Vaughan to develop policies for inclusion in the official plan in order to secure sites for potential transformer stations. This would also include, if possible, policies to address the short term capacity constraints to 2012.

g) Timing of the Preparation of the Growth Management Strategy

Attachment No. 2 illustrates the Work Plan and Time Line Chart for the preparation of the Growth Management Strategy. It is estimated that that the majority of the work required to complete the Growth Management Strategy will be finished in time to adopt a new Official Plan in the first half of 2011.

Adoption of the new Official Plan will be the final act of this planning cycle. Within the 2007-2010 timeframe the City will have accomplished the following:

- Assimilated the data and policies resulting from the Region of York's Official Plan Review and Master Planning Studies into the City's Growth Management exercise;
- Conducted an extensive public participation process in respect of the preparation of the Consolidated Growth Management Strategy
- Completed and commenced the implementation of the Environmental Master Plan;

- Completed the Master Plan studies as an input to the development of the new Official Plan policies and put in place the tools for implementing the plan ;
- Completed the supporting studies associated with the preparation of the new Official Plan.

Under this scenario, the drafting of the Official Plan document would begin early in 2010, with a public hearing possible by June of 2010.

The proposed timing is dependent on a number of factors. These factors may include availability of supporting information from the Region of York; the timely procurement of the necessary consulting resources; the ability to conduct a thorough public consultation process; and the ability to internally manage the workload resulting from the number of coincidental studies.

Any departure from the optimum could result in a delay; however, meeting this timeline will be a priority.

h) Administration of the Vaughan Consolidated Growth Management Strategy - 2031

In order to administer the development of the Consolidated Growth Management Strategy, the Senior Management Team has created the Growth Management Coordinating Committee. It is composed of senior representatives from the City's participating business units. This includes the Vaughan Fire and Rescue Service and Vaughan Public Libraries. Consultation with external agencies will take place as required. The Committee will assist the Senior Management Team in the administration of the Growth Management process.

The functions of the Growth Management Coordinating Committee include:

- Consolidation of a comprehensive plan for the preparation of the Strategy, including the required timelines and milestones;
- Monitoring of the process and reporting to the Senior Management Team on the status of the component studies;
- Providing interdisciplinary perspectives;
- Facilitating the seamless and timely flow of information between participating departments;
- Acting as a forum for the discussion of issues and problem solving;
- Preparing reports to Council as may be directed.

The organizational structure for the preparation of the Growth Management Strategy is set out in Attachment 3. The Growth Management Coordinating Committee will report to the Senior Management Team, which will then report to Council and Committees of Council as need dictates.

The Growth Management Coordinating Committee will not be responsible for the content of any studies, documents or plans resulting from the preparation of the Growth Management Strategy. All such processes and outcomes shall be the responsibility of the originating departments and their respective Commissioners.

i) Public and Stakeholder Engagement

Public and stakeholder engagement will play a critical role in the preparation of the Consolidated Growth Management Strategy. The major Growth Management studies will each have a public consultation component. This will be required of the consulting teams in the terms of reference for the individual studies. It will be necessary to coordinate the various consultation activities to ensure that information is made

available to the public and stakeholders on a timely basis and that the processes are clear and transparent.

It is recommended that a follow-up report be prepared to Council, which will address a number of matters including:

- The development of an overall Growth Management communications strategy;
- Ensuring that the consultation processes are well-coordinated and accessible to the public;
- The branding of Growth Management activities to support public awareness;
- Ensuring the timely availability of quality information;
- The opportunities for the Development of a Growth Management Website; and
- The Budget implications of implementing such measures.

The report will be prepared with input from Corporate Communications. It is expected that additional consulting assistance would be required particularly in the areas of strategy development, process branding, publications (newsletters, brochures, etc.) and website development. (See Recommendation No. 2)

j. Cost Implications

2007 Budget

The Growth Management process will occur over a four year time frame with the component studies taking place throughout this period, as illustrated on Attachment No. 2. As such, the necessary funding will have to be allotted in each annual budget starting with 2007.

Based on the proposed schedule, five of the component studies are expected to commence in 2007. They are: Vaughan Vision 2020, the Environmental Master Plan, the Official Plan Review, the Employment Sectors Study and the Development Charge Update Study. These will be included for consideration in the 2007 Budget approval process. The current estimate of cost for 2007 for each of the studies is set out below;

STUDY	ESTIMATED COST
• Vaughan Vision 2020:	\$15,000
• Environmental Master Plan:	\$200,000
• The Official Plan Review:	\$750,000
• Employment Sectors Strategy:	\$120,000
• Development Charges Study:	<u>\$150,000</u>
TOTAL	\$1,235,000

Vaughan Vision 2020 is proposed to be funded from the Operating Budget. The remaining work is primarily growth related and would be funded from the Capital Budget. As such, a portion of these costs will be recoverable from Development Charges.

This projection does not include any additional funding for the public consultation process as might result from further Council direction as may be obtained through Recommendation No. 2.

Preliminary Budget Estimation to Completion

At this stage of project development it is possible to provide a preliminary estimate of the upset cost of preparing the entire Growth Management Strategy to 2011. The costs are set out below.

The largest funding component is given over to the Official Plan Review at \$3.0 million. The last comparable exercise conducted by the City was the preparation of OPA No. 400 in the early 1990's. Its upset cost was approximately \$1 million. The OPA No.400 Review was primarily aimed at new greenfield areas. The current review is proposing a broader mandate, which would also examine the policy regime in the existing developed areas. This consideration, along with the effect of time and inflation, are the main sources of the cost difference between the two projects.

The ultimate cost is estimated to be in the range of \$4.5 million to \$5.0 million. A contingency of \$100,000 has been built into the preliminary cost structure to account for unforeseen expenses. This would not include any legal and consulting fees associated with the defence of the resulting Official Plan, if appealed to the Ontario Municipal Board; and further funding for the public consultation process as may be directed by Council as a result of Recommendation No. 2.

The following is a preliminary allocation of costs by project component for the preparation of the Growth Management Strategy from 2007 to 2011.

STUDY	ESTIMATED COST
• Vaughan Vision 2020:	\$15,000
• Environmental Master Plan:	\$200,000
• The Official Plan Review:	\$3,000,000
• Employment Sectors Strategy:	\$ 120,000
• Development Charges Study:	\$ 150,000
• Transportation Master Plan:	\$ 500,000
• Water and Sewer Master Plan:	\$ 300,000
• Stormwater/Drainage Master Plan:	\$ 300,000
• Financial Consultation:	\$ 150,000
• Contingency:	<u>\$ 100,000</u>
TOTAL	\$4,835,000

Greater clarity will emerge over time. This estimate will have to be continuously reviewed and updated as part of each annual budget.

Relationship to Vaughan Vision 2007

The City will be reviewing and updating Vaughan Vision 2007 in concert with the preparation of the Consolidated Growth Management Strategy. This will promote better policy co-ordination between the strategic level (the new Vaughan Vision 2020) and the growth management processes in order to ensure service excellence, quality communities, a sound economic/fiscal base and a healthy environment.

Conclusion

The upcoming planning cycle may be the most important in the City's history. As noted, the issues that the City will be called upon to deal with in shaping its future have grown increasingly complex over the years. A probable outcome of this exercise will be the full urbanization of Vaughan, with the exception of the areas of environmental significance like the Provincial Greenbelt and the Oak Ridges Moraine lands.

The forces that will be influencing the form and function of the City of Vaughan in 2031 will have to be managed in a way that will achieve the best possible outcomes for the City's residential and business communities, while taking into account Vaughan's increasingly important role in York Region and the Greater Toronto Area. This will require strong leadership from the City; and the City's voice will need to be buttressed by a sound community-backed vision for the future, fully supported by a comprehensive and rigorous policy regime.

This report recommends that the City pursue the development of a multi-faceted Growth Management Strategy over the next four years. It will incorporate: Vaughan Vision 2020 to account for the City's strategic/corporate objectives; the Environmental Master Plan to address environmental/sustainability issues; a new Official Plan to provide the land use vision; and the functional Master Plans that will support and inform both the preparation and implementation of the strategy. Together, these elements will make up the Vaughan Consolidated Growth Management Strategy – 2031.

It is intended that the individual elements of the strategy not be created in isolation but be developed collaboratively. The component documents will need to complement each other if the City's is to attain its overall goals and objectives. Staff is recommending a process, which will ensure a high level of internal consultation in order to develop a comprehensive policy response to a future that will be both promising and challenging.

External consultation with other municipalities, agencies and levels of governments will also be critical as will be obtaining timely public input. The City will need to develop a well-coordinated and transparent plan to inform the public and stakeholders and to encourage their participation throughout the process. Staff is proposing to report back to Council on this process and the need for additional resources to implement a comprehensive Growth Management communications plan.

The timeline and work plan set out in this report represent the framework for proceeding with the development of the Vaughan Consolidated Growth Management Strategy – 2031. Each identified element will have its own individual work plan, process and approvals cycle. As such, the Growth Management Strategy will require a substantial commitment of staff and financial resources for the next four years. However, it is recommended as the best means of developing and implementing a long-term vision for the City of Vaughan.

Therefore, it is recommended that this report and its recommendations be adopted in order to begin the preparation of the Vaughan Consolidated Growth Management Strategy – 2031.

Attachments

1. Components of the Vaughan Consolidated Growth Management Strategy;
2. Vaughan Consolidated Growth Management Strategy – 2031: Work Plan and Time Line Chart;
3. Vaughan Consolidated Growth Management Strategy – 2031: Organizational Structure

Report Prepared by:

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Respectfully submitted,

Michael DeAngelis
City Manager

Janice Atwood-Petkovski
Commissioner of Legal and Administrative Services

Clayton Harris
Commissioner of Finance & Corporate Service

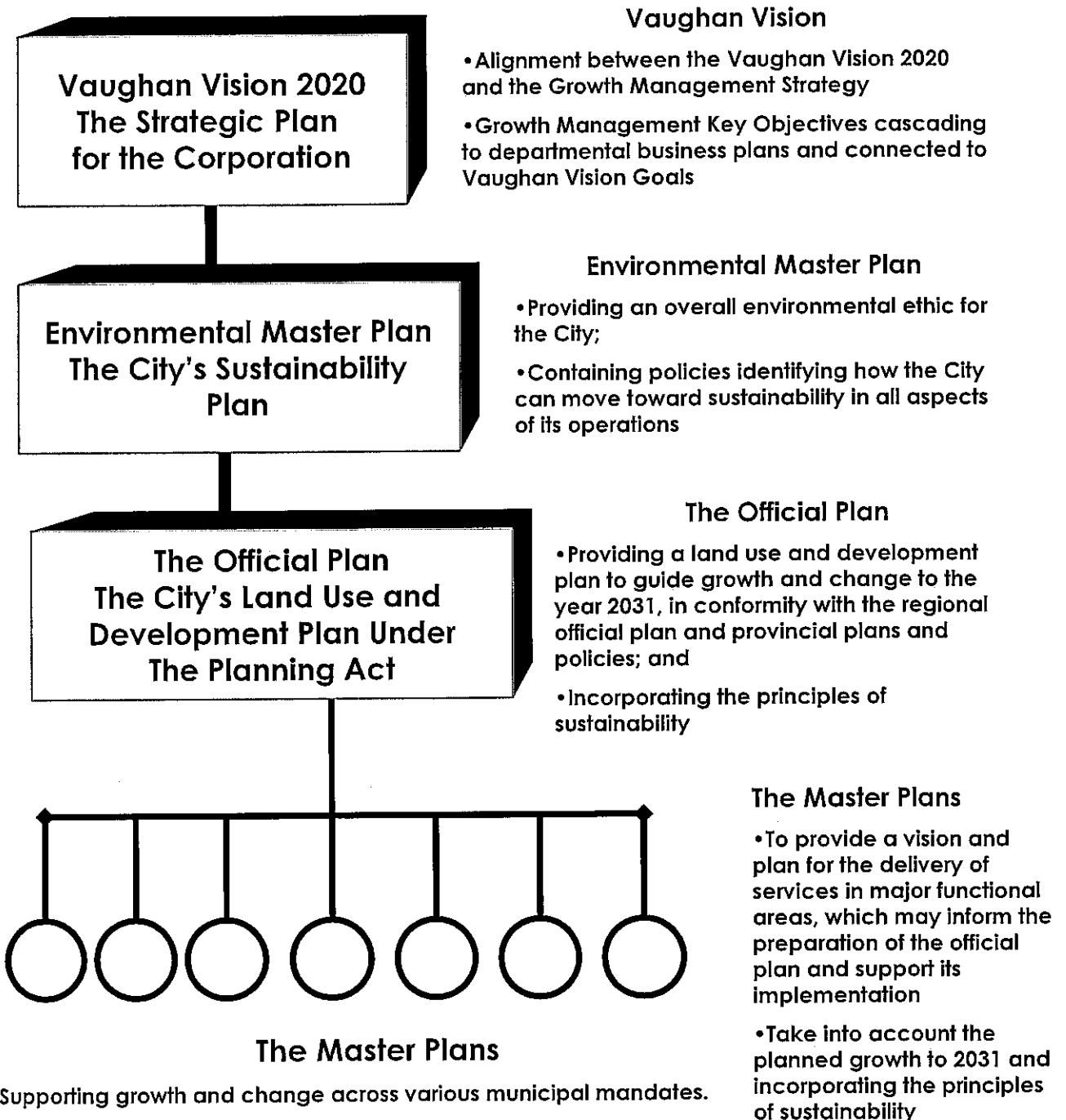
Marlon Kallideen
Commissioner of Community Services

Frank Miele
Commissioner of Economic/Technology Development
and Corporate Communications

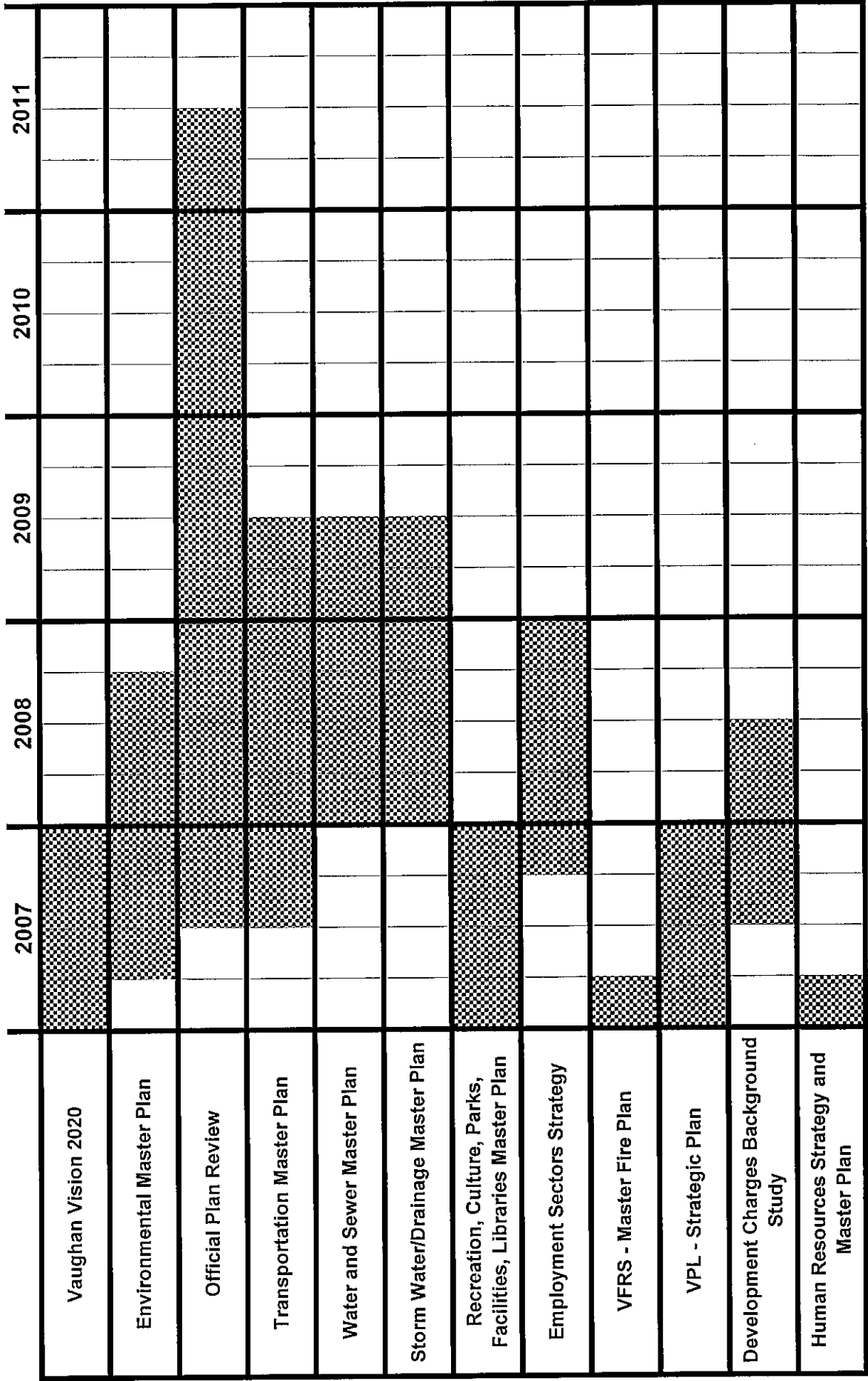
Bill Robinson
Commissioner of Engineering and Public Works

John Zipay
Commissioner of Planning

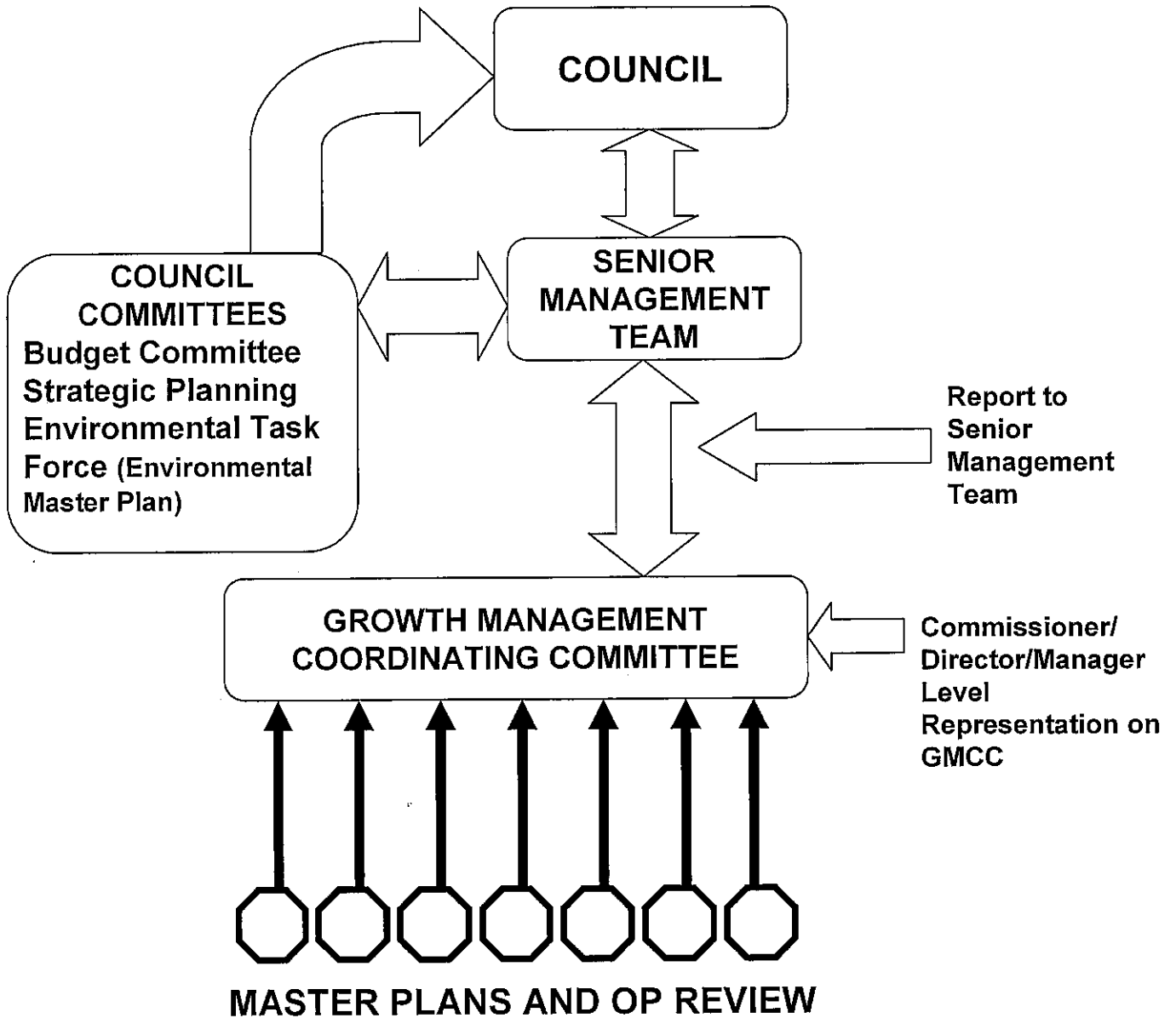
Components of the Vaughan Consolidated Growth Management Strategy – 2031



Vaughan Consolidated Growth Management Strategy - 2031
Work Plan Timeline Chart



Vaughan Consolidated Growth Management Strategy – 2031
Organizational Structure



 Departmental Staff/Consulting Team