

COMMITTEE OF THE WHOLE JUNE 16, 2008

COMMERCIAL LAND USE REVIEW NEW VAUGHAN OFFICIAL PLAN FILE: 25.1.13

Recommendation

The Commissioner of Planning recommends:

1. THAT the Terms of Reference for the Commercial Land Use Review be APPROVED; and
2. THAT the Policy Planning Department be directed to proceed with the consultant selection process to undertake the Review's requirements.

Economic Impact

The budget for this study (upset limit of \$150,000) has been included and approved in the Capital Budget for the New Vaughan Official Plan project (#PL-2003-07) for 2008.

Communications Plan

The Commercial Land Use Review will include a public consultation process to be described in the proposal of the Council-approved consulting firm. All reports resulting from the Review will be made available to the public on the City's new vaughtantomorrow.ca web site.

Purpose

The purpose of this report is to submit the draft Terms of Reference for the Commercial Land Use Review for Council's consideration for approval.

Background - Analysis and Options

The City has not carried out a comprehensive analysis of its commercial space requirements and associated issues since the Vaughan Retail Planning Study was carried out in 1993-94 by Stamm Economic Research. The Retail Planning Study was completed as part of the planning process which led to the approval of the City's Official Plan Amendment #400 in 1995.

All of the lands planned for urban development within OPA 400/600 secondary plans have now received block plan approvals, and most of the associated draft plans of subdivision are also approved. These approvals include commercial development concentrations which are generally consistent, in terms of location and scale, with the hierarchy of retail formats originally described in the 1994 Retail Study.

The City is now engaged in developing a new Official Plan which will encompass all parts of the existing built area, areas approved for urban development, and remaining developable greenfield areas. The primary focus of the new City's Official Plan will be sustainable community development. This philosophical approach, reflected in new provincial and regional land use policies and the City's strategic plan, Vaughan Vision 2020, implies a different approach to greenfield development from those of the past, and the introduction of policies and measures to enable existing areas to redevelop and intensify to a more sustainable form. The new Official Plan will conform with all of the requirements defined by the Provincial Policy Statement, the Places To Grow legislation, and the York Region Official Plan, which is currently the subject of a separate growth management exercise leading to anticipated amendments.

The combination of provincial and regional policies and growing public awareness of environmental health and city-building is expected to result in a shift to more compact and complete communities and more mixed-use, transit-oriented development. This will have an impact on the pattern and form of future commercial land uses. As the City contemplates its future evolution to a mature state, there are many key issues that will need to be addressed by the Commercial Land Use Review.

Scope and Focus of the Commercial Land Use Review

The scope of the Review encompasses an examination of the City's current commercial structure to develop an understanding of its strengths, weakness and opportunities, and an assessment of its capability to meet current and future needs. The focus of the Review is on defining the City's long term requirements for commercial uses, determining their optimal spatial distribution, and developing a commercial uses policy framework to achieve the City's objectives. The Review will also examine a wide variety of issues and questions pertaining to existing commercial development, and future requirements and trends. The attached draft Terms of Reference outlines the project specifications in detail.

In carrying out the assignment, the selected consultant will be required to coordinate with the Core Consulting Team engaged in preparation of the new Official Plan. Also, two separate but related studies will be carried out concurrently with this assignment. The first is the Employment Lands Needs Study based on the population and employment forecasts of the Region of York. The second is the Employment Sectors Strategy which will analyze Vaughan's employment structure, strengths and opportunities in order to develop strategic policy measures to enable the City to retain and attract the businesses and industries that will contribute to the City's economic health in the short and long term. Together these studies will comprehensively address the City's core non-residential land uses.

In planning for the City's future commercial space requirements, and in developing a policy framework to guide future decision-making, there is clearly a need for a coordinated and integrated approach which will be reflected in the new Official Plan. The consultants engaged in all three studies will be required to interact and, together with the Official Plan Core Team, produce results which are complementary and supportive of the City's future plans.

The Commercial Land Use Review is expected to be completed within nine months of the start of the work to enable its results to be integrated with other ongoing Official Plan-related work. The Review will include a public consultation component which will be described in the approved proposal.

Relationship to Vaughan Vision 2020

This report is consistent with Vaughan Vision 2020's Strategic Initiatives respecting planning and managing growth and economic vitality, specifically "Complete and Implement the Growth Management Strategy".

This report is consistent with the priorities previously set by Council and necessary resources have been allocated and approved.

Regional Implications

The Commercial Land Use Review will address the City's future commercial space requirements and their spatial allocation within the context of the Region of York's long term employment forecasts.

Conclusion

The Commercial Land Use Review is an important component of the approved Terms of Reference for the new Official Plan. The financial resources required to carry out the Review have been allocated within the approved 2008 Capital Budget. Should Council concur with the draft Terms of Reference for the Review, they should be approved, and the process to retain a qualified consultant should be initiated.

Attachments

Attachment 1 – Draft Terms of Reference, Commercial Land Use Review

Report prepared by:

Paul Robinson, Senior Policy Planner, ext. 8410

Respectfully submitted,

John Zipay
Commissioner of Planning

Diana Birchall
Director of Policy Planning

THE VAUGHAN COMMERCIAL LAND USE REVIEW

TERMS OF REFERENCE

The City of Vaughan intends to retain the services of a qualified consultant to undertake a comprehensive study of its commercial land use structure and long term commercial space requirements, in association with the preparation of a new Official Plan. Council approved the Terms of Reference for the new Official Plan in May, 2007, and subsequently retained the services of a Core Consulting Team led by Urban Strategies Inc. to direct the required work. The Terms of Reference included a number of studies to be carried out outside of the Core Team's responsibilities, including this Commercial Land Use Review.

The Official Plan is a major component of the City's Growth Management Strategy, which also includes an Environmental Master Plan (currently being undertaken), an employment sectors strategy, and master plans for water, sewer, stormwater, transportation, recreation and community facilities.

The Official Plan Process

The Official Plan process will involve four major stages of work over a four-year time frame which commenced in the summer of 2007, and is expected to conclude with final approval of the new Official Plan in summer 2011.

Stage 1

- a) focus on research, data collection, and preparation of background papers on land use, urban design, housing, transportation and the natural environment
- b) initiation of community consultation on specific subject areas with open houses, workshops and surveys
- c) engage and inform participants about the Plan and process, get them thinking about the full array of issues, and the City's future direction
- d) details of the process to be worked out with the core team of consultants, in coordination with the consultants working on the Environmental Master Plan

Stage 2

- a) develop consensus around a 'vision' of sustainable community development
- b) high level of involvement and support from stakeholders is critical
- c) common set of principles, goals and objectives to be defined as the basis for the EMP and OP

Stage 3

- a) Community and Employment Areas Review to evaluate the communities and employment areas and identify key issues and opportunities for improvement
- b) Focused Area Studies/policy updates on specific areas including Kleinburg, Woodbridge core area, Vaughan Corporate Centre & Jane/Rutherford area (including Vaughan Centre)

- c) Policy Studies/reports on key subjects e.g. Urban Structure Plan, Residential Intensification, Transportation Master Plan, Environment/Natural Heritage System, Employment Sectors Strategy, Commercial Structure, Community Services Needs
- d) preparation of Secondary Plans for greenfield areas
- e) development of a draft policy framework
- f) review of all Official Plan amendments to resolve conflicts/ensure consistency with policy framework
- g) prepare comprehensive policy framework

Stage 4

- a) refine draft policies and mapping
- b) conduct public workshops on draft policy components
- c) submit draft OP to public hearing
- d) revise OP in response to public and Council feedback
- e) adoption of final OP by Council
- f) approval of final OP by York Region

Consulting Requirements of the Official Plan

There are several components of the Official Plan process which require consulting services. In October/07, a 'Core Consulting Team' led by Urban Strategies Inc. was retained to play the lead role in developing the new Vaughan Official Plan. In addition to the Core Team's work, there are several studies being undertaken by consultants outside the Core Team, including the Commercial Land Use Review. The Review will be administered by the Policy Planning Department. It will be coordinated with the work of the Core Team, and its results will be integrated within the new Official Plan.

The new Official Plan will provide a policy framework governing future development in the City's remaining greenfield areas, and the existing area of built, or planned and approved development. The greenfield areas will be the subject of a secondary planning process led by the Core Team. The Commercial Land Use Review will deal with the City's requirements for commercial space circa 2031, in both the existing built areas and developable greenfield areas of the City.

Background to the Commercial Land Use Review

In 1995, the Province of Ontario approved Official Plan Amendment #400. OPA 400 established secondary plans for three new communities – Urban Village #1 (now the developing community of Vellore), Urban Village #2 (now the developing community of Carrville), and the Woodbridge Expansion Area – and defined a comprehensive policy framework to guide their future development. The three communities were planned to accommodate the City's needs for greenfield development to 2016.

OPA 400 was supported by a number of associated planning analyses and studies, including the Retail Planning Study, carried out by Stamm Economic Research in 1993-94. The Study included:

1. a review of major trends in retailing expected to have an impact upon the future structure of retailing and affect urban form;
2. an analysis of the City's long term retail space requirements;
3. allocation of retail space to new and existing development areas;
4. an assessment of a 'super-regional shopping centre' opportunity.

The findings and recommendations of the Retail Planning Study were reflected in the OPA 400 secondary plans, which included a hierarchy of retail concentrations including two District Centres, Neighbourhood Centres, and local convenience centers, in descending order of importance. OPA 400 provided the opportunity for commercial uses to occur within mixed use developments in association with medium and high density residential uses. A 'super-regional shopping centre' at the intersection of Weston Road and Highway 7 was also supported. The Retail Planning Study also recognized the potential for a retail shopping concentration in the vicinity of Rutherford Road and Jane Street, which was followed by the approval of Vaughan Mills Mall in 1998.

In 1998, Council adopted OPA 500 – The Vaughan Corporate Centre Plan, which recognized the Vaughan Corporate Centre as the highest order commercial concentration in the retail commercial hierarchy. In 2001, the City completed a review of OPA 400, and Council adopted OPA 600. OPA 600 replaced and updated OPA 400, bringing forward the vast majority of its policies including those applicable to retail commercial development.

Vaughan continues to grow at a rapid pace. As of the 2006 Census, the City's population was 238,866, compared with 132,120 in 1996, reflecting an annual compound growth rate of more than 6%. All of the lands planned for urban development within OPA 400/600 secondary plans have now received block plan approvals, and most of the associated draft plans of subdivision are also approved. These approvals include commercial development concentrations which are generally consistent, in terms of location and scale, with the hierarchy of retail formats originally described in the 1994 Retail Study.

The City is now engaged in developing a new Official Plan which will encompass all parts of the existing built area, areas approved for urban development, and remaining developable greenfield areas. The primary focus of the new City's Official Plan will be sustainable community development. This philosophical approach, reflected in new provincial and regional land use policies and the City's strategic plan, Vision 2020, implies a different approach to greenfield development from those of the past, and the introduction of policies and measures to enable existing areas to redevelop and intensify to a more sustainable form. The new Official Plan will conform with all of the requirements defined by the Provincial Policy Statement, the Places To Grow legislation, and the York Region Official Plan, currently the subject of a separate growth management exercise leading to anticipated amendments.

The combination of provincial and regional policies and growing public awareness of environmental health and city-building is expected to result in a shift to more compact and complete communities and more mixed-use, transit-oriented development. This will

have an impact on the pattern and form of future commercial land uses. As the City contemplates its future evolution to a mature state, there are many key issues to be addressed in association with the Commercial Land Use Review.

Scope and Focus of the Commercial Land Use Review

The scope of the Review encompasses an examination of the City's current commercial structure to develop an understanding of its strengths, weakness and opportunities, and an assessment of its capability to meet current and future needs. The focus of the Study is on defining the City's long term requirements for commercial uses, determining their optimal spatial distribution, and developing a commercial uses policy framework to achieve the City's objectives.

The Study will require completion of the following tasks (at a minimum):

1. An inventory of all existing retail and service commercial uses and designations;
2. A SWOT analysis (strengths, weaknesses, opportunities, threats) of the existing supply and distribution of commercial uses within the context of growth projections, retail trends and general development trends. The analysis should include a general assessment of how well Vaughan's regional-scale (e.g. Vaughan Corporate Centre), District Centres, Neighbourhood Commercial Centres, community commercial core areas are performing, from a triple-bottom-line perspective;
3. A 'Citizens' Backgrounder' providing basic information about the current commercial structure and availability of commercial uses in Vaughan;
4. A report assessing current conditions, and the City's current policy approach to planning for retail and office commercial uses, and identifying current and anticipated issues to be addressed by the new Official Plan;
5. A forecast of future commercial space requirements (using York Region's population forecast to 2031), an appropriate spatial distribution, and an appropriate hierarchy of commercial areas;
6. An analysis of current and emerging trends in commercial development including visual representations, their implications for Vaughan and policy options to respond to them; and
7. A final report summarizing the study's methodology, and analysis and conclusions, and recommending an appropriate set of goals, objectives, policies, and an implementation strategy for the City's commercial structure and future commercial development.

Key Issues and Questions

The Review shall address the following key issues/questions:

1. Relative to other GTA municipalities, how well served are Vaughan residents by retail?

2. What are the appropriate roles of major retail concentrations within the structure of the City's community plans, and how should they evolve in future?
3. How can existing retail commercial areas be strengthened?
4. What types and forms of retail commercial uses are appropriate in specialized locations like heritage districts, City, district and local centres, and traditional and non-traditional main street formats? What types of uses and design considerations are needed to support them and ensure their success?
5. If required, how and where should large format retail uses be integrated into the fabric of existing and new communities?
6. What are the opportunities and challenges associated with creating denser, mixed-use commercial centres?
7. Where are the appropriate locations for large-format stores that may be in demand in the future but are not achievable or suitable for pedestrian and transit oriented centers or corridors?
8. How can business retail uses in employment areas be located and designed in a manner which is pedestrian-friendly, transit-supportive and economically viable?
9. How can mixed use development be encouraged in areas already well-served by retail?
10. From a market perspective, which existing commercial centres have the greatest potential to incorporate new retail formats and mixed-use development?
11. How can the retail environment of the Vaughan Corporate Centre evolve to facilitate and support a high-density community of residents and office workers?
12. How might Vaughan Mills evolve as a retail destination to respond to shopping and lifestyle trends?
13. How might large malls (Vaughan Mills, The Promenade) be encouraged to evolve into a form which is more sustainable, pedestrian- and transit-friendly?
14. What roles are appropriate for Business Improvement Associations? How might they be encouraged to organize? What assistance/facilitation might the City provide?
15. How does tenure (ie. Condominium retail units vs. single ownership) in a retail destination evolve over time? How does it affect the character and success of the development?

Working Meetings and Public Consultation

The Consultant will be required to coordinate with the Core Consulting Team engaged in preparation of the new Official Plan. Also, two separate but related studies will be carried out concurrently with this assignment. The first is the Employment Lands Needs Study based on the population and employment forecasts of the Region of York. The second is the Employment Sectors Strategy which will analyze Vaughan's employment structure, strengths and opportunities, and develop strategic policy measures to enable the City to retain and attract businesses and industries that will contribute to economic health in the short and long term.

In planning for the City's future commercial space requirements, and in developing a policy framework to guide future decision-making, there is clearly a need for a coordinated and integrated approach which will be reflected in the new Official Plan. To ensure that this coordination/integration occurs seamlessly throughout the planning process, the consultants engaged in all three studies will be required to interact and, together with the Official Plan Core Team, produce results which are complementary and supportive of the City's future plans. Proponents should ensure that this important aspect is reflected in the proposals.

The Consultant's attendance at a number of working group meetings will be required to discuss key issues and ensure suitable integration of the Review's work and recommendations within the framework of the new Official Plan.

The Consultant will also design and lead a workshop with commercial developers, Vaughan and York Region staff on the subject of appropriate sustainable forms of commercial development which address City planning and design objectives.

Consultant proposals shall provide for a public consultation process for the Commercial Land Use Review. Public meetings will be detailed in the approved work plan. It will be subject to refinement in consultation with the City's Project Co-ordinator, and the lead consultant of the Core Consulting Team. The process should reflect the following meeting requirements:

- Working group meetings with the Core Team: Up to eight (8) meetings;
- Meetings with the City's Project Coordinator: As required;
- Presentations to Senior Management/Council/Official Plan Review Committee of Council: Up to eight (8) meetings;
- Public/Stakeholder Consultation Process: Up to four (4) meetings. The consultation process will involve and inform local residents, ratepayer groups, the business community, the development community, public agencies and other special interest groups, and will include meetings and presentations.

It is expected that the Consultant will also need to meet individually with City Councillors and the City Departments.

The Consultant shall be responsible for the logistical requirements of the Commercial Land Use Review's public consultation process, including scheduling of meetings, preparation of agendas, presentation materials and meeting minutes. Prior to the scheduling of each meeting, the lead consultant shall confer with the City's Project Coordinator.

Timing

To ensure timely delivery of the required work in coordination with other OP-related initiatives, the main elements of the Review will be completed within nine months of the contract award e.g. Spring, 2009.

Prior to commencing work on the project, the consultant will submit a finalized work plan to the Project Coordinator. The work plan will assign dates to the completion of various milestone tasks on the timeline. No chargeable work shall commence prior to the approval of the finalized work plan and the City of Vaughan shall not be responsible for any costs associated with the finalization of the work plan.

Deliverables

The following reports shall be submitted by the Consultant undertaking the Commercial Land Use Review:

- A Background Report describing existing conditions in Vaughan respecting commercial development, associated issues and trends of relevance to Vaughan 2031, including the inventory of existing retail and service commercial uses and designations;
- A 'Citizens' Backgrounder' brochure providing basic information about the current commercial structure and availability of commercial uses in Vaughan;
- A Commercial Futures Report which: 1) presents and discusses the results of the SWOT analysis; 2) forecasts Vaughan's future commercial space requirements (based on York Region's population forecast to 2031), and proposes and justifies an appropriate spatial distribution of commercial space, and an appropriate hierarchy of commercial areas;
- A Final Report summarizing the study's methodology, and analysis and conclusions, and recommending an appropriate set of goals, objectives, policies, and an implementation strategy for the City's commercial structure and future commercial development.

The Deliverables shall be provided on the following basis:

a) For the draft versions of the Background Report, Commercial Futures Report and Final Report:

- 10 cerlox bound copies
- 1 CD (.PDF) of the draft document and any related photos, graphics or maps in City-compatible software (Word, PowerPoint, Excel or AutoDesk)

b) For the final versions of the Reports noted above:

- 30 cerlox bound copies;
- 1 unbound print ready copy;
- Colour pictures and illustrations;
- 10 CD's (.PDF) of the document and any related photos, graphics or maps in City-compatible software (Word, PowerPoint, Exel or AutoDesk)

c) For the 'Citizens' Backgrounder' brochure, the contents and format will be defined in consultation with the Core Team lead consultant to ensure attractiveness and consistency in presentation with other brochures being designed for the public process.

d) Presentation Materials

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

All presentations shall be provided in PowerPoint format.

e) Reports and Communication Materials

The Official Plan project includes the preparation of a number of reports which will be available to the public, and presented to Council and its committees. Also, in order to engage the public in the consultation process and keep participants informed about the Official Plan process, it is anticipated that newsletters, brochures and other forms of written communication will be required. These products will be prepared by the consultant in full colour. Approximately 20% of the printed product is estimated to be in the form of coloured illustrations.

All presentation and communication materials, and all reports including the draft and final versions of the Official Plan will be made available on the City's web site. All documents and materials may be required to be prepared in a standardized format, and shall be in a form which is 'Web-ready' for loading to the City's vaughtantomorrow.ca web site.

Project Administration

The consultant undertaking the Commercial Land Use Review will report to the Policy Planning Department. The Official Plan Project Coordinator will be responsible for day-to-day contacts, project management, and coordination with the Core Consulting Team.

Content of Proposals

The Consultant will be retained on the basis of a written proposal and interview(s), if necessary. Selected Proponents may be short listed for interviews.

The written Proposal shall contain the following information:

- The Consultant's qualifications and experience;
- An explanation of the approach and methodology to be used and research to be undertaken to achieve the project's goals and objectives, as outlined in the Request for Proposal;
- A Council/staff/public/stakeholder consultation strategy;
- A comprehensive work plan/project schedule, including timelines, milestones, meetings and key dates, which fulfill the requirements of the Terms of Reference;
- An upset cost for the completion of the project, which includes a breakdown of the hourly rates attributable to each of the Consultant's staff, and the hourly time commitment by task, for each of the participants; and all other costs and related disbursements;
- A list of three (3) client references in respect of projects similar to the one described in the Terms of Reference, preferably in a municipal environment.

In addition to the Original, fifteen (15) bound copies of the Proposal, in an 8 1/2" X 11" format plus one (1) unbound print ready copy shall be submitted. The maximum length of the Proposal shall be ten (10) pages, exclusive of resumes, references and documentation relating to project experience. The Proposal should also include a 1 – 2 page summary of the key elements of the Proposal.

Evaluation Criteria

An Evaluation Committee will review submitted proposals, and conduct interviews, if necessary. The Evaluation Committee may include staff from the Policy and Development Planning and Departments, the Economic Development Department and the City Manager's office. The Proposal will be evaluated on the basis of the following criteria:

- | | |
|---|-----|
| Qualifications and Experience: | 40% |
| <ul style="list-style-type: none">• Capability of the Consultant/Team Leader;• Qualifications and expertise of the team members;• Skills consistent with the needs of the project;• Experience in similar studies;• Level of public sector experience;• Experience in multi-disciplinary teams;• Demonstrated success in public/stakeholder consultation;• Demonstrated skill in communicating project proposal and products, including excellent graphic analysis and presentation. | |
| Quality of the Proposal: | 30% |
| <ul style="list-style-type: none">• Complete and comprehensive submission; | |

- Demonstrated understanding of the project requirements;
- Organization and clarity of presentation;
- Introduction of innovative ideas and concepts;
- Skill in communicating the project plan.

Project Management: 15%

- Work program, timelines and scheduling consistent with study requirements;
- Degree of participation of senior staff;
- Ability to commit to timing objectives for the completion of the study.

Financial: 15%

- Proposal Fee;
- Appropriate allocation of resources to various phases of study

Negotiations

On completion of the evaluation process, vendor negotiations will be undertaken to refine the details of the contract for all portions of the proposed services described in this Request for Proposals. Negotiations may take the form of adding, deleting or modifying requirements.

Assuming mutually acceptable terms and conditions can be negotiated a contract will be signed with the selected proponent. In the event of default or failure to arrive at mutually acceptable terms and conditions, the City may accept another Proposal or seek new Proposals, or carry out this service in any other way deemed appropriate.

Best and Final Offers

Proponents are reminded that, since this is a Request for Proposal, a best and final offer may be requested, but this would be considered only with the short-listed proponents, if used at all. Proponents are encouraged to provide their best offer initially and shall not rely on oral presentations or best and final offers.

Disbursement of Fees

The successful Consultant will be required to submit a payment schedule prior to commencing the project. The payment schedule shall be subject to the approval of the Project Coordinator.

Invoices will be required to contain the following minimum information:

- Description and explanation of work undertaken in each invoice time period;

- Personnel employed and hours expended by the hourly rate;
- Disbursements;
- Total Fee for each invoice;
- Budget expended to-date and remaining budget.

Conflict of Interest

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

Budget

This contract has an upset limit \$150,000, including GST and disbursements. The budget for this contract includes all of the work described in this Terms of Reference, including the public consultation process, all meetings with other consultants retained by the City on the Core Consulting Team, and all meetings with the Project Coordinator, other planning staff, the Official Plan Working Group, the Technical Advisory Committee, the Official Plan Review Committee, and Council. The Core Team budget also includes the costs of producing the initial and final versions of all required reports for review by staff, as outlined above. The cost of reproducing subsequent additional draft or final copies (beyond the requirements specified above) will be the responsibility of the City.

The Consultant shall not exceed the budget or undertake any work that would cause the budget to be exceeded without written permission from the City of Vaughan. Such permission shall be required for any phase or component of the study, as set out in the approved work plan.

Invoicing

The Consultant will be responsible for invoicing the City, and for the disbursement of fees to any City-approved sub-consultants. Any changes or substitutions to the Consultant/team, subsequent to the submission of the Proposal, will require the written approval of the City of Vaughan. All invoices will be subject to a holdback of 10%, payable upon completion, to the City's satisfaction, of the relevant phase of the project