

**CITY OF VAUGHAN**

**EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 23, 2013**

Item 15, Report No. 14, of the Committee of the Whole, which was adopted without amendment by the Council of the City of Vaughan on April 23, 2013.

**15**  
**CONCORD GO CENTRE SECONDARY PLAN**  
**DIRECTION TO PROCEED WITH STUDY AREA EXPANSION AND ADDITIONAL FUNDING**  
**FILE 26.3**  
**WARDS 4 & 5**

**The Committee of the Whole recommends:**

- 1) That the recommendation contained in the following report of the Commissioner of Planning, dated April 9, 2013, be approved; and**
- 2) That the deputation of Dr. Paulo Correa, Rockview Gardens, Vaughan, and Communication C22, from Ms. Elise Croll, Metrolinx, dated March 27, 2013, be received, and that staff take into consideration the comments of the deputant.**

**Recommendation**

The Commissioner of Planning in consultation with the Director of Budget and Financial Planning recommends that:

1. The study area for the Concord GO Centre Secondary Plan be expanded to include the area illustrated on Attachment No. 2;
2. The budget for Capital Project PL-9024-11 (Concord GO Centre) be increased by \$40,000.00 and funded \$36,000.00 (90%) from City-Wide Development Charges (CWDC) – Management Studies and \$4,000.00 (10%) from the 2013 Policy Planning Operating Budget;
3. A contract Change Order be executed with the lead consultant planningAlliance, to extend the existing contract to include the additional tasks identified in the Scope of Work set out below, in the amount of \$40,000.00;
4. The inclusion of this matter on a Public Committee or Council agenda with respect to increasing the Capital Budget identified as “Concord GO Centre Secondary Plan - Direction to Proceed with Study Area Expansion and Additional Funding”, is deemed sufficient notice pursuant to Section 2(1)(c) of By-Law 394-2002.

**Contribution to Sustainability**

This report is consistent with the priorities previously set by Council in the Green Directions, Vaughan, Community Sustainability Environmental Master Plan, Goal 2, Objective 2.2:

- To develop Vaughan as a City with maximum greenspace and an urban form that supports our expected population growth.

**Economic Impact**

The projected cost of addressing the expanded boundaries is \$40,000.00, as reflected in the Scope of Work described below, which will be funded from the City-Wide Development Charges (CWDC) – Management Studies (90%) and the Policy Planning Operating Budget – Professional Fees, 185001.7520 (10%). The existing budget for the Concord GO Centre Secondary Plan is \$170,048. The additional funding is required as a result of changes to the scope of the project entailed by the study area expansion. Funding from the City-Wide Development Charges

## **CITY OF VAUGHAN**

### **EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 23, 2013**

Item 15, CW Report No. 14 – Page 2

(CWDC) – Management Studies (90%) and the Policy Planning Operating Budget – Professional Fees, 185001.7520 (10%) is recommended.

#### **Communications Plan**

Consultation with various stakeholders has been an important aspect of the Concord GO Secondary Plan study and the current participants will continue to play an important role as the inclusion of the additional lands is considered. In addition, landowners within the expanded study area boundary will be consulted to provide additional input into the Study.

#### **Purpose**

To obtain Council direction on the potential expansion of the Concord GO Centre Secondary Plan Study Area boundary and an additional funding request in response to Council's motion of March 19, 2013.

#### **Background - Analysis and Options**

##### **Location**

The Concord GO Centre Secondary Plan Study Area is located in the Concord community, between Dufferin Street and Keele Street where the former Canadian National Railway (now GO Rail) bridge crosses over Highway 7. The study area is divided into three parcels as shown on Attachment 1. The first parcel has an area of 13.19 hectares and is bounded by the rail line to the west, the West Don River to the east, Highway 7 to the south and extends north up to the rear lots of the properties on Ortona Court ("Northeast Parcel"). The second parcel has an area of 18.16 hectares and is bounded by the rail line to the west, Highway 7 to the north, Highway 407 to the south and the West Don River to the east ("Southeast Parcel"). The third parcel has an area of 1.81 hectares and is bounded by the rail line to the east, Highway 7 to the north, Gemini Court to the south and wraps around the existing low rise residential area east of Baldwin Avenue ("Southwest Parcel").

##### **Background**

The Concord GO Centre Secondary Plan Study Area is identified as a Local Centre by Vaughan's Official Plan 2010. It is bisected by two significant transportation routes (Highway 7 and the Barrie GO Rail line). Highway 7 has been identified by the York Region Official Plan as a Regional Corridor which is expected to develop with higher density land uses in support of the planned transit routes. The vision for Highway 7 is to effect the transformation from a provincial highway to a multi-purpose, transit-supportive urban street that is both a transportation corridor and a successful urban space.

The in-effect OPA 660 identified this area as the "Concord GO Centre" and allows for a full range of urban land uses, including high density residential, major office, business, employment, retail, and institutional and civic uses. OPA 660 describes the Concord GO Centre as generally being located within a 400m radius of the intersection of the Rail line and Highway 7. It contains policies that establish in the Centre area: The need for more specific guidance through the preparation of a Tertiary Plan and the implementing zoning by-law: an overall density target of 3.5 FSI; a maximum height for any building that would be established through a Tertiary Plan and may exceed 10 storeys subject to development compatibility with adjacent uses; and an appropriate height transition with adjacent land use designations.

The Vaughan Official Plan 2010 identifies this area as one of eight required Secondary Plan Areas as shown on Schedule 14-A. The portion of the study area on the north side of Highway 7, east of the GO Rail Line, is designated High-Rise Mixed Use and Natural Areas; the lands in

## CITY OF VAUGHAN

### EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 23, 2013

#### Item 15, CW Report No. 14 – Page 3

the study area on the south side of Highway 7 are designated Mid-Rise Mixed Use and Natural Areas; and to the west, across the GO Rail Line, the study area is designated Mid-Rise Mixed Use and Natural Areas. Heights and densities are not prescribed for the developable lands. These will be determined through the preparation of the secondary plan, which will provide for more detailed guidance on the development of the land.

Council approved the Terms of Reference for the Vaughan Concord GO Centre Secondary Plan on September 27, 2011 and on June 26, 2012 Council approved the retention of a consulting team lead by the firm planningAlliance to undertake the Secondary Plan Study.

#### The Secondary Plan Process and Consultation To-Date

Phase 1 of the study is now complete. This process included background research and consultation with the Steering Committee, Technical Advisory Committee, stakeholders and citizens.

Steering Committee meetings were conducted from October 2012 to January 2013. A total of three meetings have been held to-date. The Steering Committee includes major landowners in the study area and representatives of the Concord West Ratepayers Association. The objective of the Steering Committee has been to identify and address the opportunities and constraints imposed by the current situation and emerging influences allowing for feedback prior to the public meetings.

The Technical Advisory Committee (TAC) has had two meetings. The TAC includes representatives from City departments and external public agencies. Issues relating to transit, stormwater management, land use, open space, pedestrian and street networks are being discussed on an ongoing basis.

Two public meetings have taken place. The first, a Kickoff and Visioning Workshop, was held at City Hall on November 7, 2012. This meeting included the introduction of the consultant and study process; providing an opportunity for residents and stakeholders to provide input and feedback; and engaging the community in developing Secondary Plan and Urban Design Principles; and, identifying hopes and concerns for the study area. Feedback from this meeting was then considered by the Steering Committee for further refinement. The second public meeting was held at City Hall on January 30, 2013 and included a design workshop that presented alternative design concepts for the study area. Participants were asked to identify the preferred elements of the alternatives under consideration. This information will assist in developing a preferred land use and development plan for the area.

At the March 5, 2013 Committee of the Whole Working Session, the consultant and staff provided an update on the study's progress. Amongst the matters discussed was the opportunity for expanding the study area to address issues that extend beyond the limits of the current study. Committee of the Whole adopted the following:

That staff report back on the option of including the additional lands of Bowes Road and Highway 7 and to the North West and North East, as part of the ongoing Study.

This direction was ratified by Council on March 19, 2013. This report responds to Council direction to consider the expansion of the Concord GO Secondary Plan Study Area.

#### Assessing the Need for a Boundary Expansion

Policy Planning, in discussion with the Commissioner of Engineering and the lead consultant, has

**CITY OF VAUGHAN**

**EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 23, 2013**

Item 15, CW Report No. 14 – Page 4

determined that there is merit in proceeding with an expansion of the study area at this time. The following reasons provide the basis for this opinion.

1. The on-going study has revealed the need to examine more closely the possibility and/or feasibility of securing external infrastructure links into the secondary plan area, particularly the street connections. This applies specifically to the north part of the secondary plan area. Providing these links will have implications for the adjacent lands, particularly to the west, over the rail line to Bowes Road; to the north to Ortona Court; and to the east over the Don River Valley to North Rivermede Road (if such a crossing is technically feasible or desirable from a natural heritage perspective). This may require more definitive policy measures to protect such links for more detailed study, such as through an Environmental Assessment.
2. One of the most important issues facing the study area is the flooding of Highway 7 underneath the rail bridge. Much of the contributing flow runs from the north adjacent to the west side of the rail line. Resolving this issue will address a major constraint on the development of this area and the provision of transit facilities and pedestrian connections. This issue has been identified in the work undertaken by the City on the Phase 2, City-Wide Drainage and Stormwater Management Criteria Study, which will be finished by the end of this year. This will likely have policy implications for the Study area. Initial findings from the City-Wide Drainage and Stormwater Management study will inform this process.
3. In considering alternative development scenarios for the secondary plan area, a recurring theme emerging from the ratepayer consultation was the proposal to move any future GO Rail station to the north, from the location shown in the Highway 407 Transitway EA, either entirely to the north of Highway 7, or to a point where the GO Station would straddle Highway 7. This would better serve as a connection to the Viva Bus Rapid Transit system, allowing for more convenient passenger transfers. Under such a configuration, the lands from the west side of the rail line over to Bowes Road, north of Highway 7, would more definitively be part of a potential transit hub and be better able to support higher densities, and possibly some of the necessary transit infrastructure (e.g. pedestrian access, bus terminal facilities, structured parking). Therefore, these opportunities should be given preliminary consideration.

It is noted that this area was not included in the original secondary plan study area, as defined in VOP 2010, because it was an employment area. Therefore, alternative uses such as residential or retail would not be permitted without a Municipal Comprehensive Review. It is not proposed that the City undertake this type of analysis through this process. However, a potential outcome could form the basis for a more thorough examination of this area and an ultimate determination of the uses, densities and potential role in the provision of transit facilities.

4. Part of the purpose of this exercise is the need to identify the long term land use vision for this area. Public input has continued to raise questions about the appropriateness of locating the Highway 407 Transitway Station at the south end of the current study area. There has been a clear preference expressed for the station to be located to the east, toward Centre Street, with the transitway right of way being located to the south of Highway 407. This would eliminate the need for the bus bays, commuter parking, the passenger pick-up and drop-off and the road connection over the valley. This may be feasible if the passenger transfers between a future GO Station and the Transitway are not significant. Therefore, it will be important to investigate in more detail the potential passenger transfers between modes (Go Rail, Transitway, Viva) to inform the City's position on this matter.

## CITY OF VAUGHAN

### EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 23, 2013

#### Item 15, CW Report No. 14 – Page 5

5. The expanded study area boundary will not necessarily result in the inclusion of all or any of the properties in the ultimate secondary plan. However, given the information accumulated to date, the study area should be sufficiently enlarged to accommodate the areas of priority consideration. This includes the properties west of the Rail line over to Bowes Road, north of Highway 7 and the area affected by an alternative station location to the east of Highway 407. The revised study area encompasses these areas and includes lands to the north up to Rivermede Road and as far south as the edge of the Hydro Corridor east of the rail line, as shown on Attachment 2. It is noted that impacts and influences originating beyond the study area boundary will continue to be taken into consideration.

It is noted that this is a policy study, which normally sets the stage for more detailed implementation measures. The work identified above will provide for greater detail than was provided for in the original terms of reference. The work provided for herein would not provide definitive solutions in most instances, given that much of the infrastructure work described above is outside the City's control and timing. However, it would provide the City with a more solid base of information. Additional information would also inform the development of policy that would clearly signal the City's intentions.

The Scope of Work set out below, informed by this commentary, would be the basis for the work associated with the study area boundary expansion.

#### Scope of Work

##### i. Location

The revised study area boundaries are shown on Attachment No. 2.

##### ii. Study Tasks

The consulting team will undertake the following work in respect of the lands within the expanded study area including:

1. A review of the existing land use and land use context, current policies and available study material as necessary.
2. A general examination of the role the expanded study area may play in the evolution of the lands located in the Concord Centre area as originally defined in VOP 2010.
3. In conjunction with Task 2 above, provide a focused examination of the lands located north of Highway 7, between the Rail line and Bowes Road, taking into consideration the following:
  - a) The current land use designations;
  - b) The potential for street network integration into the adjacent lands (i.e. public street connections to the east into the Liberty site) based on sufficient detail to understand the impact of going under or over the rail corridor;
  - c) Any additional transportation analysis to support 3(b) above;
  - d) The implications of and the opportunities for this quadrant to evolve as part of a mobility hub including conditions necessary to facilitate this transition, taking into consideration the following:

## CITY OF VAUGHAN

### EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 23, 2013

#### Item 15, CW Report No. 14 – Page 6

- The desire to have a GO station located adjacent to these lands;
  - The future environmental assessments which would provide for twin tracking of the Barrie GO Rail line and the Concord GO Rail station;
  - Metrolinx requirements for mobility hubs including consideration of optimal land uses assessed against current policy;
  - The implications of the current stormwater management system and possible constraints that it may impose and proposed solutions;
  - Built form and public space modeling and analysis to inform a potential, streets, blocks, open space, height and density regime.
4. In conjunction with 2 above provide a high level examination of the potential for a street/bridge connection across the Don River Valley to connect the Concord GO centre (i.e. the Liberty Site) with North Rivermede Road recognizing obvious natural heritage and road design constraints associated with such options.
  5. In conjunction with 2 above review the opportunities for the relocation of the Transitway Station to the east in the vicinity of the Highway 407 and Centre Street intersection. Such consideration should also include a high level assessment of the GO Rail Passenger – 407 Transfers at the Concord station site.
  6. Provide for two additional meetings with the affected landowners within the expanded boundary area.

#### iii. Deliverables

1. A final work plan to the satisfaction of the Commissioner of Planning prior to the initiation of work.
2. A report for integration into the consolidated study for the Concord GO Centre Secondary Plan study and Official Plan Amendment, identifying the analysis and process and policy recommendations emerging from this scope of work.

#### iv. Budget

The total budget for the prescribed Scope of Work is \$40,000.00, which includes consulting fees, disbursements, 15% contingency, HST and 3% administration recovery.

#### v. Timing

It is expected that the additional work entailed by the boundary expansion and related public consultation can be completed by the end of June 2013 but reporting may not occur until September 2013 due to Council schedules.

#### Implications for the Project Budget

The following is the budget breakdown for the Concord Centre Secondary Plan with the incorporation of the new Scope of Work.

**CITY OF VAUGHAN**

**EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 23, 2013**

Item 15, CW Report No. 14 – Page 7

**Original Contract**

Initial Capital Budget PL-9024-11:		\$170,048
Consulting Assignment RFP12-019	\$127,844	
Contingency (15%)	<u>19,200</u>	
Sub Total	147,044	
Add HST (1.76%)	\$ <u>2,558</u>	
Sub Total	149,632	
Administration Recovery (3%)	<u>\$ 4,489</u>	
Total Cost	\$ 154,121	
Total Cost Consulting Assignment Rounded		\$154,500
Balance Remaining (Devoted to Miscellaneous Items)		\$ 15,548

**Additional Scope of Work**

Recommended addition to budget		\$ 40,000
Consulting Fees and Disbursements	\$ 33,100	
Contingency (15%)	<u>4,965</u>	
Sub Total	38,065	
Add HST (1.76%)	<u>669</u>	
Sub Total	38,734	
Administration Recovery (3%)	<u>\$ 1,162</u>	
Total Cost Additional Scope of Work	\$ 39,896	
Total Cost Additional Scope of Work (Rounded)		\$ 40,000

**Project Summary Including Additional Scope of Work**

Consulting Fees, Disbursements, Taxes	
Contingencies and Administration:	\$194,500
Miscellaneous (Public Meetings, Notifications, Printing etc.):	<u>\$ 15,548</u>

**TOTAL BUDGET ENVELOPE                      \$210,048**

The purpose of the contingency portion of the budget is to account for additional work which may be required because of the need for additional public consultation; discovery of other avenues of inquiry which may be generated by the initial findings of the study; and depth of study where already anticipated work needs to be taken to a greater level of detail to resolve or clarify an issue. Given the number of agencies influencing infrastructure decisions in the study area that will ultimately affect community development, ensuring a complete understanding of these processes will be important.

## **CITY OF VAUGHAN**

### **EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 23, 2013**

Item 15, CW Report No. 14 – Page 8

#### **Next Steps**

The consulting team is currently in the process of compiling and consolidating comments from the public on options for each of the current development concepts. Due to the additional work entailed by the boundary expansion, it is expected that the next round of Technical Advisory Committee, Steering Committee and Public Meetings may commence in the latter part of April. This will lead to a future Public Hearing before Committee of the Whole. This would entail a public hearing taking place in the fall of 2013.

#### **Relationship to Vaughan Vision 2020/Strategic Plan**

This report supports the “Plan & Manage Growth & Economic Viability” objective of the Vaughan Vision 20/20 Strategic Plan.

#### **Regional Implications**

Staff from the Region of York have been consulted and continue to participate in the study process as members of the Technical Advisory Committee. Representatives from the Transportation and Community Planning Departments have been involved throughout the process to-date.

#### **Conclusion**

As identified above, there is merit in expanding the study area boundary to examine a number of broader policy and infrastructure issues that have the potential to bring a more community oriented focus to the Concord GO Centre. The study is currently in Phase 2 of the work program which will lead to the drafting of the Secondary Plan. With the extension of the study area boundary, this stage of the study will be prolonged in order to incorporate the new tasks into the work program. The work associated with the boundary expansion, as set out in the Scope of Work, can be integrated into this study. However, it would result in a delay of the public hearing until the early fall of 2013. As there are potential benefits in undertaking the additional work it is recommended that the study proceed in accordance with the recommendations of this report.

The proposed addition to the Policy Planning Capital Budget for this Study is necessary in order to reflect the proposed Scope of Work to be undertaken by the consultants beyond the current contract. Proposed funding to complete this work is \$36,000.00 (90%) from CWDC – Management Studies and \$4,000.00 (10%) from the 2013 Operating Budget – Professional Fees, 185001.7520, totaling \$40,000.00. The current budget for the Concord GO Centre Secondary Plan Study is \$170,048. The additional \$40,000 will bring the total cost to \$210,048.

Should Council concur with the additional funding request, this action would be considered as an amendment to the Capital Budget. Pursuant to the Municipal Act, before amending a budget, a municipality shall give notice of its intention to amend the budget at a Council meeting. Where a capital project has been subject to a public meeting during the adoption of the approved Capital Budget, and where additional funding is required to complete the approved works, inclusion of the matter on a Public Committee or Council agenda, in this case in the report identified as “Concord GO Centre Secondary Plan - Direction to Proceed with Study Area Expansion and Additional Funding”, is deemed sufficient notice pursuant to Section 2(1)(c) by By-Law 394-2002.

#### **Attachments**

1. Location Map
2. Expanded Concord GO Centre Secondary Plan Study Area Boundary



**CITY OF VAUGHAN**

**EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 23, 2013**

Item 15, CW Report No. 14 – Page 9

**Report prepared by:**

Kyle Fearon, Planner 1, ext. 8776

Roy McQuillin, Manager of Policy Planning, ext. 8211

(A copy of the attachments referred to in the foregoing have been forwarded to each Member of Council and a copy thereof is also on file in the office of the City Clerk.)