

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 28, 2016

Item 22, Report No. 27, of the Committee of the Whole, which was adopted without amendment by the Council of the City of Vaughan on June 28, 2016.

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**STATUS REPORT
CITY OF VAUGHAN GROWTH MANAGEMENT STRATEGY UPDATE (GMSU)
MUNICIPAL COMPREHENSIVE REVIEW (MCR)
FIVE-YEAR OFFICIAL PLAN REVIEW
CITY WIDE
FILE #27.2**

The Committee of the Whole recommends:

- 1) That the recommendation contained in the following report of the Deputy City Manager Planning & Growth Management and Director of Policy Planning & Environmental Sustainability, dated June 21, 2016, be approved; and**
- 2) That the deputation by Mr. Sebastian Mizzi, Vice President, SigNature Communities and Clearway Construction Inc., Pennsylvania Avenue, Concord, and Communication C9, dated June 20, 2016, be received.**

Recommendation

The Deputy City Manager Planning & Growth Management and Director of Policy Planning & Environmental Sustainability, in consultation with the Senior Management Team, recommend:

1. That staff report to Committee of the Whole in September of 2016 on the policy changes that have emerged from the Province as a result of the Provincial Plan Coordinated Review in respect of the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan;
2. That staff continue to advance the development of the operational and administrative framework required to support the City's Growth Management Strategy Update, Municipal Comprehensive Review and Master Plan Updates, taking into consideration the impacts resulting from the release of the Provincial Plan Coordinated Review and the uncertainty over the status of the GTA West Corridor Environmental Assessment; and
3. That staff report to Council, prior to publicly initiating the Growth Management Strategy Update and the Municipal Comprehensive Review, once sufficient clarity has been obtained in respect of the emerging policy regime in order to confirm: the program elements; the scope of work; and the updated program timelines for the completion of the work.

Contribution to Sustainability

Green Directions Vaughan, Community Sustainability and Environmental Master Plan recognizes the important role that the Growth Management Strategy plays in achieving the City's sustainability objectives. Specific policies were included in *Green Directions* to provide for the completion of the Growth Management Strategy to 2031 and its subsequent renewal, as set out in the following policies.

Objective 2.1: To achieve sustainable growth and development by completing Vaughan Tomorrow, the City's Consolidated Growth Management Strategy – 2031, and by ensuring that the strategy is subject to periodic review and renewal;

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Action 2.1.1 In accordance with the requirements of the Strategic Plan, Vaughan Vision 2020, complete and implement Vaughan Tomorrow, the City's Consolidated Growth Management Strategy – 2031. Such a strategy will fulfill the requirements for an Integrated Community Sustainability Plan. The strategy will be prepared in accordance with the requirements of the Places to Grow plan and will be in conformity with the Region of York Official Plan. The Consolidated Growth Management Strategy will be composed of the following elements:

- *Green Directions Vaughan*, the City's first Community Sustainability and Environmental Master Plan;
- The new Official Plan;
- The Transportation Master Plan;
- The Drainage and Stormwater Master Plan;
- The Employment Sectors Strategy;
- The Fire and Rescue Services Master Plan;
- The Parks, Recreation, Facilities and Libraries Master Plan;
- The Long Range Financial Plan

Action 2.1.2 Review the City's Growth Management Strategy at five-year intervals concurrent with the statutory five-year review of the Official Plan and such review shall be coordinated with the periodic review of the Strategic Plan.

Action 2.1.3 At the time of initiating the review referred to in 2.1.2, develop a comprehensive framework for reviewing the strategy. This will include the evaluating and updating where necessary, of the plans cited in 2.1.1.

Council provided direction to proceed on November 17, 2015.

Economic Impact

The financial impact of the overall Growth Management Strategy Update was discussed in the November 17, 2015 report to Council. The overall program involves the undertaking of the City's Municipal Comprehensive Review and the updating of the infrastructure and services Master Plans to accommodate growth to 2041. The estimated costs, by study, were set out as follows.

Review/Master Plan	Budget	Taxation	Engineering DCs	General DCs
Municipal Comprehensive Review/ Five Year Official Plan Review	\$1,623,110	\$162,310	-	\$1,460,800
Green Directions Vaughan	\$48,925	\$4,890	-	\$44,035
Transportation Master Plan	\$473,800	-	\$473,800	-
Active Together Master Plan	\$138,588	\$13,859	-	\$124,729
Water and Sewer Master Plan	\$296,400	-	\$296,400	-
Storm water/Drainage Master Plan	\$296,200	-	\$296,200	-
Development Charges Study	\$475,000	\$23,750	\$237,500	\$213,750
2018 Engineering DC Background Study Update	\$177,700	-	\$177,700	-
Employment Sectors Strategy Study	\$110,000	\$10,000	-	\$100,000
TOTAL	\$3,639,723	\$214,809	\$1,481,600	1,943,314

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On December 15, 2016 Council approved the City's 2016 Capital Budget. The studies identified above were funded in the 2016 Budget, except for the work on the Employment Sectors/Economic Development Strategy, which will be considered in the 2017 Capital Budget process. Additional resource needs will continue to be assessed, in terms of the availability of in-house management capacity and changes in scope or timing resulting from the results of the Provincial Coordinated Plan Review.

Communications Plan

The Communications Strategy and Plan will play a critical role in this process. *Vaughan Tomorrow* was supported by an extensive public engagement program. It reflected the need to address the statutory processes under the *Planning Act* required for the preparation of the new Official Plan as well the need to coordinate with the other elements of the process such as the Master Plans and other supporting studies.

In retaining consulting services to undertake the MCR, one area of expertise that will be prioritized is demonstrated excellence in public consultation and facilitation. The Terms of Reference for the Municipal Comprehensive Review consulting assignment will require the submission of a draft public consultation strategy as part of the Proposal. Each Master Plan will also have a consultation strategy shaped by their individual needs and statutory requirements.

The Communication Plan governing the overall Growth Management Strategy Update will be finalized collaboratively with the affected City Departments and the Corporate Communications Department. The communications strategy should also include the development of a distinctive brand for the Growth Management Strategy 2041 to build public awareness and engagement. It is noted that this program will not be as extensive as the one undertaken for *Vaughan Tomorrow*.

Purpose

The purpose of this report is to advise of:

- Progress to-date in advancing the Growth Management Strategy Update and Municipal Comprehensive Review;
- New information pertinent to the delivery of the program that has arisen since the last report;
- The impacts resulting from the new information and to identify the implications for advancing the Growth Management Strategy Update and Municipal Comprehensive Review; and
- Identify the next steps and any potential changes to the work program.

Background - Analysis and Options

Executive Summary

This report sets out the issues that will affect the City's progress in dealing with the City's Municipal Comprehensive Review and Official Plan Review that have emerged since the last report to Council in November of 2016. The report addresses the following matters as the basis for the recommendations provided above.

- The background setting out the previous Council direction;
- The City's progress to-date in advancing the MCR process and the issues that have arisen that will affect the City's process and timing;
- A discussion of the status of the York Region Municipal Comprehensive Review;
- The implications of the recommendations of the Provincial Coordinated Plan Review;

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- The impact of the uncertain status of the GTA West Environmental Assessment; and
- The conclusions leading to the staff recommendations.

Background

Council direction to proceed with the Growth Management Strategy Update and Municipal Comprehensive Review was based on information that was available at the time of drafting of the report

On November 10, 2015 a staff report proceeded to Committee of the Whole (Working Session) seeking direction to initiate an update of the City's Consolidated Growth Management Strategy - 2031 ("Vaughan Tomorrow") and commence a Municipal Comprehensive Review/Official Plan Review to 2041, to accommodate changes to the Provincial Growth Plan ("Places to Grow") and maintain conformity with the York Region Official Plan. On November 17, 2015 Council adopted the following:

1. That staff proceed with the updating of the City's Growth Management Strategy – 2031 (*Vaughan Tomorrow*) to accommodate the growth of the City to the horizon year of 2041 (the "Growth Management Strategy 2041"), as provided for in Amendment 2 to the Growth Plan for the Greater Golden Horseshoe;
2. That the funding for the work associated with the completion of the Growth Management Strategy 2041 Review and the Municipal Comprehensive Review/Five-Year Official Plan Review) be confirmed through the Capital Budget approval process for the years 2016-2019;
3. That an internal staff technical team, including expertise from various departments, which reports regularly to the Corporate Management Team, be established to support and coordinate the updating of the Growth Management Strategy to 2041 and the combined Municipal Comprehensive Review/Five Year Official Plan Review;
4. That in undertaking this work, staff report on a quarterly or as needed basis to the Priorities and Key Initiatives Committee, or such alternative as may be established by Council, in order to provide status updates and obtain direction where required;
5. That staff proceed with the preparation and issuance of a Request for Proposal to retain consulting services to undertake the City's Municipal Comprehensive Review and the Five-Year Official Plan Review;
6. That prior to the issuance of the Request for Proposal for the Municipal Comprehensive Review/Five-year Official Plan Review, staff report to the Priorities and Key Initiatives Committee to provide an update on the progress to-date; advise of new information pertinent to the project; and confirm such matters as the expected timeline and project charter;
7. That through the assistance of Corporate Communications, a branding exercise be undertaken for the Growth Management Strategy 2041, to distinguish its role as the successor to *Vaughan Tomorrow*, as part of an overall communications strategy and plan; and

Council added the following resolution to the staff recommendations:

By approving that the workplan, as outlined in Attachment 2 of the report of the Deputy City Manager, Planning & Growth Management and the Director of Policy Planning & Environmental Sustainability, dated November 10, 2015, be completed for Council consideration by Q1 2018.

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Progress To-date

Consistent with the approved recommendations above, staff can advise that the following advances have been made in support of the GMSU and MCR:

- Funding for the majority of the program components was approved on December 15, 2015 as part of the 2016 Capital Budget;
- A draft Program Charter for the GMSU has been developed, in consultation with the Project Management Office, which will be finalized in collaboration with the participating departments;
- A draft Project Charter for the Municipal Comprehensive Review has been developed, in consultation with the Project Management Office, for finalization by Policy Planning in consultation with the participating departments;
- A Job Description was prepared and the competition initiated for the retention of a Project Manager – Municipal Comprehensive Review;
- Participating departments are continuing to assess program and staffing needs necessary to ensure the timely initiation of the Master Plan and related studies;
- Staff have been monitoring the York Region Municipal Comprehensive Review and the corresponding Transportation Master Plan and Water and Wastewater Master Plan and their role in influencing the City's the subsequent GMSU and MCR processes; and
- Staff have been monitoring the Provincial Coordinated Plan Review involving the Growth Plan, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan, and the potential impacts of any changes in policy direction that may affect the City's work.

Since last reporting to Council in November of 2015, several issues have emerged that call into question the City's study program and timeline. These issues largely reflect the fact that the City relies on policies originating at other levels of government to set the direction. It was assumed that the City would be proceeding on the basis of a more settled policy regime by this time. However, this has not proven to be the case.

A number of key assumptions underpinning the Growth Management Strategy Update and Municipal Comprehensive Review remain in question as a result of potential changes in policy direction by the Province

Much of the policy framework that governs the City's and York Region's planning processes originates with the Province of Ontario through policies and plans authorized by the Planning Act. Three of the Provincial Plans most pertinent to the Region and the City are the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan. On May 10, 2016 the Province issued the results of the Provincial Plan Coordinated Review, which proposed amendments to the aforementioned plans.

The most critical impacts on the GMSU and MCR originate with the changes to the Growth Plan. The Region of York had already initiated its Municipal Comprehensive Review, based on the 2006 Growth Plan and Amendment 2 thereto, and had reported to Regional Council in November of 2015 on a preferred development scenario and a land budget to accommodate population and employment growth to 2041.

The City's initial planning for the GMSU and MCR has also been based on the policy direction of the in-effect Growth Plan. However, if approved by the Province, the proposed changes to the Growth Plan will have significant policy impacts for the Region and City, which may affect both the location and character of growth reaching out to 2041.

In addition, on December 16, 2016 the Minister of Transportation announced the suspension of the GTA West Environmental Assessment, pending a project review, with an update to be provided in the spring of 2016. The update has not been forthcoming.

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Proceeding with the City's Growth Management Strategy Update and Municipal Comprehensive Review without clarity on the governing policy and on the future of the GTA West Corridor Environmental Assessment would be inappropriate

Clarity in these matters will be a key to the success of the City's GMSU and MCR. Without clear policy direction and some certainty over the status of the GTA West Corridor EA, it would be risky to proceed with the City's work, beyond scoping, drafting of procurement documents and background preparation. This would make Council's direction to have the outcome of the MCR available for consideration in the first quarter of 2018 unattainable, based on an estimation of the provisional timelines for the resolution of the policy regime.

The Province has requested comments by September 30, 2016 on the proposed amendments to the Provincial Plans and is targeting final approval by the end of 2016. Staff will be reporting in September on the changes to the Growth Plan, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan.

Should the significant changes, now being proposed to the Growth Plan, be approved, further analysis will be required by York Region. The product of this work would have to be approved by York Region Council and developed into policy that would be reflected in the updated Regional Official Plan. This process may extend well into the first half of 2017. The result of the Region's MCR will be a key input into the City's MCR process and is a project dependency.

The following sections of this report will focus primarily on the impacts of the changes to the Growth Plan as they affect the planning for Region's MCR and the City's GMSU and MCR.

Current Status of the York Region Municipal Comprehensive Review

Prior to the Provincial announcement on the Coordinated Plan Review York Region had substantially advanced work on its Municipal Comprehensive Review, including 2041 population and employment allocations to the local municipalities, identification of required urban boundary expansions and identification of new intensification targets

The Region's MCR process was initiated in 2014, which led to a staff report to Regional Council on November 17, 2015 entitled "York Region Preferred Growth Scenario". Regional staff recommended the following in respect of City of Vaughan:

- POPULATION: An increase from 297,600 (2011) to 497,400 (2041)
- EMPLOYMENT: An increase from 185,100 (2011) to 321,500 jobs (2041)
- REQUIRED LAND FOR URBAN EXPANSION (WHITEBELT):
 - 2036 Expansion: 297 ha
 - 2041 Expansion: 448 ha
- ALLOCATION OF URBAN EXPANSION BY TIMEFRAME:
 - Block 28: 2036
 - Blocks 42 and 66: 2041

(See Attachment 1)

This outcome was based on several assumptions. These included the application of a 45% intensification rate for new development, to be provided within the existing urban boundary; a minimum of 70 jobs or persons per ha for New Community Areas/Greenfield development; and a

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recognition that market demand to 2041 warranted some level of urban expansion to accommodate ground related housing stock. It was intended that a draft of the implementing Regional Official Plan Amendment be prepared for review in the spring of 2016, followed by its adoption in the fourth quarter of 2016.

On November 17, 2016 Regional Council received the report and directed that staff complete: A comparative analysis of the Provincially mandated 40% intensification target (the minimum as per the 2006 Growth Plan) in comparison to the 45% rate that was recommended in the report; an exploration of the options for accelerating the delivery of services to the North Vaughan area; and consideration of the merits of including the remaining vacant lands in Northwest Vaughan in the urban expansion area to accommodate employment uses. In addition, the motion provided that development in the new communities should be consistent with the Provincial standard of 50 jobs or persons per hectare, as opposed to the minimum 70 jobs or persons per hectare standard that is now in the York Region Official Plan.

On February 18, 2016 Regional Council considered a staff report updating the work plan, next steps and timing for the completion of the Region's MCR

On February 18, 2016, Regional Council approved a resolution confirming a minimum intensification target of 40% consistent with the Provincial Growth Plan (2006), eliminating the earlier requirement for the comparative analysis with the Regional staff's recommended 45% rate. As a result, Regional staff was planning to report in June of 2016 on the implications of the 40% target.

Application of the 40% intensification rate has the potential to alter the land budget that was originally presented to Regional Council in November of 2015. One alternative outcome with a lower rate of intensification may be more extensive urban boundary expansion into the Whitebelt area, less growth in the intensification areas within the existing urban boundary, along with an adjustment in unit types.

Assuming confirmation of the Region's position in June of this year, it was expected the Region would have a draft Regional Official Plan available for review in the fourth quarter of 2016, with the amendment proceeding for adoption in March or April of 2017. This would have left the City with a narrower window to meet Council's target in the first quarter of 2018.

The Outcome of the Provincial Plan Coordinated Review: Implications for the Region and the City

The May 10, 2016 release of the proposed amendments to the Provincial Plans, emerging from the Coordinated Plan Review, supports a vision of a more intensively developed Greater Golden Horseshoe

The most immediate impacts affecting this process are found in the proposed changes to the Growth Plan for the Greater Golden Horseshoe. The draft amendments would appear to direct more intensification and greater densities than were provided for in the original 2006 Growth Plan. Some of the pertinent changes are as follows:

- Require municipalities to identify and protect prime employment land;
- **Increase the intensification target from 40% to 60% of all new residential growth annually to be directed to the existing built-up area;**

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- **Increase the Designated Greenfield Area density target from a minimum of 50 to a minimum of 80 residents and jobs per hectare excluding certain non-developable lands (natural heritage features, rights of way for certain infrastructure and prime employment areas);**
- Setting minimum density targets around major transit stations; and
- When identifying settlement areas, consider integrated planning for infrastructure and public service facilities that considers full life cycle costs of assets and identifies options to pay for these costs over the long-term.

The two bolded bullet points represent the greatest departure from the 2006 Growth Plan and their approval may have a significant impact on City's ultimate land budget. As such, the direction that the Region is currently exploring, at the lower end of the 2006 Growth Plan density standards, would have to be revisited and their implications evaluated.

More detailed work would need to be undertaken to confirm the exact effects on the municipal land budgets of the recommended standards if ultimately approved

In general, increases in density as proposed would probably result in a substantial change in direction over what was under consideration at the Region. The results would likely include:

- Either limited or no urban boundary expansion;
- The focusing of the majority of new growth in the intensification areas, served by rapid transit, within the existing built up area;
- A major shift away from ground related housing to higher density forms, including low, mid and high-rise buildings and mixed-use development.

The City will need await the resolution of the policy regime before moving beyond preliminary background work and confirming administrative arrangements. At this point there are two distinct visions that are under consideration. How long it will take until they are reconciled has not been confirmed.

While these decisions rest elsewhere, the City is an important stakeholder in the process. The Province has requested comments by September 30, 2016. Therefore, it is being recommended that staff report back in September on the proposed changes to the Provincial Plans to allow for Council to provide its input into the finalization of the Plans.

Status of the GTA West Corridor Environmental Assessment Remains Unclear

In 2007 the Ministry of Transportation initiated the GTA West Corridor Individual Environmental Assessment. The purpose of the EA was to explore all transportation options to facilitate the more efficient movement of goods and people across the northerly limits of the GTA in support of the planned growth envisioned in the Provincial Growth Plan. The EA process has two Stages.

The first Stage was completed in 2012 and established a multimodal Transportation Development Strategy to address transportation demands to 2031. It recommended optimizing the existing transportation network including improvements to transit and rail, the widening of existing highways and a new transportation corridor.

Building on the outcome of Stage 1, Stage 2 was commenced in early 2014. Route alternatives were developed for the new transportation corridor, which was designed to include a 400-series Highway and transitway. These alternatives would be evaluated and would form the basis for identifying a preferred route and interchange locations. A short list of route alternatives and potential interchanges were identified in late 2014, which included the following in Vaughan:

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- Three route alternatives between Regional Road 50 and Highway 400;
- Two route alternatives for the northerly extension of Highway 427 to the GTA West Corridor, with the associated freeway to freeway interchange locations;
- Two freeway to freeway interchange locations at Highway 50;
- Potential interchanges at Regional Road 50, Regional Road 27 and Pine Valley Drive.

Until late 2015, the GTA West Project team continued to obtain municipal and stakeholder feedback on the alternatives, key features of the study area and on where the corridor should be located, with the objective of identifying a preliminary design of the preferred route alternative in late 2015. However, on December 16, 2015 the Minister of Transportation announced the suspension of the GTA West Corridor Environmental Assessment, pending a project review, with an update to be provided in the spring of 2016.

At this point, the Minister's update on the status of the EA has not been issued. Uncertainty over this matter affects the ability of both the Region of York and the City of Vaughan to undertake their Municipal Comprehensive Review/Official Plan Review processes. Confirmation of whether the GTA West Corridor program will proceed, be terminated or identify which alignment must be protected, is necessary to provide clarity on land use issues and to inform both the Region's and City's Transportation Master Plan updates.

Relationship to the Term of Council Service Excellence Strategy Map (2014-2018)

Pursuing the City's Growth Management Strategy Update and Municipal Comprehensive Review is consistent with the Term of Council priority to "Update the Official Plan and supporting studies". Proceeding with an update to the City's 2031 Growth Management Strategy (*Vaughan Tomorrow*) will also serve to support a number of other priorities, including: "Invest, renew and manage infrastructure and assets"; "Attract investment and create jobs"; "Create and manage affordable housing options"; "Continue to cultivate an environmentally sustainable city"; and "Enhance civic pride through a consistent city-wide approach to citizen engagement". The elements of the growth management strategy are intended to be mutually supportive with the objective of developing a strategy and plan that is more than the sum of its parts.

Regional Implications

The City's Growth Management Strategy Update and Municipal Comprehensive Review is being timed to follow the Region of York's process to ensure continuing conformity with the Region's Official Plan. City staff will be commenting and reporting on the Regional MCR and the resulting ROP amendment; and will be consulting regularly with York Region staff when developing the City's Official Plan and Master Plan studies. The intent is to maintain a seamless transition between the Regional and City planning documents.

Conclusion

Since last reporting to Council in November of 2015, several issues have emerged that call into question the study process and timeline for the City's Growth Management Strategy Update and Municipal Comprehensive Review. This reflects the fact that the City relies on policies originating with other levels of government as the basis for its planning program. It was assumed the City, by this time, would be able to proceed on the basis of a more settled policy regime.

York Region has yet to confirm the outcome of the land budget for its Municipal Comprehensive Review, which is based on the 2006 Growth Plan. This input is critical to confirming the density, level of intensification and distribution of population and employment that the City must accommodate.

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The result of the Provincial Coordinated Plan Review has the potential to redirect the Region's work, once the amended policies have been confirmed. This would be the case if the draft amendments to the Growth Plan are maintained, as they propose to increase density and intensification targets beyond those contained in the 2006 version of the Growth Plan. Comments on the Provincial Plan Review are requested by September 30, 2016, with approval proposed by the end of the year.

This uncertainty over the policy framework is compounded by the Province's review of the GTA West Corridor Environmental Assessment. An update of the status of this GTA West Corridor process was expected in the Spring of this year, but has not been provided as yet. This is a major piece of infrastructure that will have a significant impact on the land base, land uses and community structure throughout the City. Whether the GTA West Corridor proceeds or not will have land use and transportation implications that will affect the long-term planning of North Vaughan and beyond.

These matters will need to be worked-through over the next year in order to provide policy guidance at a level of detail sufficient for the City to proceed with its MCR process. In the interim, the City is limited in its actions. Vaughan can and will provide comments to the Province on the Coordinated Plan Review; and staff will be reporting in September to meet the Provincial deadline. The City can continue to work with York Region and provide input on policy formulation as appropriate. Finally, staff can continue to undertake background work that includes scoping, preparation of procurement documents etc. on the GMSU and MCR to be ready to proceed when clear policy direction is available.

Due to the factors outlined in this report at this point in time, Council's objective of considering the results of the City's Municipal Comprehensive Review in the first quarter of 2018 will not be achieved. Best estimates would see the target move to the first quarter of 2019.

On this basis it is recommended that the recommendations identified above be approved, as interim measures, pending the confirmation of the policy framework required to guide the Region's and City's growth management planning.

Attachments

1. York Region: Vaughan and King Urban Expansion, November, 2015

Report prepared by:

Roy McQuillin, Director 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.)