EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10. 2013

Item 43, Report No. 52, of the Committee of the Whole, which was adopted, as amended, by the Council of the City of Vaughan on December 10, 2013, as follows:

By approving the following:

That recommendation 4 of the report of the Commissioner of Planning, dated November 26, 2013 be amended to read as follows:

4. That staff be authorized to prepare Requests for Proposals (RFPs) to retain a Lead Planning Consultant and supporting Project Team, to prepare the individual Blocks 27 and 41 Secondary Plans upon finalizing their respective Terms of Reference; and, to report back to Committee of the Whole with recommendations for award of contracts.

Regional Councillor Di Biase declared an interest with respect to the foregoing matter as his children own land in Block 27 given to them by their maternal Grandfather and did not take part in the discussion or vote on the matter.

43

NEW COMMUNITY AREAS
VAUGHAN OFFICIAL PLAN 2010
SECONDARY PLAN PROCESS AND
DRAFT TERMS OF REFERENCE
DIRECTION TO ISSUE REQUESTS FOR PROPOSAL
FILE: 26.4
WARD 1

The Committee of the Whole recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Planning, dated November 26, 2013, be approved;
- 2) That the following be approved in accordance with Communication C8, from the Commissioner of Planning, dated November 25, 2013:
 - 1. That Planning staff report back to a future Committee of the Whole meeting on the Terms of Reference for the Sub-Watershed Studies for the New Community Areas; and, a financial strategy detailing the expected costs and funding sources for their completion after further consultation with TRCA and landowners; and
- 3) That the following deputations be received:
 - 1. Mr. Don Given, Malone Given Parsons, Renfrew Drive, Markham; and
 - 2. Mr. Gerry Lynch, Cole Engineering Group Ltd., Valleywood Drive, Markham.

Recommendation

The Commissioner of Planning recommends:

- 1. That the New Community areas, being Blocks 27 and 41, be subject to two separate but co-ordinated City-initiated Secondary Plan processes, which will result in the adoption of two individual amendments to VOP 2010:
- 2. That the organizational structure for undertaking the Secondary Plan Studies, as shown in Attachment 3, be endorsed as the operational framework for proceeding with the development of the Plans;

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- 3. That the Draft (Generic) Terms of Reference for undertaking the two individual studies shown as Attachment 2 be approved as the basis for the preparation of the final Terms of Reference applying to the Blocks 27 and 41 New Community Areas, subject to refinements. The refinements will include the incorporation of additional specific provisions required to address their individual situations and characteristics, including information derived from in-progress and previously completed studies;
- 4. That staff be authorized to issue Requests for Proposals (RFPs) to retain a Lead Planning Consultant and supporting Project Team, to prepare the individual Blocks 27 and 41 Secondary Plans upon finalizing their respective Terms of Reference; and, to report back to Committee of the Whole with recommendations for award of contracts;
- That a dedicated contract project manager compliment be approved for the duration of the term of the project and funded evenly through existing 2013 capital projects PL-9535-13 and P-9533-13 subject to any input arising at the Committee of the Whole meeting;
- 6. That any information submitted by the Landowners of Blocks 27 and 41 in support of the Secondary Plan Studies, be reviewed by the Consulting Teams as part of their mandated review of background/supporting material; and, that any data gaps be reported on in future reports to the Committee of the Whole as part of this process; and
- 7. That Council advise the Province, Region, TRCA, and transit agencies, including Metrolinx, of the City's interest in senior staff being represented on the City-led Technical Advisory Committee (TAC) envisioned as part of this project.

Contribution to Sustainability

Policies arising from these studies must be consistent with those of the Region of York Official Plan, the Provincial "Places to Grow: the Growth Plan for the Greater Golden Horseshoe", the Vaughan Official Plan 2010; and, with "Green Directions Vaughan, Community Sustainability and Environmental Master Plan" respecting sustainable development and complete communities.

Economic Impact

The funding for the New Communities' Secondary Plan Studies was approved in the 2013 Capital Budget as follows:

- New Community -Block 27: Project PL-9535-13, budgeted at \$515,000.00; and
- New Community Block 41: Project PL-9533-13, budgeted at \$515,000.00.

The detailed RFP requests and recommended contract project manager compliment can be achieved within the above approved capital project amounts.

Communications Plan

The study process will require a public consultation program involving three stakeholder groups:

- A Technical Advisory Committee (TAC) made-up of the public sector, with representation from the Provincial and Regional governments, technical agencies and authorities, and utilities;
- A Landowners' and Landowners' Representatives Group (LLRG) focusing on landowners in the study area; and,

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• The broader public consultation through a Wider General Consultation Program (WGCP).

Meetings will be held with the groups jointly, and separately as required at important milestones throughout the study process (see "Organizational Structure" chart, Attachment 3). The RFPs will require the submission of public consultation plans as part of the proposal package. The final public consultation process would be approved by the Commissioner of Planning in consultation with the Director of Corporate Communications, prior to the initiation of the respective studies by the successful proponents.

Purpose

To receive direction to proceed with the completion of individual Terms of Reference for the New Communities' Secondary Plan Studies, based on the approach described herein and the generic Terms of Reference. Direction is also being sought to prepare and issue the Requests for Proposal.

Background - Analysis and Options

a) Location

The VOP 2010 Identifies two "New Community Areas" located in:

- Block 27, which is bounded by Teston Road to the south; Kirby Road to the north; Jane Street to the west; and Keele Street to the east; and,
- Block 41, which is bounded by Teston Road to the south; Kirby Road to the north; Pine Valley Drive to the west and Weston Road to the east.

The New Community Areas are shown on Attachment 1.

b) Current Land Use

Block 27

Block 27 comprises approximately 400 ha of almost entirely rural lands. The block is traversed east-west by the TransCanda Pipeline Canadian Mainline in the north portion and by the GO Transit Rail Line in the east, which runs north-south west of Keele Street. Parts of the block are located in the Greenbelt, which includes a reach of the West Don River. An additional central tributary of the West Don also traverses westerly through the block from Keele Street to mid-block, and then south to Teston Road. The hamlet of Teston is located at the northeast corner of Jane Street and Teston Road, and extends northward along the east side of Jane Street through Lot 26, and part of Lot 27 of the concession block. The hamlet is characterized by lots zoned A Agricultural by By-law 1-88 that are utilized as large single dwelling residential lots. The remainder of the block is rural.

Block 41

The Block 41 lands have a total area of approximately 441 ha, of which a significant portion is located in the Greenbelt, including a main tributary of the East Humber River. The TransCanada Pipeline Canadian Mainline runs east-west mid-way through the block in its northern half. A main compressor station for the TransCanada Mainline is located mid-block where the two mainlines intersect. There is an existing estate subdivision in the northwest quadrant of the block and the historical hamlet of Purpleville is located at the northeast corner of Teston Road and Pine Valley Drive. The remainder of the Block is largely rural.

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c) The Region of York Official Plan

The new Regional Official Plan (ROP) was approved by the Ministry of Municipal Affairs and Housing on September 7, 2010. It has been subject to a number of appeals and has been undergoing a mediation process which resulted in the Ontario Municipal Board granting a partial approval of the Plan on July 11, 2012, and further modifications and approvals since that time. A modified version of the Plan was consolidated on June 20, 2013; however, portions of the ROP remain under appeal.

The ROP states, with respect to the New Community Areas in the Region, section 5.6.1 (in part):

"That local municipalities, in consultation with York Region, prepare comprehensive Secondary Plans for New Community Areas that meet or exceed the policies of this section of this Plan. The Secondary Plan preparation should include an innovative approach that involves a multidisciplinary team assembled by the local municipality in order to ensure an integrated and sustainable approach to the planning, design and approval of the Secondary Plan."

d) Vaughan Official Plan 2010

The City's Urban Structure Plan (Schedule 1) and Land Use Plan (Schedule 13) designate the majority of Blocks 27 and 41 as New Community Areas. The VOP 2010, Schedule 14A, also identifies Blocks 27 and 41 as the City's "New Community Areas" which will be the subject of future Secondary Plan reviews.

Consistent with the York Region Official Plan, the New Community Areas will be compact, vibrant, inclusive, healthy, sustainable and diverse, with a mix of uses and densities that meet the minimum requirements set out in the Growth Plan and York Region Official Plan. They will provide most of the City's new low-rise housing stock, as well as local-serving commercial uses and community facilities such as schools, parks, community centres and libraries. The Secondary Plans for the New Communities should set the policy framework for the development of complete communities with a unique sense of place and high quality design.

Vaughan Official Plan 2010 provides guidance on the preparation and content of the New Community Areas' Secondary Plans. Policy 9.2.2.14 lists specific objectives and describes the desired character of development for the New Community Areas. The objectives of policy 9.2.2.14 are addressed in sections 2.4.1 and 2.4.2 of the Draft (Generic) Terms of Reference (see Attachment 2). Policy 9.2.2.14 also states (in part):

"b. New Community areas are subject to one comprehensive and co-ordinated City-initiated Secondary Plan process, unless extenuating circumstances (eg. GTA West Corridor) would dictate otherwise...."

Respecting the foregoing, staff is of the opinion that it is appropriate to proceed by way of two separate Secondary Plan Studies; one for each Community block, with specific co-ordinated background studies for the two areas. This recommendation is discussed further in the "Background" section of this report, in subsection h).

Policy 10.1.1.2 of VOP 2010 introduces conditions which must be fulfilled prior to the commencement of the Secondary Plan studies. It was confirmed by way of Council modification after approval by York Region Council on June 28, 2012. In confirming the modification to VOP 2010, City Council provided additional guidance for the preparation of the New Community Area Secondary Plans.

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e) Committee of the Whole Meeting of October 16, 2012: Criteria Respecting Initiation of New Community Area Secondary Plan Studies

On October 16, 2012, staff reported on the initiation of the New Community Secondary Plan(s) and requested direction to report to a future Committee of the Whole meeting for approval of the Terms of Reference for retaining consulting services to undertake the New Communities Secondary Plan(s). At the Council meeting of October 30, 2012, Council approved the following (in part):

- "1. That the Terms of Reference for the Secondary Plans incorporate the findings of Phases 2-3 of the Natural Heritage Network as a key criterion for preparing the structure and design of development of the New Community Areas;
- 2. That the Region of York's New Community Guidelines be incorporated in the Terms of Reference;
- 3. That staff report to a future Committee of the Whole meeting to obtain approval of a Terms of Reference for retaining consulting services to undertake the New Communities' Secondary Plan(s); and,
- 4. That Policy 10.1.1.2. in Volume 1 of VOP 2010 be modified to read as follows, in accordance with the direction of Vaughan Council, as approved by Region of York Council:

"The initiation of the New Community Areas Secondary Plan(s) within the Region of York Official Plan Amendment No. 2 (ROPA 2) Area, as shown on Schedule 1, will not proceed until two of the Secondary Plans identified on Schedule 14-A (Areas Subject to Secondary Plans), as "Required Secondary Plan Areas" and the Natural Heritage Network (NHN) Study are substantially completed. For the purposes of the Secondary Plans identified on Schedule 14-A, substantial completion means having held a Statutory Public Hearing under the Planning Act; and for the purpose of the Natural Heritage Network Study substantial completion means the submission by the landowners within the ROPA 2 amendment area of information in a format and at a level of detail consistent with the TRCA, York Region and City of Vaughan policies, a report to Committee of the Whole and Council on the findings of Phase 1 of the Natural Heritage Network Study and Council approval of Terms of Reference for Phases 2-4."

f) Basis for Proceeding with the Requests for Proposal (RFP) Process

The conditions to be fulfilled prior to commencing the Secondary Plan Studies, as outlined in Policy 10.1.1.2 in the previous section of this report, have now been met:

(i) The NHN Study is well underway. Phase 1 of the NHN Study is complete and a staff report summarizing the findings was provided to Committee of the Whole (Working Session) on December 4, 2012. Committee of the Whole recommended that a summary of the public consultation component be provided to the January 15, 2013 Committee of the Whole meeting; and Phase 1 was subsequently approved by Council on January 29, 2013.

The Terms of Reference for Phases 2-4 of the NHN Study was approved by Council on September 25, 2012, and the consulting contract for the corresponding Request for Proposal (RFP) was awarded on January 29, 2013. The workplan for Phases 2-4 of the NHN Study has been underway since May 2013 and is expected to be completed in the second guarter of 2014.

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A public consultation strategy is a critical component of the workplan for the Natural Heritage Network Study and includes meetings with landowners and their agents for the individual Blocks to be developed. These meetings are planned as technical sessions in January and February of 2014 to discuss data sharing and data interpretation, all of which is part of the Phase 3 objective to test NHN scenarios against ecosystem targets. The completion of these technical sessions in the first quarter of 2014 is anticipated to satisfy the test of the "submission by the landowners within the ROPA 2 amendment area of information in a format and at a level of detail consistent with the TRCA, York Region and City of Vaughan policies."

The actual initiation of the New Community studies will not occur until the Terms of Reference for each New Community Block have been finalized, the RFP issued and the Consultant team is retained. The actual initiation of the studies will most likely coincide with the completion of the NHN technical sessions, or follow shortly thereafter subsequent to the availability of the refined data. Therefore this test will have been met by the time the studies are ready to begin.

(ii) The (Generic) Terms of Reference provided as Attachment 2, responds to the need to incorporate the findings of the NHN Study into the Secondary Plan process. This will take place primarily in Task 1 (Background Study) and Task 2 (Plan Development Process). The key deliverable of Task 2 is a land use concept. This provides an opportunity to integrate recommendations from the NHN Study with information respecting the extent of the NHN area, the priority restoration areas, contribution to ecosystem targets and integration with the proposed parks and open space system. Tasks 1 and 2 provide sufficient background evaluation to address the "Definition of Environmental Open Space Areas and Development Limits, Targets, Performance Indicators, etc."; all of which will form part of the Task 4 deliverables of the (Generic) Terms of Reference.

Appendix 1 to the (Generic) Terms of Reference (see Attachment 2), describes more specifically the environmental components of the New Community Area Secondary Plan Studies; and their relationship to the City—wide NHN Study.

- (iii) The Region of York's New Community Guidelines were adopted by Regional Council on June 27, 2013. They have been included as policy documents to be reviewed by the City's Consultant in the draft (Generic) Terms of Reference.
- (iv) The conditions of policy 10.1.1.2 respecting the requirement that "two of the Secondary Plans identified on Schedules 14-A be substantially completed", has now been met. A Public Hearing was held for the Vaughan Mills Centre Secondary Plan on June 11, 2013; and, the Official Plan for Jane Street and Major Mackenzie Drive (the City of Vaughan Healthcare Campus Centre-OPA 725) was adopted by Vaughan Council on November 29, 2011, and subsequently approved by the Region of York on May 7, 2013.

g) Ontario Municipal Board Appeals for VOP 2010

On July 23, 2013 the Ontario Municipal Board (OMB) granted partial approval to Volume 1 of VOP 2010. Policies specifically relevant to the New Community Secondary Plan Studies are among those not approved at this time. These policies are related to aspects of the Secondary Plan Studies' Terms of Reference and to the commencement of the Studies. Pending endorsement of this report and recognizing any input received by Committee of the Whole, staff will pursue the approval of appealed policies through the pre-hearing process, prior to commencing the RFP process.

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h) Meeting with Landowners of Blocks 27 and 41 on September 30, 2013

City and Regional staff met with the landowners from Blocks 27 and 41 on September 30, 2013, to discuss the approach to the Secondary Plan studies. The items discussed included the Draft (Generic) Terms of Reference; relevant Provincial, Regional and City infrastructure studies, the approach to the studies; options for engaging community and stakeholder groups; and, the projected timeframe for completion of the Secondary Plans.

There was consensus that, although aspects of the New Community Studies may be coordinated, such as elements of the environmental work, transportation planning and community energy planning, the process would be best undertaken as two separate studies, resulting in two Secondary Plans.

This approach was favoured because each block presents its own distinct opportunities and constraints and each will require a comprehensive study process and involve geographically specific data in order to complete the tasks necessary for the development of the comprehensive Secondary Plan. Also, conducting the study as one unified project could entail significant delays, as opposed to two concurrent studies focusing on matters specific to the respective blocks. The immediate communities affected, as well as the different landowners/landowners' representatives involved for each of the blocks, could entail the need for the City to conduct separate community consultation meetings. The consultation process could be pro-longed if done jointly for the two blocks. Given the magnitude of factors to consider, the detail required for each of the New Community Plans, and the different stakeholders involved, it is considered beneficial from both an operational and timeline standpoint to undertake the studies individually (see Proposed Organizational Structure Chart, Attachment 3).

i) Timelines

It is expected that it will take approximately 18 to 24 months from the retention of the Consultants to bring one or both the Secondary Plans to the point of Committee consideration. However, this timing will be influenced by the timing and progress on parallel Region of York, Provincial and developer led studies that will inform this process.

i) Approach to the Preparation of the Secondary Plans

In order for the City to fulfill its mandated responsibility for the preparation of the New Community Areas' Secondary Plans, it will need to undertake a rigorous process that meets all Provincial and Regional requirements and results in a product that would be professionally defensible at the Ontario Municipal Board. The selected consulting teams will be expected to provide this level of service.

In this instance a number of data sources will be coming together which will inform the studies. The City will be receiving almost concurrently with the start of the study process, the draft Natural Heritage Network Study. This will represent a solid foundation for the natural heritage information requirements and other environmental work that will need to be completed for the Secondary Plan process.

A further source of information and input will come from the landowner-developer groups. The Blocks 27 and 41 landowner groups have also been conducting studies on their respective blocks and have assembled information in a number of areas relevant to the Plan development process, which will be useful. Landowners have indicated that this information will be made available to the City and can be used to advance the process. Where this information does not meet City standards, additional work by the City's consulting team may be required.

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One of the prime responsibilities of the consulting teams will be to review the existing data available from all levels of government and agencies, including the City's VOP 2010 Background Studies, the Natural Heritage Network Study and the landowner submissions. The consulting teams will be expected to identify gaps in this information and conduct additional research as required to allow for the completion of the Secondary Plan studies. This approach should help identify issues early in the process, so they can be resolved in a timely and collaborative manner involving landowners and public agencies. The attached (Generic) Terms of Reference reflects the suggested approach.

Highlights of the Draft (Generic) Terms of Reference:

The Draft (Generic) Terms of Reference form Attachment 2 to this report. This section provides a brief synopsis; however, reference to Attachment 2 is required for a full understanding of the process.

The City Consultant will be responsible for undertaking the following tasks:

A. The Background Study and Report

- (ii) A review of the regulatory context; including existing Provincial, Regional and local initiatives that are applicable to the study area, or have the potential to influence its future. This would include the new Region of York and City of Vaughan Official Plans and their supporting studies.
- (ii) Review any information provided by individual landowners or landowner groups.
- (iii) Undertake an analysis of existing and planned conditions, within and adjacent to the study area that may influence the resulting opportunities and constraints.
- (iv) Based on the preceding tasks develop guiding principles, goals, and objectives for the Secondary Plan study area.

B. The Plan Development Process

The Plan development process will be informed by a visioning/consultation process designed to capture the views and input of the public, Council, government and government agencies' staff, and affected landowners. This process will be linked to a series of technical studies which will support the policy development process.

(i) The Supporting Studies

The supporting studies are intended to respond to the requirements of Volume 1 of VOP 2010, policies 9.2.2.14 - New Community Areas, 10.1.1.2 - Initiation of New Community Areas Secondary Plan(s), and 10.1.1.3 - Secondary Plans. The required range of studies will be identified in the final City approved workplan and the scope of work confirmed prior to commencement of each study. The studies which are anticipated to be undertaken include:

- · Demographics, Population and Employment
- Housing Mix and Strategies
- Land Use, Density and Urban Design
- Transportation and Transit
- Parks and Open space
- Sanitary Services, Water and Stormwater Management

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- Environmental and Heritage Resources
- Sustainability and Community Energy Planning
- Targeted examination of special areas such as potential transit hubs or local centres

(ii) Visioning, Stakeholder Engagement and Public Consultation

Concurrently with the preparation of the supporting studies, the Consultant will be expected to initiate a visioning and consultation program to support the policy development process. It is expected that the strategy would engage the following groups:

- Vaughan Council
- · Relevant Provincial, Regional and TRCA Staff
- The general public including Ratepayer organizations
- Affected Landowners
- Stakeholder/Interest Groups including non-government Organizations (NGOs)
- · Other levels of government including First Nations
- Affected agencies, authorities and School Boards
- Utility providers

It is anticipated that the consultation process will involve three distinct consultation groups: a Technical Advisory Committee (TAC), comprised of Provincial, Regional City and relevant agencies' staff; a Landowners and Landowners' Representatives Group (LLRG); and, a Wider General Consultation Program (WGCP), including Council and the surrounding community. It is anticipated that there will be a minimum of six consultation meetings with the WGCP, to which the TAC and LLRG will also be invited. The City Consultant Team and City Project Team will be expected to attend all consultation meetings (see Attachment 3).

In addition, there will be separate meetings and joint meetings, held with the TAC and LLRG at milestones in the planning process and/or to discuss specific issues which may arise. It is estimated that there will be a minimum of 12 meetings with each of these two consultation groups, inclusive of the WGCP meetings.

C. Preparation of the Draft Secondary Plan Study Report

The Draft Secondary Plan Study Report provides for the development of the necessary policies and schedules that can be adapted and converted into a Secondary Plan. It is expected that at a minimum the Secondary Plan Study Report will address the following matters:

- The methodology used in developing the Secondary Plan;
- The legislative and regulatory framework, current internal and external conditions of the study area, goals and objectives, etc.;
- The development of the Community Vision;
- Supporting Studies and Analyses addressing the foundational elements of the Plan;
- A synthesis of the Community Vision and the supporting studies and analyses to create the required Secondary Plan policies and schedules; and,
- Documentation of the Public Consultation Process.

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D. <u>Preparation and Refinement of the Draft Secondary Plan</u>

The Draft Secondary Plan will be a product of the foregoing Tasks A., B., and C. It will form the basis of further public consultation in order to obtain input and comment. Once prepared, the Draft Plan will enter into a refinement process based on comments from governments, agencies and stakeholders, and all others involved in the Public/Stakeholder Consultation program. This will lead into the statutory approval process under the Planning Act and Council's adoption of the Plans.

Relationship to Vaughan Vision 2020

The actions recommended in this report are consistent with the Vaughan Vision objectives to: Plan and Manage Growth and Economic Vitality; and to Lead and Support Environmental Sustainability.

Regional Implications

Regional staff will be invited to participate as members of the Technical Advisory Committee envisioned for each of the New Community Areas' Secondary Plan Studies. The Region will also be circulated on all draft documents required for study deliverables.

Conclusion

The conditions of VOP 2010, policy 10.1.1.2, have been, or are expected to be met no later then the first quarter of 2014. Therefore it is appropriate to initiate the procurement process to retain the necessary multi-disciplinary consulting teams and to work with Human Resources to prepare a job description for an internal City Project Manager consistent with recommendations in the Public Service Renewal report from the Planning Commission.

Staff are satisfied that the best approach is to conduct two individual but co-ordinated studies from the perspective of efficiency, clarity of process and in recognition of the differing characteristics of these two areas. The retained consulting team will be expected to integrate data from a variety of sources, identify gaps in the available information and conduct remedial studies, sufficient to inform the preparation of the respective Plans. A comprehensive public and government/agency consultation process will be put in place engaging the technical agencies, the landowners and the broader public. It is expected that the studies will take approximately 18 to 24 months to complete from the date of retention of the consultants to the time of the adoption of the Secondary Plans.

Therefore it is recommended that staff be directed to proceed with the finalization of the (Generic) Terms of Reference, modifying them as needed to accommodate the requirements of the individual New Community Areas and to issue of the Requests for Proposals to retain the required consulting teams.

Should Committee concur, the recommendations provided in this report can be adopted.

Attachments

- 1. New Community Areas Location Map
- 2. Draft (Generic) Terms of Reference
- 3. Proposed Organizational Structure for Completion of the New Communities' Secondary Plans

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Report prepared by:

Anna Sicilia, Senior Planner, ext. 8063 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.)

Regional Councillor Di Biase declared an interest with respect to the foregoing matter as his children own land in Block 27 given to them by their maternal Grandfather and did not take part in the discussion or vote on the matter.