

**DATE:** DECEMBER 8, 2014  
**TO:** HONOURABLE MAYOR AND MEMBERS OF COUNCIL  
**FROM:** JOHN MACKENZIE, COMMISSIONER OF PLANNING  
**RE:** COMMUNICATION  
REPORT NO. 41 , ITEM 63, COMMITTEE OF THE WHOLE-DECEMBER 2 2014  
  
NEW BUSINESS – OPA FILE OP.13.005, CELEBRATION ESTATES  
REQUEST FOR LAND USE STUDY

C	9
Item #	63
Report No.	41 (CW)
Council -	December 9/14

### **Recommendation**

The Commissioner of Planning, in consultation with the Director of Financial Planning and Analytics recommends:

1. That the Draft Terms of Reference forming Attachment 2 to this report, be approved as the basis for the preparation of the final Terms of Reference for the Highway 7 and Kipling Avenue Northeast Quadrant Land Use Study;
2. That staff proceed to commence and finalize the procurement process for the Land Use Study, and be delegated authority to make minor refinements to the Draft Terms of Reference (Attachment 2) prior to award of the study;
3. That the \$27,915.00 available in the Year End Expenditure Reserve, VMC Retail Study and the \$29,742.00 available in the Capital Project, Highway 400 Employment Study (9825-0-05) be re-purposed to fund the cost of the Highway 7 and Kipling Avenue Northeast Quadrant Land Use Study. The total amount which will be available to complete the land use study subsequent to the re-purposing of said funds is \$57,657.00; and
4. That this communication be deemed sufficient notice pursuant to Section 2(1)(c) of By-Law 394-2002 with respect to amending the capital budget identified as Budget Amendment - Highway 7 and Kipling Avenue Northeast Quadrant Land Use Study.

### **Economic Impact**

There is no new economic impact from this report as the funding for this work is sourced from existing approved reserve funds and residual Capital Budget funds that are being re-purposed to conduct this study. The re-purposed funds will be placed in a new capital project budget identified as Budget Amendment – Highway 7 and Kipling Avenue Northeast Quadrant Land Use Study.

### **Communications Plan**

The study process entails a public consultation program which will include consultation with residents and landowners in the study area, surrounding area land owners, City staff, City Council, and representatives from the Region of York and other public agencies as required.

### **Purpose**

The purpose of this communication is twofold: (i) To receive Council approval to commence the procurement process for the Highway 7 and Kipling Avenue Northeast Quadrant Land Use Study upon

the refinement of the attached draft terms of reference; and, (ii) to seek approval for the re-purposing of available funds as detailed in the “budget” section of this memorandum, to cover the cost of consulting services to complete the study.

An additional purpose of this report is to inform Council that the end date discussed in the report may be delayed into Fall/Winter 2015 to reflect procurement and Planning Act notice requirements in addition to timing considerations related to public and agency review.

## **Background - Analysis and Options**

### **Study Area**

The subject lands are located at the northeast quadrant of Highway 7 and Kipling Avenue, bounded by Burwick Avenue to the north, Highway 7 to the south, Kipling Avenue to the west, and the westerly boundary of the existing elementary school to the east (see Attachment 1). The Vaughan Official Plan 2010, designates the lands “Low-Rise Residential”, “Low-Rise Mixed-Use”, and “Mid-Rise Mixed-Use” with specific heights and densities for individual parcels ranging from 2 storeys, and less than 0.5 FSI, to 10 storeys and 3.5 FSI.

### **Council Direction**

On June 17, 2014 Development Planning provided a report to Committee of the Whole recommending the approval of OP.13.005, to amend Vaughan Official Plan 2010, re-designating the Celebration Estates lands from “Low-Rise Residential” to “Mid-Rise Residential” with a maximum FSI of 3.5 and a maximum building height of 10-storeys. The report also included a recommendation to approve the Zoning By-law Amendment (File Z.13.008) and Site Development Application (File DA.13.016). At Closed Session, Council adopted, as amended, by the Council of the City of Vaughan on June 24, 2014, as follows:

***“By approving the recommendation contained in the report of the Commissioner of Planning, Interim Director of Planning/Director of Development Planning, and Manager of Development Planning, dated June 17, 2014, subject to the amendment set out in Communication C11 from the Commissioner of Planning, dated June 19, 2014, as follows:***

***1. That Recommendation 3.a) iv., be replaced with the following:***

***iv. The owner and the City of Vaughan shall seek a modification of VOP 2010 to reflect Council's approval at the Ontario Municipal Board, and thereby resolve the owner's appeal of VOP 2010.”***

The “Mid-Rise Residential” designation at the proposed height of 10-storeys, and density of 3.5 FSI was subsequently approved by the Ontario Municipal Board as a modification to the VOP 2010, on September 30, 2014.

As part of the June 17, 2014 report, Planning staff also recommended Committee of the Whole's approval for Policy Planning Division to undertake a land use study for the area at the northeast quadrant of Kipling Avenue and Highway 7. The final boundaries were to be determined by the Planning Department and the study would address land use designations, densities, building heights, and identify opportunities where intensification might occur. This recommendation was also approved by Council on June 24, 2014.

At the December 2, 2014 Committee of the Whole meeting, Council further directed:

***“That the study referred to in recommendation #7, of Committee of the Whole, Report No. 30, Item 6, adopted at the Council meeting of June 24, 2014, namely “THAT Vaughan Council***



direct the Vaughan Planning Department, Policy Planning Division, to undertake a land use study for the area at the northeast quadrant of the Kipling Avenue and Regional Road 7 intersection as shown on Attachment #2, with the final boundaries to be determined by the Planning Department, Policy Planning Division, to address land use designations, density and building heights and identify opportunities where intensification may occur. A Transportation Study should also be carried out in conjunction with the land use study.”, be provided no later than the end of June, 2015, and make use of the massing model, segment analysis, and results of the peer review commissioned in respect of the aforementioned application.”

Therefore, staff have provided draft terms of reference for the study (Attachment 2), and a corresponding recommendation, to facilitate the earliest possible commencement of the Highway 7 and Kipling Avenue Northeast Quadrant Land Use Study. However, it should be noted that the timing of public consultation, statutory public meetings and the receipt of agency input, may impact the timing of the final report for this Land Use Study.

#### Focus and Scope of the Study

The study will result in a land use and urban design plan for the subject lands which will form an Official Plan Amendment to the VOP 2010, Section 12.10. The study will address land use designations, densities and heights, built form, and take into consideration the existing conditions; including active development applications within the area; existing land uses; current Provincial, Regional, and municipal policy frameworks ; and, recently completed and on-going planning studies in the immediate vicinity. It will provide the City with the opportunity to further refine its position on the future of the northeast quadrant of Kipling Avenue and Highway 7.

#### Budget

Total funds available for this study are \$57,657. The budget to complete the study will be provided through the re-purposing of existing funds which are no longer required for their original projects, as follows:

1. YE Reserve- Vaughan Metropolitan Centre Retail Study	\$27,915.00
2. Approved Capital Project, Highway 400 Employment Study (9825-0-05)	<u>\$29,742.00</u>
Total available funds for Highway 7/Kipling Avenue Land Use Study	<u>\$57,657.00</u>

#### Timing

On December 2, 2014 the Committee of the Whole directed that the study be completed by June 2015. However, timing will be affected by procurement and public consultation requirements. Procurement will begin upon Council approval but will likely not conclude until early in the New Year. A minimum of three (3) public consultation meetings will be required followed by a public hearing. A final report will be prepared following the input received at the public hearing. The public hearing or statutory meeting under the Planning Act will be scheduled for May or June of 2015.

The study will commence in January of 2015 and will likely proceed to public hearing in June of 2015, but the final study may not be completed until the Fall/Winter of 2015.

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

The proposed Highway 7 and Kipling Avenue Northeast Quadrant Land Use Study is consistent with the priorities set by Council in the Vaughan Vision 2020 Plan, and in particular with the City's commitment to “plan and manage growth and economic vitality.”

### **Regional Implications**

The Highway 7 and Kipling Avenue Quadrant Land Use Study will be prepared to be in conformity with the most current Regional and Provincial policy requirements. Once approved by Vaughan Council, the Official Plan Amendment will be forwarded to the Region for final approval.

### **Conclusion**

The Highway 7 and Kipling Avenue Northeast Quadrant Land Use Study was originally approved by Council on June 24, 2014. In view of Council's recent direction to commence the study as soon as possible, staff have drafted the attached terms of reference, and proposed that funding be repurposed from existing available sources to complete the study. Should the recommendation provided in this communication be approved, staff will immediately proceed to refine the terms of reference and commence the procurement process in order to meet the projected timelines outlined in the timing section of this report.

Respectfully submitted,



JOHN MACKENZIE  
Commissioner of Planning

AS/lm

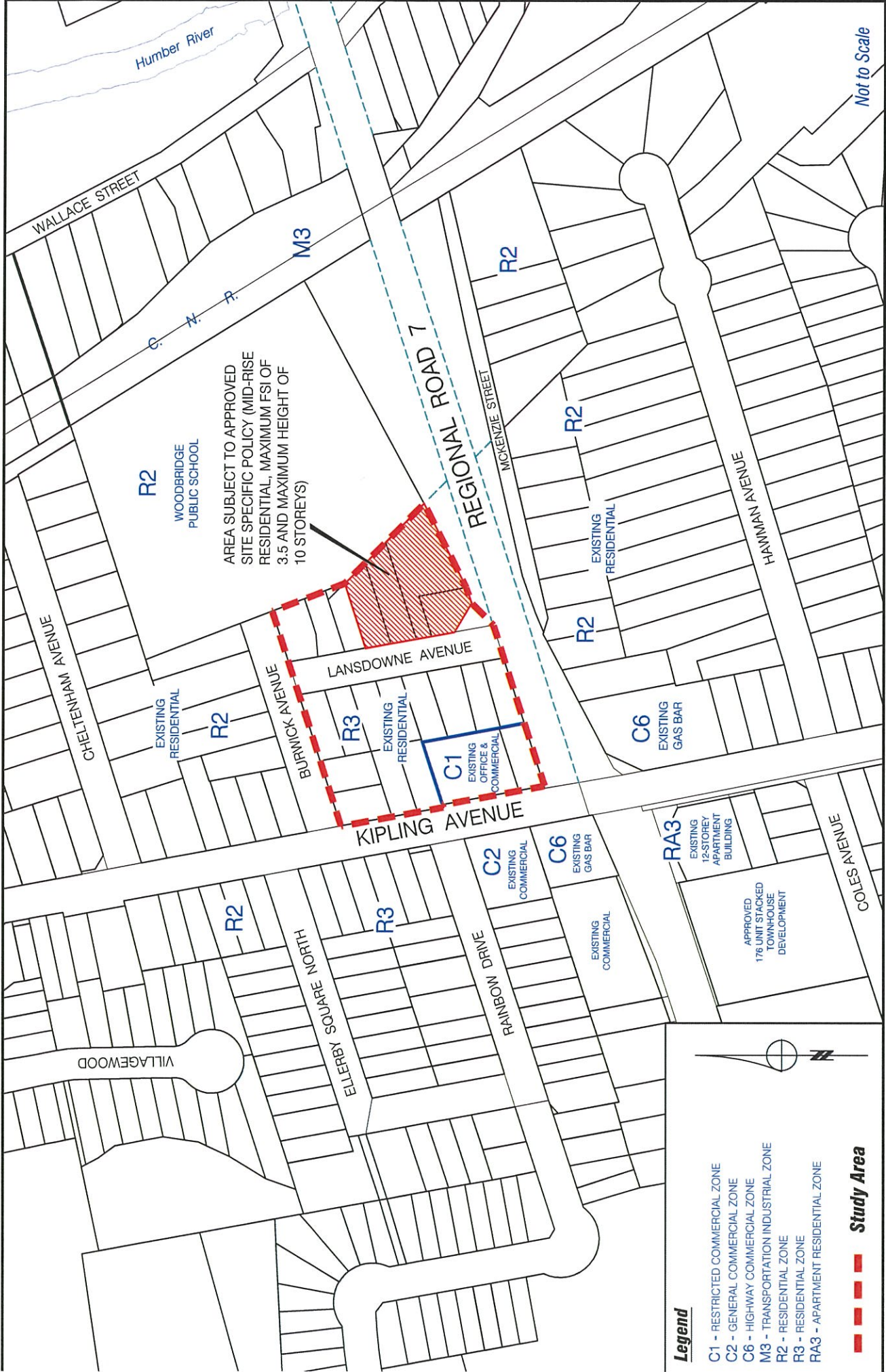
### **Attachments**

1. Location Map
2. Terms of Reference

Copy To:

Barbara Cribbett, Interim City Manager  
John Henry, Commissioner of Finance & City Treasurer  
Laura Mirabella-Siddall, Director of Financial Planning & Analytics  
Jeffrey A. Abrams, City Clerk  
Roy McQuillin, Acting Director of Policy Planning  
Anna Sicilia, Senior Planner





# Location Map - Highway 7 and Kipling Avenue Northeast Quadrant Land Use Study

**TERMS OF REFERENCE (DRAFT)****Highway 7 and Kipling Avenue Northeast Quadrant Land Use Study****1. Introduction**

This Terms of Reference is provided to guide the development of a land use study and Official Plan Amendment to the Vaughan Official Plan (VOP) 2010, for the lands located at the northeast quadrant of Highway 7 and Kipling Avenue.

**2. Location**

The focus of this land use review is the northeast quadrant of Highway 7 and Kipling Avenue, bounded by Burwick Avenue to the north, Highway 7 to the south, Kipling Avenue to the west, and the westerly boundary of the existing elementary school to the east.

**3. Existing Land Use**

The lands forming the northeast quadrant of the Highway 7 and Kipling Avenue intersection are designated, "Low-Rise Residential", "Low-Rise Mixed-Use", and "Mid-Rise Mixed-Use" by VOP 2010.

Currently, the immediate corner of the northeast quadrant intersection is occupied by existing office and commercial buildings. The remaining easterly portion of the area facing the north side of Highway 7, is designated Low-Rise Mixed-Use and occupied by a health center. The Celebration Estates site is designated Mid-Rise Mixed-Use, and is immediately east of Lansdowne Avenue, fronting onto Highway 7. It is lined by thick brush on the south side facing Highway 7.

The lands in the northern portion of the quadrant, fronting onto Kipling Avenue, and south of Burwick Avenue, are occupied by Low-Rise Residential lots, each containing a single detached dwelling. The remainder of the quadrant lands fronting onto the south side of Burwick Avenue and the west side of Lansdowne Avenue are also occupied by single detached dwellings.

**4. Background**

On June 17, 2014 Development Planning provided a report to Committee of the Whole that recommended the approval of OP.13.005, to amend Vaughan Official Plan 2010, re-designating the Celebration Estates lands from "Low-Rise Residential" to "Mid-Rise Residential" with a maximum FSI of 3.5 and a maximum building height of 10-storeys. The report also included a request to approve the Zoning By-law Amendment (File Z.13.008) and Site Development Application (File DA.13.016). At Closed Session, Council adopted, as amended, by the Council of the City of Vaughan on June 24, 2014, as follows:



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As part of the Committee of the Whole report of June 17, 2014, Planning staff also recommended Committee of the Whole’s approval for Policy Planning Division to undertake a land use study for the area at the northeast quadrant of Kipling Avenue and Highway 7. The final boundaries were to be determined by the Planning Department and the study would address land use designations, densities, building heights, and identify opportunities where intensification might occur. This recommendation was also approved by Council on June 24, 2014.

**5. Study Goals**

To develop a land use and urban design plan for the subject lands to address land use designations, density and building heights, and which takes into consideration the existing conditions; including active development applications within the area; existing land uses; current Provincial, Regional, and municipal policy frameworks; and, recently completed and on-going planning studies in the immediate vicinity.

**6. Study Requirements**

It is expected that the study will be conducted as a series of tasks as set out below.

**Task 1: Research and Analysis**

The following background review and analysis will inform the setting of objectives for the visioning exercise which is to be conducted following Task 2.

- (i) Existing conditions pertaining to the subject lands, including any active development applications;
- (ii) Current Provincial and Regional policies relevant to the study area;
- (iii) OPA 661- Avenue 7 Corridor and Vaughan Official Plan 2010;

- (iv) Background staff/consultant reports related to development applications for the subject lands, and the external Peer Review conducted by Urban Strategies Inc. for the easterly portion of the subject lands;
- (v) The potential impacts of, or considerations arising from, the Kipling Avenue Corridor Secondary Plan;
- (vi) The Council adopted Woodbridge Centre Secondary Plan;
- (vii) The Woodbridge Heritage Conservation District Study and Plan, and the Vaughan Heritage Inventory;
- (viii) The community services and park requirements in light of any prospective increased densities and land use permissions using the recently updated Parks and Recreation *Active Together* Master Plan and other available sources;
- (ix) Any other studies or information that may be pertinent and the identification of any information gaps where additional work may be warranted.

#### Task 2: Setting the Objectives

- (i) Informed by Task 1, identify opportunities and constraints that may influence the preparation of the land use plan and urban design framework.
- (ii) Identify any special characteristics or attributes that will require special attention in the development of the land use plan policies.
- (iii) Develop guiding principles, goals and objectives for the study area.

#### Task 3: The Land Use Study and Development of the Concept Plan

- (i) Develop a preferred land use concept for the lands which considers:
  - The planned and existing land uses within and adjacent to the study area;
  - The existing and planned infrastructure;
  - Identification of any Natural Heritage elements and required treatment or accommodation;
  - The internal road (public or private) network serving the area and the internal block structure and external connections to the Regional road network;
  - The distribution of land uses;
  - Building heights, massing and densities; and
  - Housing unit mix.



- (ii) Prepare Draft Urban Design policies which:
  - Are coordinated with the Urban Design policies of the Kipling Avenue Corridor Secondary Plan, the Woodbridge Centre Secondary Plan, and the Woodbridge Heritage Conservation District Study and Plan;
  - Address public realm areas including parks, squares, open space areas, street allowances and adjacent private spaces; and
  - Provide guidance on building massing, the buffering of sensitive uses, landscaping and where necessary the application of angular planes.
- (iii) Conduct a scoped Transportation Assessment to guide the preparation of the land use concept. The Assessment will:
  - In consultation with York Region, confirm the optimal location of public and private road network connections to Kipling Avenue and Highway 7, including consideration for the active transportation network;
  - Verify through the review of studies previously conducted for the Celebration Estates application and any other relevant work, that the transit network is capable of meeting the total demands of the projected population;
  - Identify the preferred approach to the design of internal (within the quadrant) public and private road networks recognizing constraints;
  - Consider any traffic infiltration issues which might arise given the planned land use concept;
  - Identify Transportation Demand Management measures which will be required to respond to the planned land use concept.
- (iv) Identify Servicing Constraints, including:
  - Servicing capacity, including municipal water and sanitary sewers; and,
  - Stormwater management.

#### Task 4: Development of the Land Use Plan

Based on the studies and concept plan which emerge from Task 3, Prepare a Draft Plan, including urban design policies for the subject lands. The Draft Plan and policies will be further refined through subsequent stakeholder consultation.

### **7. Public and Stakeholder Consultation**

Stakeholder Consultation with Vaughan Council, City staff, Regional staff, landowners, the surrounding community, and other affected agencies, will take place throughout the process.

In addition to regularly scheduled meetings with City Staff, the Study will include a public consultation program consisting of four structured meetings:

- (i) Meeting 1: An introductory meeting and workshop with stakeholders. The first part of the meeting will outline the land use and design

principles/objectives for the study area based on Provincial, Regional and municipal policy frameworks and surrounding land use context. The second part of the meeting will include a workshop with stakeholders to explore additional objectives/develop a final set of objectives for the study area and preferred planning scenarios for the subject lands. Each of the groups' work will be collected at the end of the evening. This meeting is to be held following the completion of Task 2.

- (ii) Meeting 2: A draft plan resulting from the compilation of objectives and alternative land use plans developed at the workshop will be presented at the second meeting and discussed with stakeholders.
- (iii) Meeting 3: A refined draft plan and land use and design policies will be presented and discussed for public input.
- (iv) Meeting 4: A Public Hearing will be held to present the draft plan and policies to Council and to the community.

\*The final workplan approved by the City will confirm the stakeholder consultation process.

## **8. The Consultant - Qualifications**

For the purpose of this assignment, the term "Consultant" also means "Consulting Team" and includes any combination of individuals, firms, companies or corporations included on the study team. The Consultant will appoint a senior professional in the lead firm as the Consultant Team Leader who will be responsible for the coordination of all consulting resources under the accepted work plan. The Consultant Team Leader and the Lead Firm will be responsible for invoicing and the disbursement of fees to sub-consultants.

The Consultant will be expected to provide multi-disciplinary expertise in a range of fields, including:

- Land Use Planning;
- Urban Design;
- The preparation of Official Plan policies;
- Traffic and Transportation Planning;
- Municipal Services;
- Public Consultation;
- The preparation of high quality graphics, illustrations and renderings for the purposes of illustrating concepts and plans emerging from the study process.

## **9. Timing of Study**

The study will commence in January of 2015 with the goal of proceeding to public hearing in June of 2015. Final approvals will be sought as expeditiously as possible following input received at the public hearing.



## 10. Deliverables

- 1) **A Vision and Land Use Concept Report:** An interim report summarizing the development of the vision, refinement of the goals and objectives, and the stakeholder consultation regarding the preferred land use concept.
- 2) **The Land Use Study** will provide the policy basis for the Area Specific Land Use Plan. The Study Report will describe the legislative and regulatory framework, the planning context, the study methodology, goals and objectives, the record of public consultation and the basis and justification for the preferred land use plan and include:
  - the Urban Design framework;
  - the Transportation Analysis;
  - other supporting studies which may be required; and,
  - a Concept Plan and 3D modelling to correspond to the final proposed land use and urban design plan.
- 3) **The Highway 7 and Kipling Avenue Northeast Quadrant Land Use Plan** (forming a separate document), will be based on the underlying policies of Volume 1 of VOP 2010, and formatted for insertion into Chapter 12 of Volume 2 as an amendment to Section 12.10 "Kipling Avenue and Highway 7".

The Area Specific Land Use Plan shall address the following matters:

- (i) Conformity with the different governmental frameworks;
- (ii) The urban design framework and built form policies;
- (iii) Projections for residential units and/or jobs;
- (iv) Land use designations, building heights and densities;
- (v) Housing mix;
- (vi) Street and transit network;
- (vii) Open space and community facilities; and,
- (viii) Phasing.

## 11. Copies

The Consultant will provide the following copies of the required deliverables:

- 1 digital copy of the Vision and Land Use Concept Report, including the Concept Plan for the subject lands;
- 1 digital copy of the Draft Study Report;
- 25 copies of the Area Specific Land Use Plan;

- 5 hard copies and 1 digital copy of the final Study Report ;
- 1 hard copy and 1 digital copy of the final Draft Area Specific Land Use Plan;
- 1 digital copy of all images and mapping, where appropriate digital information shall be georeferenced in accordance with City Standards (NAD 83, 7 UTM, Zone 17). Acceptable City formats include: jpeg photos, AutoCAD dwg (2004 version or higher), jpeg/bmp/tif/Adobe graphics. Specific technical information will be provided to the selected consultant; and,
- 1 digital copy of all power point presentations.

**12. Project Administration and Work Plan**

The study will be administered by the Policy Planning Department. The City will appoint a Project Coordinator who will be responsible for project oversight and management.