



COMMITTEE OF THE WHOLE MEETING

April 13, 2015

SRPRS.15.032

Planning and Regulatory Services
Policy Planning Division

**SUBJECT: Terms of Reference for the Yonge Street and 16th Avenue
Key Development Area (16th KDA) Secondary Plan
(SRPRS.15.032)
File No. D11-SP-KDA1**

PURPOSE:

The purpose of this staff report is to update Committee of the Whole on the preparation of the Yonge Street and 16th Avenue Key Development Area (16th KDA) Secondary Plan by setting out the Terms of Reference for the completion of the 16th KDA Secondary Plan.

RECOMMENDATION(S):

- a) That Staff Report SRPRS.15.032 and the Terms of Reference for the Yonge Street and 16th Avenue KDA Secondary Plan be received and that all comments be referred back to Staff;
- b) That Staff be directed to prepare a Request for Proposals and authorized to hire consultant(s) to assist in undertaking the 16th KDA Secondary Plan as identified in SRPRS.15.032 at a cost to be funded from the approved Planning and Regulatory Services Department Budget;
- c) That Staff report back to the People Plan Task Force on the progress of the 16th KDA Secondary Plan.

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Submitted by:

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Commissioner of Planning and Regulatory Services

Approved by:

M. Joan Anderton
Chief Administrative Officer

INTRODUCTION:

On July 12, 2010 Council adopted the Richmond Hill Official Plan – *Building a New Kind of Urban*. On April 5, 2012 the Ontario Municipal Board (OMB) partially approved the Richmond Hill Official Plan (OP), bringing parts of the OP into full effect for the majority of lands in the Town. Since that time, a number of additional partial approval Orders have been granted by the OMB, enabling the majority of the OP to be brought into full effect, apart from certain policies remaining under appeal site-specifically. As of October 17, 2014, the land use and design policies for the Yonge Street and 16th Avenue Key Development Area (16th KDA) are in full effect.

City-building is a key focus of the OP, which directs the majority of the Town's planned intensification to a series of centres and corridors. To plan effectively for this intensification, the OP directs the preparation of new Secondary Plans to guide the land use and design of the new Centres. Preparing Secondary Plans will enable the Town to ensure that each new Centre contributes to Richmond Hill's evolution into a "new kind of urban" community. One of the Secondary Plans to be prepared is for the Yonge Street and 16th Avenue KDA (see OP Policy 5.1(3)(d)).

The purpose of this report is to set out a Terms of Reference for the Yonge Street and 16th Avenue KDA Secondary Plan and to request direction to prepare Request for Proposals and authorization to hire consultant(s) to assist the Town in undertaking the 16th KDA Secondary Plan from the approved Planning and Regulatory Services Department Budget.

DISCUSSION

Where is the Yonge Street and 16th Avenue KDA Secondary Plan Study Area?

The Yonge Street and 16th Avenue KDA Secondary Plan study area includes all four quadrants of the Yonge Street and Carrville Road/16th Avenue intersection, as shown on **Map 1**. In addition to the lands shown on **Map 1**, the consultant(s) will be responsible for identifying an appropriate "area of influence", which will be used to inform the 16th KDA Secondary Plan. The study area shown on **Map 1** includes lands designated "Key Development Area" (Section 4.4 of the OP). Refinements to the boundaries of the 16th KDA Secondary Plan area may be considered as part of the study process.

Why Undertake the Yonge Street and 16th Avenue KDA Secondary Plan?

The Town is initiating the Yonge Street and 16th Avenue KDA Secondary Plan to provide a more detailed policy framework to guide future development in the 16th KDA consistent with the policy direction contained in the OP. Preparing the 16th KDA Secondary Plan will put the Town in a better position to respond to future development applications within the 16th KDA. To this end, Staff has had a pre-submission meeting with a prospective applicant for a 30 and 26 storey high-density mixed use development located within the 16th KDA boundaries at the south-west corner of Yonge Street and Carrville Road. In order to ensure that the consideration of this forthcoming application does not preclude integrated planning with the other 3 quadrants of the 16th KDA, a Secondary Plan must be prepared that provides direction on the following matters:

- Transportation and circulation, including the future block structure and street pattern, the potential future extension of the Yonge Street Subway to the south-east quadrant, pedestrian connections, and parking requirements including the feasibility of on-street parking;
- Land use and built form design, including the mix of land uses and distribution of building height in each quadrant, the identification of development blocks and distribution of density across them, built form character and affordable housing targets;
- Parks and Urban Open Space System;
- The urban design and place-making elements that will come to define this new centre, including the incorporation of public art; and
- Other matters such as servicing policies for required upgrades to both hard and soft services.

The 16th KDA Secondary Plan will also further articulate the vision and policy direction outlined in the OP by synthesizing and integrating the recommendations of other corporate Plans including the Parks Plan and the Urban MESP, which assessed stormwater, servicing, and transportation requirements and potential new urban open space or natural heritage linkages across the centres and corridors.

The development of the 16th KDA Secondary Plan will include a consultation process following the Town's *People Plan Richmond Hill* approach. The Secondary Plan will provide area-specific policies to guide future development and public investment in the 16th KDA. The Secondary Plan will implement the broader principles and policies of the OP, establishing area-specific policies that reflect the unique context, character, and planned vision for this KDA (See OP Section 4.4 and Policies 5.1(5) and 5.1(10)).

When will the Yonge Street and 16th Avenue KDA Secondary Plan be undertaken?

The project will begin with Council's consideration of the Terms of Reference. The goal is to bring forward the draft and final 16th KDA Secondary Plan in 2016/2017.

How will the Secondary Plan be undertaken?

The 16th KDA Secondary Plan will follow the same four stage process used in other policy projects. The four stages are:

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| Stage 1: | Research Stage |
| Stage 2a: | Options and Policy Directions Stage through public consultation |
| Stage 2b: | Approval of 16 th KDA Policy Directions Recommendations Report |
| Stage 3a: | Preparation of Draft 16 th KDA Secondary Plan for consultation |
| Stage 3b: | Approval of Final 16 th KDA Secondary Plan |
| Stage 4: | Implementation Stage |

STAGE 1: Research (Fall 2015)

The purpose of the Research Stage is twofold. First, Staff will prepare an RFP to retain a Consultant(s) to complete portions (i.e. Stage 1 and 2) of the 16th KDA project. Once a Consultant(s) has been retained, the Consultant(s) will collect and review all information

relevant to further articulating the land use and design policies for the 16th KDA based on the vision outlined in the OP. The Consultant(s) will review, analyze, and synthesize the policy direction outlined in the OP and other corporate Plans such as the Parks Plan and Urban MESP, population and employment information (existing and planned), along with existing traffic/circulation patterns. The Consultant(s) will also be responsible for meeting with key landowners within the 16th KDA to understand future planning considerations for their lands (i.e. Hillcrest Mall, South Hill Shopping Plaza) and key agencies such as the TTC and York Region to understand the potential future subway extension and the VIVA/YRT Rapidway plans. The findings may need to be supplemented with additional research as necessary to further articulate a forward-looking land use and design strategy for the 16th KDA. In addition, the Consultant(s) will gather, outline, and evaluate benchmark approaches adopted in other mid-sized towns and cities to maintain and enhance the vitality and viability of existing commercial centres like exist in the 16th KDA. The findings of this Stage will be summarized by the Consultant in a Background Memo.

STAGE 2a: Options and Policy Directions Stage through Public Consultation (Fall 2015-Winter 2016)

The purpose of the Options and Policy Directions Stage is to take the information synthesized and gathered in Stage 1 and use it to develop land use and design options for the 16th KDA. During this stage, options for achieving the approved OP vision for the 16th KDA will be prepared, in consultation with the public and stakeholders. The options will draw on examples from elsewhere with similar circumstances to the 16th KDA. All options will further articulate the vision for the 16th KDA outlined in the OP. All options will also need to address the implementation of the vision for the 16th KDA with respect to:

- Further articulating the key place-making elements that will be created in the 16th KDA over time (e.g. public art or other cultural elements);
- Block Structure and Street Pattern, including the alignment of the proposed north-south collector street planned in the south-west quadrant of the 16th KDA, the potential future TTC subway extension in the south-east quadrant, and the planned VIVA/YRT Rapidway along Yonge Street;
- Streetscapes and Gateways, including the determination of location and right-of-way widths for new local streets;
- System of Parks, Urban Open Spaces, Urban Squares and Linkages;
- Pedestrian, transit and vehicular circulation network;
- Mix of Land Uses, including the amount of residential, commercial/retail, and office uses envisioned in each quadrant of the 16th KDA and strategies related to the function of the existing regional-mall/retail uses in the 16th KDA;
- Identification of development blocks and distribution of maximum density outlined in the OP;
- Distribution of heights outlined in the OP (i.e. location of highest building heights, location of transitional building height areas);
- Built Form Character;
- Parking strategies, including area-specific Transportation Demand Management; and
- Other potential incentives or initiatives (e.g. area-specific Section 37 benefits).

In addition to the creation of at least 3 options that implement the OP vision, the product of this stage will be the coordination and facilitation of a creative public consultation process to discuss the options. The public consultation process will be designed to engage residents, landowners, and other stakeholders in a meaningful discussion about which option best articulates the OP vision for the 16th KDA. The Consultant(s) will be responsible for preparing a Draft 16th KDA Policy Directions document outlining the preferred option and policy directions arrived at through the public consultation process for presentation to the People Plan Task Force. The Draft 16th KDA Policy Directions document will include specific land use and design policy recommendations for the KDA Secondary Plan, along with direction for other implementation projects needed to realize the preferred option (i.e. zoning by-law amendment, incentives, etc.).

STAGE 2b: Final 16th KDA Policy Directions Recommendations Report (Winter/Spring 2016)

Following the release of the Draft 16th KDA Policy Directions document for public review, the Consultant(s) will synthesize the comments received and prepare a Final 16th KDA Policy Directions Recommendations Report. The Final 16th KDA Policy Directions Recommendations Report will be brought to Council for consideration.

STAGE 3a and 3b: Preparation of Draft Secondary Plan for consultation and Approval of Final Secondary Plan (Summer 2016 – Fall 2017)

During Stage 3, Town Staff will prepare the Draft 16th KDA Secondary Plan using the direction outlined in the Final 16th KDA Policy Directions Recommendations Report. The Draft 16th KDA Secondary Plan will be released for public review at a statutory Council Public Meeting under the *Planning Act* to obtain feedback on the Draft document. Following the statutory public meeting, Staff will prepare the Final 16th KDA Secondary Plan for consideration by Council. Following Council adoption of the Final 16th KDA Secondary Plan, Staff will submit the Secondary Plan and any associated documentation to York Region for approval.

STAGE 4: Implementation (Approval onwards)

The purpose of Stage 4 is to implement the approved 16th KDA Secondary Plan. Town Staff will prepare a new comprehensive Zoning By-law that implements the Secondary Plan. In addition, Staff will provide any recommendations to Council on incentive programs or implementation plans (i.e. Community Improvement Plan) that should be completed to aid in realizing the vision for the Yonge Street and 16th Avenue KDA.

Work Program

A preliminary work program with the target dates for key elements in the process is described below. It is important to note that the dates are targets. It is necessary to have flexibility in the process since consultation is required with other government agencies including the Region of York, the Conservation Authority, TTC, VIVA, and YRT. **Note that the Consultant will be responsible for Stage 1 and Stage 2. Town Staff will complete Stage 3 and 4.**

STAGE 1: Research (Fall 2015)

- Retain Consultant(s)
- Consultant(s) compile Background Data
- Consultant(s) prepare Background Memo

STAGE 2a: Options and Policy Directions Stage through Public Consultation (Fall/Winter 2015/2016)

- Targeted stakeholder consultation session(s)
- Completion of technical background work, including development of at least 3 options that implement the OP vision for consultation
- Community Workshop
- Draft 16th KDA Policy Directions prepared by Consultant(s) and released for public review

STAGE 2b: Final 16th KDA Policy Directions Recommendations Report (Winter/Spring 2016)

- Review of comments received on Draft 16th KDA Policy Directions
- Final 16th KDA Policy Directions Recommendations Report prepared by Consultant(s) for consideration by Council

STAGE 3: Preparation of Draft 16th KDA Secondary Plan and Approval (Summer 2016-Fall 2017)

- Draft 16th KDA Secondary Plan prepared by Staff and released for public review
- Statutory Council Public Meeting under the *Planning Act*
- Review of comments received on Draft 16th KDA Secondary Plan
- Preparation of Final 16th KDA Secondary Plan by Staff for consideration by Council
- Council adoption of Final 16th KDA Secondary Plan
- Submission to York Region for approval

STAGE 4: Implementation (Approval onwards)

- Preparation of comprehensive Zoning By-law by Staff
- Staff recommendation to Council on incentive programs or implementation plans (i.e. Community Improvement Plan) that should be completed to aid in realizing the vision for the Yonge Street and 16th Avenue KDA.

Who will undertake the 16th KDA Secondary Plan?

A portion of the 16th KDA Secondary Plan project will be undertaken by a Consultant(s) (Stage 1 and 2), and a portion will be undertaken by Town Staff (Stage 3 and 4). The project will be led by the Policy Section, Planning and Regulatory Services Department. Other Departments will be involved and consulted, with joint meetings held as necessary.

Landowners, citizens, agencies, government bodies, and other stakeholders will be involved through a creative engagement process.

FINANCIAL/STAFFING/OTHER IMPLICATIONS:

Upon the adoption of the Richmond Hill OP in 2010, it was recognized that monies would be required to undertake a variety of implementation measures including Secondary Plans. Accordingly, monies were approved for such in the 2011 Planning and Regulatory Services Department Capital Budget. There are no other financial/staffing/other implications.

RELATIONSHIP TO THE STRATEGIC PLAN:

The Yonge Street and 16th Avenue KDA Secondary Plan is one of the Secondary Plans to be completed in order to implement the Town's Official Plan vision of *Building a New Kind of Urban*. It addresses each of the goals of the Strategic Plan – *A Plan for People, a Plan for Change* as follows:

Stronger Connections in Richmond Hill

The Secondary Plan will provide land use and design policies that encourage mixed-use, pedestrian-friendly, transit-supportive, sustainable redevelopment to create a Centre where people of all ages can live, work and play. The Secondary Plan will also establish public realm policies to guide the creation of public art, parks, urban squares or plazas, and streetscapes to enhance pedestrian connections in the 16th KDA.

Better Choice in Richmond Hill

The Secondary Plan will provide land use policies that encourage a mix of population and employment uses in the 16th KDA, along with a range of housing types to provide options for people at all stages of life.

A More Vibrant Richmond Hill

The Secondary Plan will enhance the image of the 16th KDA by establishing a place-making vision for this Centre, building on the area's existing role as a commercial/retail centre, anchored by a regional-scale mall.

Wise Management of Resources in Richmond Hill

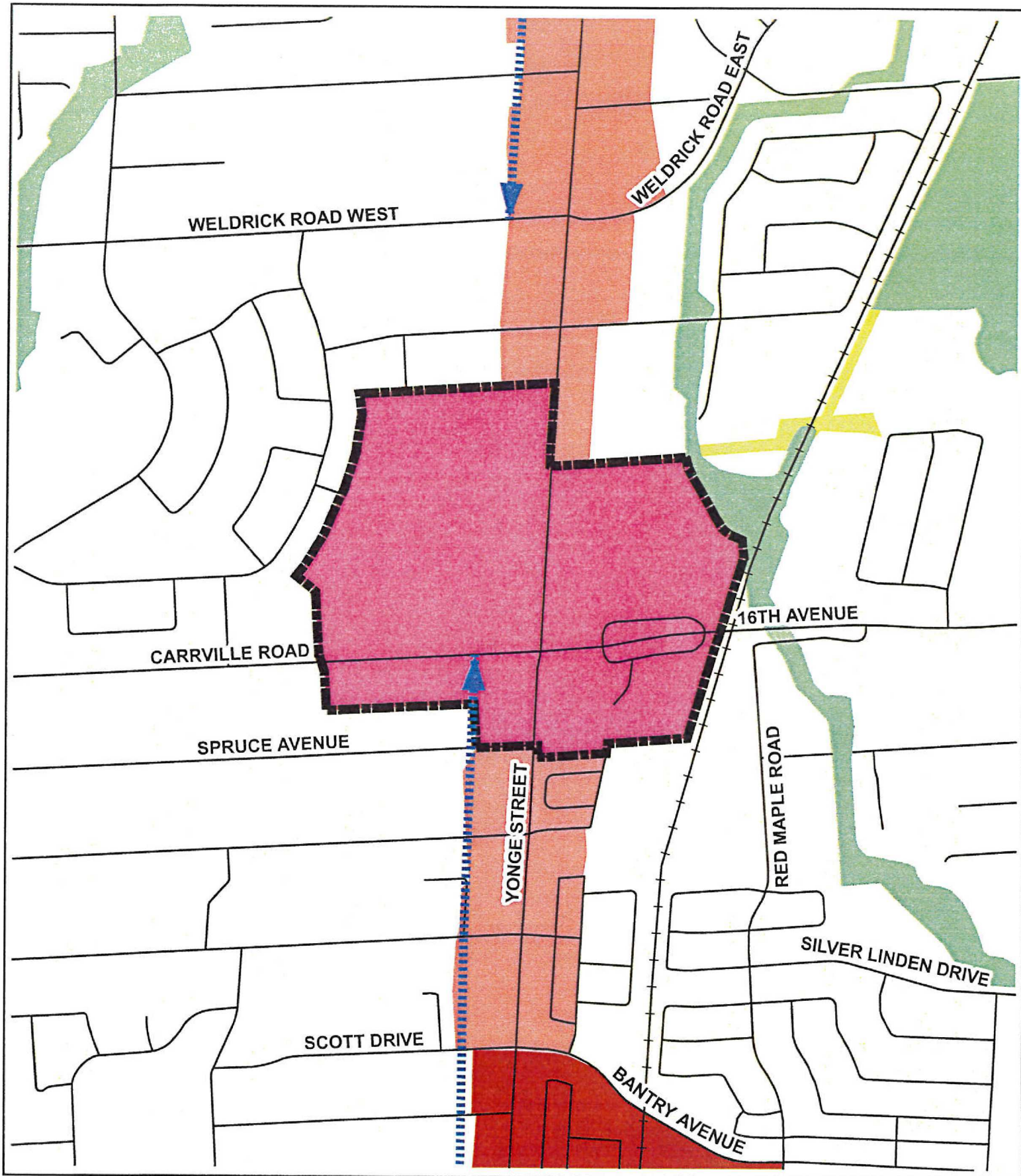
The Secondary Plan will promote sustainable development, creating opportunities for an improved live-work balance and providing public realm policies to enhance walkability.

CONCLUSIONS:

As directed in the Official Plan, a new Secondary Plan will be prepared for the Yonge Street and 16th Avenue KDA. This Secondary Plan will further articulate the land use and design vision for the 16th KDA based on the policies outlined in the OP, providing a more detailed policy framework to guide future development in the 16th KDA. The goal is to complete the 16th KDA Secondary Plan in 2017.

MAPS

Map "1" - 16th KDA Secondary Plan Study Area



Legend

-  16th KDA Secondary Plan Study Area
-  Planned Local Street
-  Key Development Area
-  Natural Core
-  C.N.R.

-  Natural Linkage
-  Neighbourhood
-  Regional Mixed Use Corridor
-  Richmond Hill Centre

NOTE: The information provide in this map is a depiction of a portion of the Richmond Hill Official Plan. For accurate reference, the schedules and policies of the Richmond Hill Official Plan must be consulted. In the case of a discrepancy between the schedules and the policies of the Richmond Hill Official Plan, the policies shall take precedence.



FILE No. D11-SP-KDA1

**TOWN OF RICHMOND HILL
PLANNING AND REGULATORY
SERVICES DEPARTMENT**

