

APPENDIX A: Terms of Reference for the Woodbridge Focused Area Study

Submitted to the Ministry of Municipal Affairs and Housing and the Ministry of Natural Resources on August 19, 2009. Modifications made April 2010 based on comments from the Province in the letter dated January 18, 2010 regarding the comprehensive Special Policy Area review.

1. Study Area

The Subject Lands are defined as the area between Kipling Avenue to the west, the valley lands and Special Policy Areas (SPAs) east of Islington Avenue to the east, the Langstaff Road alignment to the north and Highway #7 to the south. The study area also includes the SPA south of Highway # 7. The study area is reflected on Schedule #1 attached.

2. Introduction

In the last seven years, the Woodbridge core area has been the subject of five studies: the Islington Avenue Study (2002); the Kipling Corridor Study (2008); the Woodbridge Heritage Conservation District Study (2008); the Highway #7 Land Use Study (2007); and the City-wide Parking Standards Review (2007). Each of these studies had its specific Terms of Reference and focus in relation to the Woodbridge Core. Any gaps in this policy framework will need to be identified to determine a comprehensive and up to date planning policy framework for the Woodbridge Focused Area Study as a component of the overall City of Vaughan Official Plan review.

In addition, the Toronto and Region Conservation Authority has recently completed the Humber River Watershed Plan and revised flood depth and Special Policy Area (SPA) mapping for the area.

The City has the responsibility, in consultation with TRCA, to ensure that flood plain lands are managed in accordance with City, TRCA and Provincial policy. For this reason, the City of Vaughan needs to undertake a review of its SPA policies, boundaries and land uses/densities within the SPA. The purpose of the SPA review is to update the SPAs in Woodbridge to reflect recent planning studies, current flood risk information and recent Provincial Plans and policies which speak to the issue of flooding. Attention to these refinements to the SPA and flooding policies since the last Community Plan review will also ensure that revised policies for the Woodbridge SPA are consistent with PPS flood hazard policies.

This is particularly timely since the City of Vaughan has received development applications in the Woodbridge area that are situated in the Special Policy Areas. It is the direction of the Province that land use changes within the approved SPA that would increase the threat to human health and property damage should be

discouraged. A comprehensive review of the SPA taking into consideration planning and urban design factors relating to complete communities, compact form and heritage fabric may suggest the possible need for intensified land uses. An evaluation of increased risk will help to inform whether such intensive land uses should be directed to either less susceptible portions of the SPA or completely outside the SPA. Finally, the Ministers of Municipal Affairs and Housing and Natural Resources are required to approve any changes to the SPA, as directed in the Provincial Policy Statement (2005) policy 3.1.3.

3. Purpose of the Study

The purpose of the Woodbridge Focused Area Study is to establish a current land use and urban design policy framework for the subject lands through the review, compilation and demonstration of the aforementioned current area studies. The Study should also ensure conformity of planning policy with the current Provincial, Regional, City and TRCA policies, particularly with respect to issues of intensification, urban design, transportation, sustainable development measures, the natural environment, flood hazards and open space system, including a Special Policy Area review.

The Woodbridge Focused Area Study is one of several focused area studies, together with the Vaughan Metropolitan Centre and Kleinburg-Nashville, included in the overall Official Plan review. Components of the Woodbridge Focused Area Study should strive to meet the time lines of the Official Plan review while language and policy guidance of the Study must be consistent with the new Official Plan.

4. Focus and Scope of the Study

The study will specifically consider the following:

- (i) a natural environment review of the Woodbridge Core Area, including a review of the Special Policy Area boundary limits;
- (ii) appropriate densities given the natural environment, natural hazard and built heritage constraints of the study area in relation to intensification as defined in Places to Grow, the Provincial Policy Statement as it relates to SPAs and appropriate densities, and in consideration of density policies contained in OPAs 240, 440, 597, and 695. This will include a determination regarding the potential for some increase in land use intensification above existing permissions in specific parts of the Woodbridge SPA, with a consequent risk assessment, justified by planning and urban design factors relating to complete communities, compact form and heritage fabric. The intent is to consider appropriate densities and built form to allow some flexibility in achieving balanced community development.

- (iii) appropriate built form and site relationships given the natural environment and built and natural heritage constraints as defined by the proposed Woodbridge Heritage Conservation District Study/Plan;
- (iv) opportunities to connect the Woodbridge Core to regional transportation networks through new transportation routes/links;
- (v) sustainability policies for new development;
- (vi) address the parking needs identified in the Parking Standards Review,
- (vii) Parkland and open space requirements based on proposed densities; and,
- (viii) Parkland acquisition strategies and options.

5. Public Consultation

Public participation is important to the success of the study. Although this study is for the most part a compilation of recent Official Plan policies, including a technical study of the Special Policy Areas (SPAs), it is anticipated that there will be some changes in land use and urban design policy. To determine resident's objectives for their community and ensure public awareness, at least 2 public consultation meetings will be held at strategic milestones in the planning process.

- The Urban Design Consultant will be responsible for carriage of the Public Consultation process, including a short presentation at the statutory Public Hearing.

6. Major tasks of the Woodbridge Focused Area Study

- a) **Background Review:** This includes the review of recent and current City studies and corresponding Official Plans for the study area, as well as the existing relevant Official Plans for the Woodbridge community, including OPA # 240 (Woodbridge Community Plan), OPA # 440 (Woodbridge Historic Commercial Centre), OPA # 356 (Kipling Avenue), OPA # 661 (Highway #7 Land Use), and OPA # 597 (Islington Avenue).

This step also entails a review of the existing Provincial and Regional policies applicable to the subject lands. These include, but may not be limited to the Provincial Growth Plan (Places to Grow), Highway 427 Corridor Extension Environmental Assessment, the Western Vaughan Transportation Improvements Individual Environmental Assessment, Region of York Official Plan/Amendments, Toronto and Region Conservation Authority Regulations, the Humber River Watershed Plan, and other relevant watershed documents by the TRCA.

Additionally, the following completed/ongoing City of Vaughan Master Plans and studies, and the recommendations contained therein, shall be reviewed and incorporated into the Woodbridge Area Study (“Active Together” Master Plan for the Provision of Parks, Recreation and Culture, Natural Heritage System review, Pedestrian and Bicycle Master Plan, the Transportation Master Plan and the City-wide Parking Standards Review). These documents will provide the regulatory framework for the study.

- b) Special Policy Area Review: The Special Policy Area (SPA) Review together with the Parkland/Open Space Assessment comprise the natural environment review. The SPA review is described in this section while the Parkland/Open Space review is described below as a separate major task of the Study.

The purpose of the SPA review is to collect the most recent flood risk data as part of a flood risk assessment, and update relevant information pertaining to SPA lands in conjunction with the overall Official Plan Review. The SPA review will be conducted at the same time, and will inform the overall land use review. These recommendations will also be derived from the companion flood risk assessment, which will rank threats and hazards using the following criteria: impact on life, health, property, environment, reputation, frequency, vulnerable populations, vulnerable critical infrastructure and vulnerable buildings.

Appendix 5 of the Natural Hazards Technical Guides is being replaced by a document currently posted on the Environmental Bill of Rights titled, *Procedures for Approval of New Special Policy Areas (SPAs) and Modifications to Existing SPAs under the Provincial Policy Statement, 2005 (PPS, 2005, Policy 3.1.3 – Natural Hazards-Special Policy Areas)*). The *Procedures* document outlines two general areas of information requirements, technical (flood related) and land use planning, to provide the planning justification for any changes to existing SPAs. There are two major components of the SPA Review: (1) flood risk assessment and (2) a review of SPA boundaries and policies. A guiding principle of the SPA Review is that prevention from exposure to a hazard should be considered the first priority. Hence, prevention and/or other remedial measures to prevent a flood event are primary areas for exploration followed by mitigation of flooding and damages through structural or non-structural measures.

(1) Flood Risk Assessment

The flood risk assessment will bring together all relevant technical information related to flood vulnerability according to Appendix 5 of the Natural Hazards Technical Guides (now *Procedures for Approval of New Special Policy Areas (SPAs) and Modifications to Existing SPAs under the*

Provincial Policy Statement, 2005 (PPS, 2005, Policy 3.1.3 – Natural Hazards-Special Policy Areas)). Updated flood data and stream flow characteristics are the main component of the flood risk assessment. The results of the land use study and assessment of development potential, the capacity assessment, are also incorporated into the risk analysis. In addition, urban design elements related to flood risk will be identified and incorporated into the assessment. It is foreseeable that these various study components will need to be undertaken simultaneously and in an iterative manner to ensure the appropriate data needs are met. As a result, the risk assessment will provide an evaluation of affected parcels by hazard ranking as well as hazard ranking for selected build-out scenarios.

Emergency response is identified as a requirement in the *Procedures for Approval of New Special Policy Areas (SPAs) and Modifications to Existing SPAs under the Provincial Policy Statement, 2005 (PPS, 2005, Policy 3.1.3 – Natural Hazards-Special Policy Areas)* ion of how will be provided. The City of Vaughan has developed an Emergency Management Plan for all hazards according to the 2003 Emergency Management Act. The Emergency Management Plan includes details of flood response as well as other hazards that may pose a risk as a result of flooding.

(2) SPA Boundary and Policy Review

This component of the study will take the results of the flood risk assessment and make recommendations about any proposed changes to the provincially-approved SPA boundaries and policies. Hence, the SPA review takes into consideration the results of the updated flood analysis, capacity assessment of existing and potential build-out, flood risk assessment, and relevant urban design principles. In addition, the SPA review will include a review of previous development approvals, existing development, along with a vision for the future redevelopment of the community via the urban design review. The SPA Justification Report will confirm the provincially-approved SPA policies that exist in the Official Plan, and/or provide recommendations for new SPA policies for the Official Plan and Zoning By-laws. Any changes to the existing boundaries or policies of the associated with the Woodbridge SPA must be done in accordance with the provincial procedures for modifying existing SPAs (2009).

The SPA in the Woodbridge Community Plan area consists of 10 separate areas and includes over 340 individual parcels. Hence, any proposed change to any part of the 10 areas that comprise the SPA is considered a modification and requires approval. Expected outcomes of the Special Policy Area Review are provided below.

- Review of updated flood conditions with the SPA (e.g. boundaries, flood depths and velocities);

- Document land uses that are existing and/or permitted according to Official Plan designations and the Zoning By-Law within the present SPA and within the new SPA resulting from updated flood modelling, including forecasted population;
 - Document infrastructure that is existing and/or planned within the present SPA and within the new SPA;
 - Description of future land uses and forecasted population within the revised SPA based on the City's vision;
 - Provide an analysis of property and infrastructure replacement costs should the existing and permitted land uses within the existing SPA become flooded under Regional storm conditions;
 - Provide an analysis of property and infrastructure replacement costs should the existing and permitted land uses within the new SPA become flooded under Regional storm conditions;
 - Proposed remedial measures and floodproofing measures, including cost, to be used to reduce the risk to public safety, property and infrastructure within the existing and new SPA.
- The SPA Justification Report will be completed in draft form by Policy Staff in collaboration with the City of Vaughan Emergency Planning Working Group. Other internal departments expected to contribute information and review products include Development Planning, Building Standards, Parks Development and Engineering Development. External partners include TRCA, MNR and MMAH. The Consultant for the Woodbridge Focused Area Study will also complete and incorporate the graphic component of the OPA.

Roles and responsibilities of various relevant agencies are described below. It is recommended that staff from each of the agencies below contribute to the development of the policies and draft documents through participation in a Working Group for the SPA Review.

Policy Planning Department, City of Vaughan

- Overall project management;
- Write the Flood Risk Assessment in coordination with the Emergency Planning Working Group and author the SPA Technical Justification Report; and,
- Ensure liaison with provincial ministries and TRCA.

Urban Design Consultant (hired by City)

- Develop urban design framework
- Lead public consultation process

- Develop built form scenarios based on existing and emerging policy in order to test flood risk;
- Co-author development framework justification report; and
- Co-author final policy documents.

Emergency Planning, Fire and Rescue Services

- Lead development of flood risk assessment criteria development and implementation; and,
- Co-author Flood Risk Assessment report.

Toronto Region Conservation Authority

- Lead development of technical data related to flood and flow characteristics;
- Lead development of the Technical Review of Flood Vulnerability to satisfy the requirements of Appendix 5 of the Natural Hazards Technical Guides;
- Collaborate to develop criteria and make decisions regarding SPA boundaries;
- Review draft reports of the Flood Risk Assessment and SPA Technical Justification Report and provide comments; and,
- Provide sign-off on final draft of documents.

Ministry of Natural Resources

- Review Terms of Reference and draft reports for conformity with Provincial policy;
- Provide policy direction;
- Provide relevant data, where available; and
- Provide feedback during technical assessments, as needed.

Ministry of Municipal Affairs and Housing

- Review Terms of Reference and draft reports for conformity with Provincial policy;
- Provide policy direction; and,
- Provide feedback during technical assessments, as needed.

- c) A Land Use and Urban Design Study: This study will consider the design principles and guidelines developed through recent and current studies with a view to creating a consolidated policy framework for the study area. Two general categories of lands can be defined for the purposes of the land use and urban design review: Special Policy Area lands and the remaining Focused Area Study lands. The following tasks will be considered as part of this component:

- i) Examine the Urban Design Guidelines developed through the recent Kipling Avenue Study, the Woodbridge Heritage Conservation District Study, and existing Design Guidelines for the area within the study boundary, to develop a cohesive set of Urban Design Guidelines for the entire Woodbridge Core Study area.
- ii) Co-ordination with ongoing work on the new City Official Plan with respect to principles, goals and objectives, and the intensification analysis and directions.
- iii) A built form and site analysis of sites with development/re-development potential under policies of the relevant Official Plan amendments, including current development applications. This will include consideration of the Woodbridge Heritage Conservation Study/Plan to determine optimum densities, built form and co-ordinated open space, streetscaping and site servicing amongst parcels where feasible.
 - This component will be completed by the Urban Design Consultant in conjunction with Development and Policy Planning Staff.
- d) A Transportation Assessment/Study for the selected Land use scenario. The study will be required to evaluate the impacts of the proposed urban design and planning strategy on the existing transportation infrastructure. In addition, the transportation study should:
 - i) Identify the transportation infrastructure improvements required to achieve expected development levels; including right-of-way requirements, transit, cycling and pedestrian movements.
 - ii) Provide functional road/intersection plans which verify proposed right-of-way requirements for roadways within the proposed Woodbridge Heritage Conservation District.
 - iii) Identify opportunities to improve pedestrian connections to sustain transit.
 - iv) Identify opportunities to connect the Woodbridge Core to regional transportation networks through new transportation routes/links.
 - v) Include a component addressing the City-wide Parking Standards Review, the Pedestrian and Bicycle Master Plan and the Vaughan Transportation Master Plan.
 - vi) The Transportation Consultant should co-ordinate with and participate in the study of the Bolton Go line being undertaken by MMM.

This component will be carried out by the transportation consultants currently undertaking the City-wide Transportation Master Plan. The Transportation section of the Engineering Department will be responsible for reviewing the Transportation Assessment/Study and the corresponding policies.

- e) Parking Needs: Address in more detail the parking needs identified through the Parking Study as a follow-up to the Parking Standards Review.
- f) Commercial Sector Review: Consideration of the conclusions of the Commercial Land Use Review respecting the economic health of Market Lane and opportunities to strengthen the commercial sector within the study area.
- g) City-owned Lands: Exploration of the best use for the City owned lands in Market Lane.
- h) Sustainable Development Measures: Assessment of potential sustainable development measures including water conservation, stormwater management, energy conservation, alternative energy generation, air quality, and integrated waste management. A scan of sustainable development measures to reduce the risk and negative impacts of flooding given the presence of the Humber River as a characteristic feature of the study area is particularly relevant.
- i) Parkland/Open Space Assessment Review: The Parkland/Open Space Assessment and Review will focus on the existing service provision levels (parkland/open space/ha, spatial distribution of parks) throughout the study area and the impact that increased densities will have on this provision level. This component of the Study will address the parkland/open space standard service levels identified in the “Active Together” Master Plan for the Provision of Parks, Recreation and Culture. Additionally, the Parkland/Open Space Assessment will include recommendations for strategies and/or options for the acquisition of parkland within the study area should the parkland/open space standard service levels identified in the “Active Together” Master Plan not be attainable.

Recommendations will be developed for the protection and/or enhancement of green space and natural features. This component of the Parkland/Open Space Review will consider recommendations from the natural heritage study under the OP review and results of the SPA review together with the Woodbridge Heritage Conservation Study, “Active Together” Master Plan for the Provision of Parks, Recreation and Culture, relevant York Region studies, open space and recreation recommendations in the Humber River

Watershed Plan, and other relevant studies to recommend strategies/options to address area deficiencies in parkland and green space.

- The parkland/open space review will be completed by the Urban Design Consultant. Consideration of green space and natural heritage features will be the responsibility of the Policy Planning Department. Parks Development and Cultural Services Staff will review all materials related to the Parkland/Open Space Assessment Review.

7. Products of the Study

(a) A Study Report incorporating results of the major tasks of the study. The component studies which will form part of the Study Report are listed below and reflect the main items outlined in Section 4 of this Terms of Reference. Table 5-1 outlines the component studies together with the lead agency and target completion dates.

- (i) Background review;
- (ii) Land use study and capacity assessment;
- (iii) Urban design review;
- (iv) Transportation Assessment/Study and recommended policies;
- (v) Sustainable development measures;
- (vi) Flow characteristics and flood risk assessment;
- (vii) SPA technical review and Justification Report; and
- (viii) Parkland/Open Space Assessment/Review.

- To be co-ordinated/completed in draft by Policy Staff and supplemented, refined and printed by the Urban Design Consultant. The Consultant will also complete and incorporate the graphic component for the report.

(b) A Policy Recommendations Report/ Official Plan Amendment for the Study Area. The components of the Policy Document are listed below.

- (ii) Land use map;
- (iii) General land use policies;
- (iv) SPA policies;
- (v) Urban design guidelines; and
- (vi) Demonstration Plans.

- To be completed in draft form by Policy Planning staff/Urban Design Consultant; and, refined and printed by the Urban Design Consultant. The Consultant will also complete and incorporate the Urban Design Guidelines, built form analysis, and graphic component of the OPA.

- c) A Zoning By-law to implement any policy directives of the SPA policy review.
- To be completed by Development Planning Staff.

Table 7-1 Major tasks (deliverables) of the Woodbridge Focused Area Study.

| Component Studies | Lead Organization | Estimated Completion Date |
|---|--|----------------------------------|
| Study Report | | |
| Background policy review | City of Vaughan Policy Planning and Consultant | June 2009 |
| Stream flow characteristics and flood vulnerability | TRCA | July 2009 |
| Flood risk assessment | City of Vaughan Emergency Planning, Fire and Rescue Services | September 2009 |
| SPA boundary and policy review | City of Vaughan Policy Planning, City of Vaughan Emergency Planning and TRCA | January 2010 |
| Land use study and capacity assessment | City of Vaughan Policy Planning | July 2009 |
| Urban design review | Consultant | September 2009 |
| Parking needs review | Transportation Consultant | October 2009 |
| Transportation assessment | Consultant (part of Transportation Master Plan) | September 2009 |
| Scan of sustainable development measures | City of Vaughan Policy Planning | August 2009 |
| Parkland/open space review | Consultant and Parks Development Department | October 2009 |
| Official Plan Amendment | | |
| Land use map | City of Vaughan Policy Planning | October 2009 |
| General land use policies | City of Vaughan Policy Planning | December 2009 |
| SPA policies | City of Vaughan Policy Planning, City of Vaughan Emergency Planning and TRCA | October 2009 |
| Urban design guidelines | Consultant | January 2010 |
| Concept plan | Consultant | January 2010 |
| Zoning By-law Amendment | City of Vaughan Development Planning | March 2010 |

8. Required Expertise

The Study will be undertaken and led by the Policy Planning Department. Other expertise outside the purview of Policy Planning will need to be coordinated for

components such as parks development, urban design, report production, emergency planning, real estate, and parking analysis. Therefore the Study team will need to consist of staff from other departments (Parks Development, Emergency Planning, Real Estate, Development Planning, and Engineering Departments), and from Staff of the Toronto and Region Conservation Authority (TRCA). Consultant expertise will be required for transportation, urban design, and report/Official Plan Amendment production.

9. Study Timing Schedule

- i) Start : April 2009
- ii) Finish: February 2010

10. Contract Fee and Disbursement of Fees

This is an in-house study. However, consultant's expertise will be required to complete specific aspects of the study. This contract has an upset limit of \$83,000.00. There will be a 10% holdback on the disbursement of fees. At the successful completion of the final task, the holdback will be remitted to the consultant.