

## Appendix 'B'

April 2010 York Region Reports on Region-led Planning Coordination

# THE REGIONAL MUNICIPALITY OF YORK

Planning and Economic Development Committee

April 7, 2010

Report of the

Commissioner of Planning and Development Services

## **PLANNING COORDINATION FOR THE RICHMOND HILL/LANGSTAFF GATEWAY REGIONAL CENTRE AND PROVINCIAL URBAN GROWTH CENTRE – SUMMARY OF PROCESS, RECOMMENDATIONS AND NEXT STEPS**

### **1. RECOMMENDATIONS**

It is recommended that:

1. The Region's review and approval of the forthcoming secondary plans for the Richmond Hill/Langstaff Gateway Regional Centre and Provincial Urban Growth Centre, prepared by the Towns of Richmond Hill and Markham through concurrent local planning processes, be based on the following, in addition to conformity with the Regional Official Plan:
  - a) The Shared Principles for the Regional Centre, developed for and through the planning coordination process, and endorsed by Regional Committee and Council in September 2009 (*see Attachment 1*).
  - b) The completion of and recommendations from a Centre-wide transportation study, to be led and funded by the Region.
  - c) The completion of and recommendations from the further analysis of infrastructure requirements for water and wastewater servicing, and stormwater management.
  - d) The completion of and recommendations from a comprehensive fiscal analysis for the Centre, undertaken collaboratively by finance staff from the Region, Richmond Hill and Markham.
  - e) The completion of a community facilities and services inventory and implementation strategy, identifying prioritized requirements and approaches.
  - f) The adoption of a Regional Official Plan Amendment to provide detailed Regional policies to support and guide the planning and implementation of the Centre.
  - g) Provincial engagement to ensure the timely delivery of Provincial infrastructure and legislative tools vital to the implementation of the Centre.
2. Regional approval of the secondary plans for the Regional Centre be considered when the above requirements are met, and through further scoping and analysis of the unresolved issues by Richmond Hill and Markham through their local planning processes.
3. A draft Regional Official Plan Amendment for the Regional Centre be prepared to address the Regional interests and requirements as outlined in this report.

4. In recognition of this important city-building exercise, and the strategic importance of the Region Centre to the Region's urban structure, the planning coordination process for the Regional Centre continue as necessary to support its planning and implementation.
5. The Regional Clerk circulate this report, for information purposes, to the Town of Markham, Town of Richmond Hill and City of Vaughan, the Provincial Ministries of Municipal Affairs and Housing, and Energy and Infrastructure, and the Office of the Provincial Development Facilitator.

## **2. PURPOSE**

This report summarizes the process undertaken, the resulting products and recommendations, and next steps arising from the Region-led planning coordination process for the Richmond Hill/Langstaff Gateway Regional Centre and Provincial Urban Growth Centre ("the Centre"). This report also forms the framework for future decisions and actions by the Region to support and guide the planning and approvals required for the Centre.

## **3. BACKGROUND**

### **Coordination for the Richmond Hill Centre/Langstaff Gateway is supporting the planned role and function of the Centre**

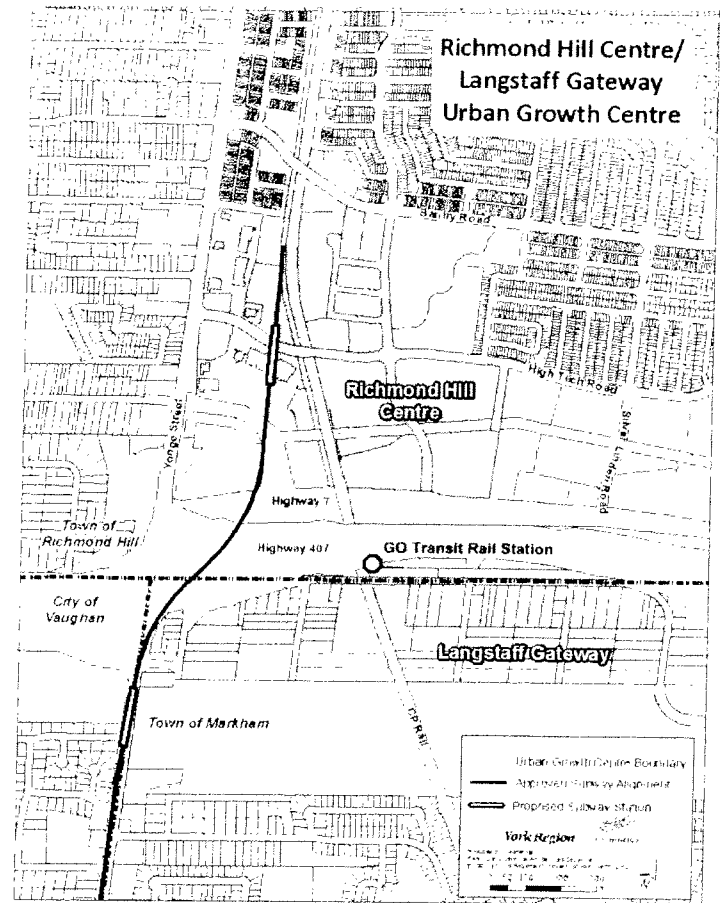
The planning coordination process for the Centre provides a collaborative framework for decision-making. It serves as a vehicle for staff from Richmond Hill, Markham, Vaughan and the Region to approach a wide and complex range of shared issues, working towards common planning and implementation approaches.

The Richmond Hill Centre/Langstaff Gateway is one of the most important new high-density and mixed-use development nodes emerging in the Greater Golden Horseshoe area. It is strategically important as a Regional Centre and Provincial Urban Growth Centre: given its central location; potential for transit-oriented development, and; unique characteristic as being the only Centre located within two local municipalities. Further, a city-building model of development and related standards (e.g. urban approaches to stormwater management, high-quality civic spaces, smaller and integrated school sites, etc.) is critical to the implementation of a successful Centre, and requires new and innovative approaches compared to more conventional developments of the past.

## **Process being led by Region to coordinate, support local municipal studies and secondary plans for the Regional Centre**

The Towns of Richmond Hill and Markham have each initiated concurrent planning processes for their segments of the Regional Centre, beginning in early-2009 and mid-2008, respectively. Emerging through each process is a land use vision for the Centre which is dense, mixed-use and dependent on transit, including the extension of the Yonge Subway. There has been considerable consensus through the process but there are areas that require further review, including the appropriate policy and development direction on how to integrate the two emerging concepts for the Centre.

The planning coordination process for the Centre was initiated in mid 2009 by the Commissioners of Planning from Richmond Hill, Markham and the Region to work towards common approaches for shared issues. The City of Vaughan was also included in the process to reflect its interests as a neighbouring municipality to the planning area. The Province, through the Office of the Provincial Development Facilitator, is also involved in the process to observe and to serve as a link to the appropriate Provincial Ministries and related agencies (e.g. Metrolinx).



The coordination structure and process for the Centre, and the related on-going studies by Richmond Hill and Markham, were introduced and summarized in a report to the September 9, 2009 meeting of the Regional Planning and Economic Development Committee (Clause No. 8 of Report No. 6). The report was received by the Committee, and its recommendations adopted, which were that:

- 1) The Shared Principles drafted for the Centre by the Region, Richmond Hill, Markham and Vaughan be endorsed to shape the implementation of the Centre.
- 2) Regional staff report back to the Committee and Council with an update of the process, and an outline of the emerging policy and implementation directions for the Centre.
- 3) The report be circulated for information to the municipalities participating in the coordination process, and to the Province.

### **Shared Principles and structure for staff collaboration around specific, shared issues has guided the process**

The Shared Principles (included as *Attachment 1*) established for the Centre, which were endorsed by Regional Committee and Council in September 2009, have been fundamental in guiding the process, and informing the emerging land use and design visions by Richmond Hill and Markham. The Shared Principles provide a level of structure and consistency for the planning and implementation process working towards the achievement of a cohesive Centre. The Principles were formed around the following six common and important issue areas:

- 1) Land Use and Urban Design
- 2) Building Complete Communities
- 3) Community Integration
- 4) Physical Infrastructure
- 5) Implementation of Community and Servicing Requirements
- 6) Financial Principles

Working towards common approaches for the above issue areas based on the Principles, staff from the Region and the local municipalities were mobilized into four sub-group teams to discuss and deliver detailed recommendations in the following four areas:

- 1) Community Facilities & Services
- 2) Financial Tools & Models
- 3) Physical Infrastructure
- 4) Planning & Design

A Terms of Reference was developed for each sub-group, and each sub-group was coordinated by senior staff from Richmond Hill, Markham and the Region, supported by a core team with particular expertise. Each group met a minimum of four times over a five month period. A chart outlining the coordination structure and process for the sub-group staff teams is attached to this report as *Attachment 2*.

A summary of the actions and recommendations arising from the work of the four sub-groups, and the recommended Regional requirements and related next steps leading up to and including the review and approval of the secondary plans, are outlined in Section 4 of this report.

## **4. ANALYSIS AND OPTIONS**

### **Planning coordination process successful in bringing staff together, sharing information, and working towards common approaches**

The coordination process has directly involved over 30 staff from Richmond Hill, Markham, Vaughan and the Region since formally initiated in the Fall of 2009. Staff were mobilized into four-subgroups to review and make recommendations in four areas critical to the implementation of the Centre. The following is a summary of the activities and recommendations arising from the process.

**A comprehensive review of necessary community services (e.g. schools, parks, etc.), and new standards, are recommended**

The availability of facilities and services including schools, emergency services, parks and recreation are essential for the creation of a complete, self-sufficient and liveable community. As a starting point, the members of the Community Facilities and Services sub-group compiled a prioritized list of specific facilities and services that would be required to serve the future population of the Centre, and at what time (e.g. population thresholds) it is anticipated that they would be needed. Participating in this exercise with community services staff from the Region, Richmond Hill and Markham were the York Region School Boards, York Regional Police and Fire Services from Richmond Hill and Markham.

To support the planning and implementation of these services, the sub-group also compiled policy elements to be reflected in the secondary plans for the Centre. These elements include the need for urban standards (e.g. compact school sites and shared facilities) and for the phasing and staging of development to proceed in a manner that ensures the delivery of services and facilities required by the population.

The key recommendations arising from the sub-group are that:

- 1) The secondary plans for the Centre incorporate the agreed-upon inventory of required community facilities and services.
- 2) The phasing and staging of development be tied to the provision of the required community facilities and services.
- 3) The municipalities, together with service providers including the York Region School Boards, continue to work towards more efficient and urban standards for facilities and operations up to and including co-location, smaller sites/building footprints, and integration with development.

**A comprehensive review of financial tools is recommended to recognize the urban context and challenges of the Centre**

It was recognized from the onset of the process that new and innovative financial practices will be required to fully achieve the vision of the Centre. The urban form and scale of the proposed development, for example, requires a significantly higher level of infrastructure investment as compared to other large-scale (and lower density) projects within the Region. Furthermore, this level of investment merits new funding approaches to encourage the desired form of development while minimizing the potential financial risk to the municipalities, including the Region.

As a starting point, the members of the Financial Tools and Models sub-group compared existing funding mechanisms for development including development charges. A preliminary model was also developed to test the level of projected development revenues and costs associated with infrastructure to service that development, based on existing practices. A broad survey of existing Provincial mechanisms under the *Development Charge and Municipal Acts* was also undertaken to generally assess any

potential gaps between expected development revenues and the costs of servicing that development.

A key part of the exercise was a meeting of the sub-group members with consulting economists Hemson Consulting and Watson & Associates to share insights. Arising from that process were the need to create a climate of financial certainty for the development industry, and to improve the range and flexibility of financial tools available to municipalities.

Recommendations arising from the sub-group are that:

- 1) A comprehensive fiscal analysis be undertaken to assess anticipated revenues and costs (based on background studies including the proposed Centre-wide transportation study) under the proposed development concept for the Centre, and that the analysis include a comparative analysis of financial tools.
- 2) Municipal cost-recovery must be included in the secondary plans for the Centre.
- 3) The Province be requested to make changes to Provincial legislation and regulation to provide municipalities with a greater range of financial tools to support the implementation of the higher-density, mixed-used and transit-oriented form of development required under the Provincial Growth Plan.

### **New and innovative approaches for infrastructure are required to recognize city-building and high levels of transit service**

The successful implementation of the Centre is critically dependant on transit improvements and a majority of trips being made to, from and within the Centre by modes other than the single occupancy vehicle (e.g. carpooling, walking, etc.). Moreover, the sub-group members consider this Regional Centre to be “transit-dependent,” which requires approaches to planning and infrastructure far more aggressive than for conventional “transit-oriented” development schemes.

New and innovative approaches to delivering all types of physical or “hard” infrastructure will be required to achieve the vision of the Centre as an urban, compact, mixed-use and transit-dependant community. This includes water and wastewater servicing, stormwater management, three-stream waste collection, district energy systems, a fine-grained street network with pedestrian and cycling connections, and transportation demand management measures including the reduction of on-site parking facilities.

A key consideration of the Physical Infrastructure sub-group was to review and compare the interim assumptions and conclusions of the transportation studies being prepared for Richmond Hill (by iTRANS Consulting) and Markham (by IBI Group). Reflecting on the emerging directions of the studies, the sub-group considers the following elements important:

- Development phasing and staging thresholds tied to the performance of the road and transit network, currently being based on non-auto mode shares ranging between 50 and 60 per cent.

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- The timing of the Yonge Subway Extension, and the level of development that can be accommodated under “pre-” and “post-subway” scenarios.
- The form, function and timing of the Provincial Mobility Hub within Richmond Hill, and supporting the Hub with high-density residential and office development.
- New north-south and east-west street connections (e.g. auto and non-auto) within each segment of the Centre, and across the Highway 407/7/Hydro Corridor linking those segments.
- Transportation Demand Management measures such as reduced parking requirements for development, and carpooling strategies and facilities.

The transportation studies are progressing well and are generally consistent in their assumptions, approaches, and interim recommendations. However, it was evident to the sub-group members that these critical transportation considerations for the Centre warrant, and could benefit from, a broader review that includes a Regional analysis of the larger and surrounding area, and a “testing” and confirmation of the studies’ assumptions such as modal splits.

**A Centre-wide transportation study is recommended to address the transit-dependent nature of the proposed development, and to build upon the local studies**

A proposed Terms of Reference for the Centre-wide transportation study is being recommended for adoption in a report to the April 7, 2010 meeting of the Regional Transportation Services Committee. In that report, it will also be recommended that Regional Transportation Services staff issue a Request for Proposals to undertake the study, which will be led by the Region in consultation with Richmond Hill, Markham and neighbouring Vaughan. The recommendations of the study will form part of the Region’s planning and approval framework for the secondary plans for the Centre, and subsequent development approvals. The study will also inform the assumptions for the recommended comprehensive fiscal analysis for the Centre.

The sub-group, organized into a smaller and more specialized staff team, is also reviewing the requirements for water and wastewater servicing, and stormwater management. Similar to the process for transportation issues, this staff team is currently reviewing interim study reports prepared for Richmond Hill (by Morrison Hershfield Limited) and Markham (by MMM Group). Engineering staff from Richmond Hill, Markham, Vaughan and the Region are currently meeting to determine, based on the emerging conclusions and recommendations arising from the Towns’ studies, the extent to which infrastructure improvements to service the Centre will be required. Based on this review it will be determined if a supplementary, Region-led servicing study will be required.

District energy systems, whereby heating, cooling and electricity is provided by small yet highly-efficient plants to service a specific community (e.g. Markham Centre, Downtown Toronto) is another consideration of the sub-group. The magnitude of development proposed for the Centre represents an excellent opportunity to incorporate district energy.



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The sub-group is currently looking at options, in consultation with Markham District Energy Inc.

Recommendations arising from the sub-group are that:

- 1) A Centre-wide transportation study be undertaken by the Region, in partnership with the Towns of Richmond Hill and Markham and in consultation with the City of Vaughan.
- 2) The sub-group continue to meet to assess the capacity of and required improvements to water and wastewater servicing for the Centre and the adjacent area, and to further discuss approaches to integrate district energy facilities and connections into the development scheme.

**Emerging development concepts require further coordination to balance approaches to density, land use mix and phasing**

The development visions for the Centre, as emerging through the planning processes initiated by Richmond Hill and Markham, are being directed at a macro level by the Regional Centres policies of the Regional Official Plan and the Urban Growth Centre policies of the Provincial Growth Plan. To that end, the development concepts propose an urban, dense, well-designed, mixed-use, transit-oriented and pedestrian- and cyclist-friendly vision for the future. The development statistics from these concepts, as currently comprised, are summarized in *Table 1*.

**Table 1**  
**Proposed Development Statistics for Regional Centre/UGC**

Planning Area	Land Area (.ha)	Residents	Employees	Density*
RH Centre	70	16,000	16,000	450
Langstaff	47	32,000	15,000	1,000

*\*Expressed as combined people and jobs per gross hectare*

The starting point of the Planning and Design sub-group was to compare the emerging planning and design approaches for the Centre, in three main areas: 1) connectivity and integration; 2) development phasing and staging, and; 3) built form and design. These considerations arise from the Shared Principles and are important to the successful implementation of the Centre. A matrix of these elements, showing the proposed approaches and areas of common interest, is attached to this report as *Attachment 3*.

Recommendations arising from the sub-group are that:

- 1) The secondary plans for the Centre incorporate land use, urban design and implementation policies that are generally compatible across the Centre, to create a cohesive and integrated Centre.
- 2) A Regional Official Plan Amendment be drafted to provide, at a macro level, a detailed policy and approval framework to support and guide the final approval of the secondary plans for the Centre, especially to address the issues of density, the mix of people and jobs, and the phasing and staging of development and related thresholds.

**There are important planning and implementation issues remaining, which require further scoping and analysis through local planning processes**

Although the emerging policy and development frameworks for the Centre are in many aspects complementary, there are three areas where issues remain. The approaches being taken by Richmond Hill and Markham for their respective secondary plans are notably different in: 1) proposed density of development; 2) proposed ratio of people and jobs, and; 3) proposed phasing and staging of development.

Richmond Hill and Vaughan have issues with the proposed density of development on the Langstaff Gateway portion of the Centre, and have formally requested the Town of Markham to defer consideration of its secondary plan pending further study, including the completion of the proposed Centre-wide transportation study. In addition, Richmond Hill has issues with the Langstaff proposal regarding the ratio of residents to employees, and the phasing and staging of development.

Markham has raised issues regarding the location of the Mobility Hub, plan integration, and development build-out, that are reflected in the Town's comments on the development concept for the Richmond Hill portion of the Centre. Included in the Town's comments is a proposal to reposition the hub further south than shown in the approved Yonge Subway Extension Environmental Assessment to provide greater access to and from the Langstaff Gateway site, the need for enhanced overall connectivity and integration of the two segments of the Centre, and further phasing and staging details to support the proposed full-build out of the Richmond Hill segment by 2031.

**Proposed densities across Centre are not equally balanced; full build-out thresholds require further confirmation**

The density of 1,000 people and jobs per hectare currently proposed for the Langstaff segment of the Centre is more than twice as dense as the density of 450 people and jobs being proposed for the Richmond Hill portion. Further, the Langstaff density is greatest within the third phase of development, which is directed to the centre of the planning area adjacent to the existing GO Transit rail station, and more the 500 metres from the nearest proposed subway station. This proposed density will require further analysis and justification by Markham through its planning process, in response to the issues expressed by Richmond Hill and Vaughan.

Overall, the densities being proposed for the Centre area meet and exceed the Regional Official Plan minimum requirement of 2.5 Floor Space Index per development block (which equates to approximately 400 people and jobs per gross hectare, based on an even balance between residential and non-residential land uses). This requirement, in turn, meets and exceeds the Provincial Growth Plan minimum requirement of 200 people and jobs per hectare. From the Region's perspective, achieving the minimum requirements for density to support a lively, efficient and transit-supportive community is the main issue. A recalibration of the proposed densities may be appropriate, given the Shared

Principle to create an integrated and cohesive Centre. The Region strongly supports the application of firm and specific thresholds for the phasing and staging of development as a mechanism for deploying the density. Such triggers will be confirmed through the completion of the additional work recommended for the Regional Centre, including the Centre-wide transportation study.

The full build-out of the proposed densities is also an issue that could benefit from further confirmation. The Town of Markham has expressed an issue with the anticipated full-build-out of the Richmond Hill segment of the Centre by 2031. Markham, for example, has produced a highly detailed phasing and staging plan that anticipates the last stage of development occurring beyond 2031 subject to transportation capacity and other services. A detailed phasing and staging plan should also be established by Richmond Hill through its concurrent planning process for the Centre.

### **Land use mix not consistent across Centre; favours residential over employment uses in Langstaff**

The proposed mix of residents and employees is not evenly balanced across the Centre. While Richmond Hill is proposing a mix which equates to a ratio of 1:1, Markham is proposing a mix that favours residential over employment uses by a ratio of 2:1. The current Regional Official Plan requirement for Regional Centres is “a long-term resident-to-employee target of ratio of 1:1” from Policy 5.4.20(g). The Region acknowledges that the north and south segments of the Regional Centre have unique attributes that lend themselves to potentially unique functions. However, the Town of Markham through its planning process should demonstrate how the proposed land use mix achieves the long-term planning role and function of a Regional Centre. Employment also figures prominently in the transportation considerations for the Centre, since higher levels of employment related to residential development have the potential to reduce the demand for additional trips.

### **Development phasing and staging priorities are dependant upon proximity to higher-order transit, proposed subway stations**

The pace, magnitude and sequencing of development within the Centre is a very critical issue, in consideration of the anticipated infrastructure requirements including the subway. The Shared Principles for the Centre address this issue, and contain the principle that initial phases of development will include lands at and adjacent to the planned subway stations.

The Towns are each proposing detailed development phasing and staging strategies, but are approaching them differently. While both studies for the Centre call for phase 1 development on lands nearest the proposed subway stations, Markham is also proposing that approximately half of its initial development phase occur on lands east of the rail line adjacent to Bayview Avenue. Although the timing of development in both cases would be tied to specific thresholds and triggers (e.g. non-auto mode splits), Markham will need to demonstrate the mechanics and implications of this approach, including lands along both

Yonge Street and Bayview Avenue, and how it maintains the “transit first” principle of its proposed plan and related modal splits. The Region will also require that a more detailed phasing and staging plan associated with the Richmond Hill development concept be prepared by Richmond Hill.

**Regional Official Plan Amendment (ROPA), building on the concurrent local processes and further scoping, will support and guide the Regional Centre as a transit-dependent location**

The range and complexity of the issues associated with its planning and long-term implementation of the Centre warrant special treatment in the Regional Official Plan. Although the emerging development visions for the Centre are generally consistent with the City-Building and Regional Centres policies of the newly-adopted Regional Official Plan, a ROPA will serve to enhance the planning and implementation of the Centre by addressing in more detail the issues and characteristics (e.g. transit-dependency, multiple jurisdictions, etc.) that are unique to this Regional Centre.

These additional Regional policies would be consistent with, expand on, and add specific details to, the requirements of Policy 5.4.20 of the new Official Plan, which states that the planning and implementation of Regional Centres will provide:

- a) the greatest intensity of development within the Region;
- b) a diverse mix of uses and built form, to create communities with live-work-shop opportunities.
- c) mobility choices and associated facilities for all residents and employees for walking, cycling, transit, and carpooling, which shall be supported through the preparation of a mobility plan.
- d) the construction of a fine-grained street grid that facilitates the flexible and efficient movement of people and goods.
- e) accessible human services and related facilities, identified by and delivered through a community and human services plan to ensure integration and development.
- f) sequencing of development that is co-ordinated with infrastructure availability, including transportation, water and wastewater, and human services.
- g) a long term resident to employee target ratio of 1:1.

The work and recommendations arising from the sub-groups reaffirm that there is an important Regional role to direct and support the municipalities in their planning and implementation strategies for the Centre. The extension of the Yonge Street subway, the implementation of the Mobility Hub, the array of government jurisdictions and agencies involved, and the need for new and innovative approaches for city-building, for example, all point to and confirm the need for an active and consistent role of the Region.

Based on the conclusions and recommendations arising from the planning coordination process, it is being recommended that a ROPA specific to the Richmond Hill/Langstaff Gateway Regional Centre and Urban Growth Centre should include specific policies regarding:

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- A mix of residential and employment development at each phase, including protections for employment land use designations.
- Development density/phasing based on specific, firm, geographically-defined and contiguous phases and associated thresholds.
- Specific studies and other critical requirements that must be completed and/or satisfied as a conditions of planning and/or development approvals.
- Non-auto transportation capacity and related non-auto mode splits, including pre- and post-Yonge Subway Extension development thresholds.
- The securement and construction of the fine-grained street grid, including new and/or enhanced connections for pedestrians and cyclists.
- The provision of community facilities and services, including schools, to serve the population.
- Water and waste water servicing capacity.

Based on the above elements and details, the ROPA will be drafted concurrently with the local secondary plan processes, and will form the basis of the Region's review and ultimate approval of those secondary plans. Regional staff will continue to consult with staff from Richmond Hill, Markham and Vaughan in that process. It is also important for the local municipalities to continue to work towards the resolution of the outstanding issues at this time, through continued scoping and analysis as part of the concurrent planning processes.

**The next steps include completing a policy and approval framework by the end of 2010, to serve as a basis for the Region's review of secondary plans**

It is important overall to maintain a longer-term view of the Centre, and to create a broader context for decisions made in the short-term. A clear and firm policy and implementation framework will ensure that the right decisions are made at the right time throughout the development continuum.

There are significant issues that need to be addressed by Richmond Hill and Markham through their ongoing and concurrent planning processes for the Regional Centre, including density, the mix of employment and residential uses, development phasing and staging, the location of and access to the Mobility Hub, and connectivity between the north and south segments of the Centre overall. The Region-led coordination process will support the further scoping and analysis of these issues.

It is recommended that the planning coordination process continue to advance the planning and implementation of the Regional Centre, as outlined in this report. Significant progress on a wide range of issues has been made in a short period of time, which provides a solid basis for moving forward. Now with final recommendations and a prioritized set of actions, the staff engaged in the process from Richmond Hill, Markham and Vaughan and the Region are well-positioned to complete the balance of the recommended work (including transportation and financial studies, and a further assessment of water and wastewater servicing). It is anticipated that balance of the

recommended work to support the planning coordination for the Centre will be concluded by the end of 2010.

The Towns of Richmond Hill and Markham are beginning the work necessary to finalize their respective detailed planning policies for the Centre in the form of secondary plans. The Town of Richmond Hill is incorporating broad policies for the Centre in the draft of the new Official Plan, while the Town of Markham on March 2, 2010 held a statutory public meeting on its draft secondary plan for the Centre. Based on this process, it is likely that the Region will be in receipt of an adopted secondary plan from Richmond Hill in the first quarter of 2011, and from Markham as early as June 2010.

**Secondary plans are to be considered when ROPA, further studies and analysis are completed by the Region in consultation with the local municipalities**

Regional approval of the secondary plans for the Regional Centre will be consistent with and contingent upon the completion and recommendations of the studies and further analysis outlined in this report, which have arisen from the planning coordination process for the Centre. Further, the outstanding issues (e.g. density) must continue to progress towards resolution through the concurrent local processes. The Region-led coordination process will assist in that regard.

It recommended that the Region's review and approval of the secondary plans for the Centre be based on the following:

- The Shared Principles for the Regional Centre, developed for and through the planning coordination process and endorsed by Regional Committee and Council in September 2009.
- The completion of and recommendations from a Centre-wide transportation study, to be led and funded by the Region.
- The completion of and recommendations from a comprehensive fiscal analysis for the Centre, undertaken collaboratively by finance staff from the Region, Richmond Hill and Markham.
- The completion of community facilities and services inventory and implementation strategy, identifying prioritized requirements and approaches.
- The adoption of a Regional Official Plan Amendment to provide detailed Regional policies to support and guide the planning and implementation of the Centre.
- Provincial engagement to ensure the timely delivery of Provincial infrastructure and legislative tools vital to the implementation of the Centre.

The above requirements and actions, including the completion of the recommended studies, will be undertaken in collaboration with the local municipalities as part of the planning coordination process for the Centre. Taken together, these elements form a decision-making framework and process for the remaining planning and approval steps for the Regional Centre. Further, these elements clarify the Region's expectations with respect to the content and timing of the secondary plans.

## **Relationship to Vision 2026**

The planning and implementation of the Richmond Hill Centre/Langstaff Gateway, and the coordination being undertaken to achieve it, is an excellent example of good planning and inter-municipal and agency cooperation. The planning objectives and related process are highly consistent with and will serve to advance all eight goal areas of Vision 2026, and especially “Quality Communities for a Diverse Population”, “Managed and Balanced Growth”, “Infrastructure for a Growing Region” and “Engaged Communities and a Responsive Region”.

## **5. FINANCIAL IMPLICATIONS**

### **There are no immediate financial implications for this report**

The range and complexity of issues, the significant infrastructure requirements and the unique context of the Centre requires a new and customized financial approach, which has been the focus of the Financial Tools & Models sub-group staff team. Working towards closing potential cost-revenue gaps associated with servicing the development of the Centre, the sub-group has made the following recommendations:

- 1) A comprehensive fiscal analysis be undertaken to assess anticipated revenues and costs under the proposed development vision for the Centre, and that the analysis include a comparative analysis of financial tools including unit-based and area-based development charges.
- 2) The concept of and requirement for municipal cost-recovery be included in the secondary plans for the Centre.
- 3) The Province be requested to make changes to Provincial legislation and regulation to provide municipalities with a greater range of financial tools to support the implementation of the higher-density, mixed-used and transit-oriented form of development required under the Provincial Growth Plan.

### **Separate report on the Transportation Services Committee agenda is seeking authorization for a comprehensive transportation study**

Although there are no financial implications directly associated with this report, the recommended Centre-wide transportation study arising from the Physical Infrastructure sub-group will require Regional funding. The proposed Terms of Reference for the study is being considered by the Regional Transportation Services Committee on April 7, 2010. Additional Regional funding for other studies to support the planning and implementation of the Centre, based on the planning coordination process and recommendations, may be required including the proposed comprehensive fiscal analysis. Further staff-level analysis and coordination will determine the extent to which this and other studies can be completed with in-house resources among the Region and the Towns of Richmond Hill and Markham.

## **6. LOCAL MUNICIPAL IMPACT**

### **Local planning processes are running collaboratively with the Region-led coordination process, with issues remaining**

Richmond Hill and Markham have each initiated planning and consultation processes for the Regional Centre, associated with and running parallel to the Region-led coordination process. The City of Vaughan is also engaged in a local planning process for lands immediately adjacent to the Centre, and is an active participant in the larger coordination process to address its interests.

Arising from these local planning processes for the Centre, some important issues have been raised. Richmond Hill and Vaughan have formally expressed issues with respect to the level of density proposed (and assumptions related to transportation capacity) for the Langstaff Gateway portion, and have each requested the Town of Markham to defer its adoption of its secondary plan pending the completion of the Centre-wide transportation study and other work arising from the Region-led coordination process. The proposed ratio of population to employment, and the phasing and staging of development within the Langstaff Gateway have also been raised as issues. Markham has raised issues through its review of the Richmond Hill concept with respect to the location of the Mobility Hub, integration and connectivity with lands to the south, and phasing and staging details to justify a proposed full-build-out by 2031.

### **Issues require further work by local municipalities, Centre-wide framework emerging to provide context for Regional approvals**

These outstanding issues require further scoping and analysis through the local planning processes, and continued dialogue among the municipalities as part of that work. The Region-led planning coordination process for the Centre is providing a forum for the exchange of information and ideas. Further, the Region is developing a policy and approvals framework for the Centre as a whole, which will assist in supporting and guiding the local processes. The Region is the approval authority for local secondary plans, and will make changes as necessary within the established policy and approvals framework.

### **Coordination process should continue, to provide vehicle for continued collaboration on the wide and complex range of issues**

It is recommended that the planning coordination process continue, which will serve to support local planning for the Centre and provide a forum for innovation and ideas-sharing. The multiple jurisdictions involved in the planning of the Centre, and the range and complexity of issues, reinforces the need for continued collaboration. It is recognized, that while each jurisdiction may have a range of interests, the achievement of a dense, mixed-use, well-designed and transit-dependent Centre is a mutual objective, and that the completion of the Yonge Subway Extension is critical to its full achievement.



Although consensus across all matters of local municipal interest regarding the Regional Centre has not been achieved to this point, the planning coordination process has been an effective vehicle for staff collaboration and the sharing of ideas. The completion of the recommended actions (e.g. comprehensive fiscal analysis) arising from the process, as outlined in this report, will further support local planning for the Regional Centre and support the approval and implementation of the secondary plans prepared by Richmond Hill and Markham.

## **7. CONCLUSION**

### **Coordination process recognizes multiple jurisdictions, and the range and complexity of the shared interests regarding the Centre**

The planning and implementation of the Richmond Hill/Langstaff Gateway Regional Centre and Provincial Urban Growth Centre is critical to city-building within York Region and the larger Greater Toronto Area, and incorporates the interests of local, Regional and Provincial levels of government and related agencies.

The strategic importance of this Regional Centre is matched by the range and complexity of the issues associated with its planning and long-term implementation. The Region has a significant interest in the Regional Centre, and will continue to provide leadership and support to realize the vision for the Centre as an urban, transit-dependant, mixed-use and well-designed place. Richmond Hill and Markham are each planning concurrently for their segments of the Centre.

### **Basis for Regional review and approval of secondary plans for the Centre requires further study, and resolution of remaining issues**

Issues remain in the planning and implementation of the Centre, including: density; the mix of employment and residential uses; development phasing and staging; the location of and access to the Mobility Hub, and; connectivity between the north and south segments of the Centre overall. The Region-led planning coordination process for the Centre is providing a vehicle to address these and other issues, in collaboration with staff from Richmond Hill, Markham, Vaughan and the Region.

This report outlines and recommends specific requirements upon which the Region's review and approval of the secondary plans for the Centre will be based. It is anticipated that the recommended studies will be completed by the end of 2010, followed by Regional consideration of the local secondary plans in 2011. Included in the work required is the further resolution of the outstanding issues through the concurrent local planning processes, the completion of Centre-wide transportation study and a comprehensive fiscal analysis, and a Regional Official Plan Amendment specific to the Centre. The secondary plans for the Centre will be considered when these requirements are completed to the satisfaction of the Region, while continuing to work with the local municipalities through the planning coordination process.

**Planning Coordination for the Richmond Hill/Langstaff Gateway Regional Centre and Provincial Urban Growth Centre – Summary of Process, Recommendations and Next Steps**

For more information on this report, please contact Heather Konefat, Director of Community Planning, at (905) 830-4444, Ext. 1502, or Sean Hertel, Senior Planner, at Ext. 1556.

The Senior Management Group has reviewed this report.

Recommended by:

Approved for Submission:

Bryan W. Tuckey, M.C.I.P., R.P.P.  
Commissioner of Planning and  
Development Services

Bruce Macgregor  
Chief Administrative Officer

March 5, 2010

Attachments: 1 – Shared Principles  
2 – Planning Coordination Structure and Process  
3 – Planning and Design Approaches Matrix

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cc: Policy DPT - Planning Committee/2010/April 7 1:06 PM Planning Coordination ARC Changes Mar 16.doc

## Richmond Hill/Langstaff Urban Growth Centre – Planning Coordination

### Goal Statement:

To achieve a complete, diverse, compact, vibrant, integrated, sustainable and well-designed Centre, to serve as a focal point in the Region for housing, employment, cultural/community facilities, and transit connections.

### Shared Principles:

#### 1.0 Land Use and Urban Design

- 1.1 Planning will be comprehensive and achieve the implementation of a cohesive, **integrated and complete** community
- 1.2 The **initial phases of development** will include lands at and adjacent to the planned subway stations
- 1.3 Development densities will be concentrated at the planned **higher order transit facilities**, achieve a minimum of **3.5 Floor Space Index (FSI)**, and **decrease with distance** from the those facilities
- 1.4 A diverse mix of uses will be accommodated to create complete and active **precincts or neighbourhoods** within the Regional Centre, which will include the assignment of supportive resident-to-employee ratios
- 1.5 **Built form and design** will set a high standard, and contribute to a sense-of-place and **community identity** for each precinct or neighbourhood, and for the Regional Centre as a whole
- 1.6 Implementation tools, including the use of Section 37 of the Planning Act, will be incorporated into the respective secondary plans to achieve bona fide **community benefits**, which shall be described in the plans, that serve the residents and businesses of the Regional Centre

#### 2.0 Building Complete Communities

- 2.1 Neighbourhoods or precincts will be **complete** and **self-sufficient** communities within an integrated Regional Centre, to the **extent possible** and recognizing **physical constraints**
- 2.2 Land uses will provide **live-work-shop-play** opportunities for all residents within the Regional Centre, taking into account a **wide range of income levels** and demographics
- 2.3 The Regional Centre will be a complete community with on-site community **facilities and essential services**, including emergency medical services (EMS), fire, police, schools, libraries, arenas, playgrounds and others

### Building Complete Communities (cont.)

- 2.4 Community facilities including squares, parks, natural recreation areas, and pedestrian and cycling paths, will be **integrated** into the community and contribute to a **sense of place** for residents and employees within Centre
- 2.5 Facilities and services will **coincide with each phase** of development, and will be provided through the development approvals process, including the application of **Section 37 of the Planning Act**
- 2.6 **Access** to the facilities and services by area residents and employees will be convenient, safe, and available through a **short walk or cycling** trip
- 2.7 Amenity space, including parks and active recreation areas, will be **accessible to the public**, as opposed to being enclosed within privately owned buildings

### 3.0 Community Integration

- 3.1 **Connectivity** and **integration** across the Centre will be **optimized**, working to manage potential constraints posed by physical barriers and multi municipal jurisdictions
- 3.2 **Coordinate**, through agreements and related tools, the **operations** of and **funding** for community services (e.g. libraries, recreation programs, etc.) and infrastructure (e.g. street grid, sidewalks, etc.) across the Regional Centre
- 3.3 Ongoing **liaison** between among the Region, Markham, Richmond Hill and Vaughan to **enhance community integration** and planning, leading up to and following the finalization and approvals of the secondary plans, and continue to the development approvals and implementation stages (e.g. formal **municipal working group** or **planning advisory group**)

### 4.0 Physical Infrastructure

- 4.1 The provincially-designated **Mobility Hub** is the central and most important destination, origin and transfer point for transit trips within the Centre, and has a **Region-wide significance**. Development will therefore serve to enhance access to and support the **efficient functioning** of this facility
- 4.2 Development and related phases will proceed on the basis of **transit-priority** and non-auto travel modes such as **walking** and **cycling**, and the demonstration of sufficient transportation capacity to, from and within the Regional Centre
- 4.3 A **transportation study/master plan** will include a comprehensive review of wide-area (e.g. including lands north to 16th Avenue) transportation facilities, and include current conditions, identify short, medium and long-term transportation improvements, related development thresholds, and triggers

### Physical Infrastructure (cont.)

- 4.4 **Transportation capacity** will be assessed on the basis of **congestion management**
- 4.5 A comprehensive and integrated **mobility plan** and strategy – addressing all modes of transportation with an emphasis on **non-auto modes** – will be prepared by the applicants as a condition of development approvals, consistent with the findings of the wide-area transportation study/master plan
- 4.6 A **fine-grained street grid** network will be planned and implemented through the development approvals and phasing process, including the identification of additional road, pedestrian, cycling and transit linkages
- 4.7 **Transportation Demand Management (TDM)** measures, including ride-sharing programs for residents/employees and transit pass incentives, will be required by the municipalities as a condition of development approvals for each phase
- 4.8 **Parking supply and design** will reflect and support the transit-priority of the Regional Centre, and shall include parking management approaches that include the establishment of consistent and low maximum parking standards, and on-street parking in appropriate areas
- 4.9 Development **triggers** (e.g. opening of subway, TDM measures, etc.) for each phase of development will include **performance-based standards** that are tied to mode shares for transit and other non-auto modes
- 4.10 **Transportation capacity**, including transit mode shares and non-auto measures, will be monitored for and throughout each phase of development
- 4.11 **Traffic congestion will be managed** throughout the build-out of the Regional Centre in a manner that supports transit, walking and cycling as the primary travel modes, and that takes advantage of state-of-the-art technologies
- 4.12 The “**walk-to**” **catchment areas** for the transit stations will be not be uniform, and will be based on pedestrian and cycling connectivity and associated travel times, generally based on a maximum 15-20 minute walk for the majority of people

### 5.0 Implementation of Community and Servicing Requirements

- 5.1 The Regional Centre will integrate complete and **self-sufficient** neighbourhoods or precincts, that have **on-site community facilities** and essential services, including emergency medical services (EMS), fire, police, schools, libraries, arenas, playgrounds and others
- 5.2 Facilities and services will **coincide with each phase** of development, and will be provided through the development approvals process, based on an inventory of community needs in the short, medium and long term.

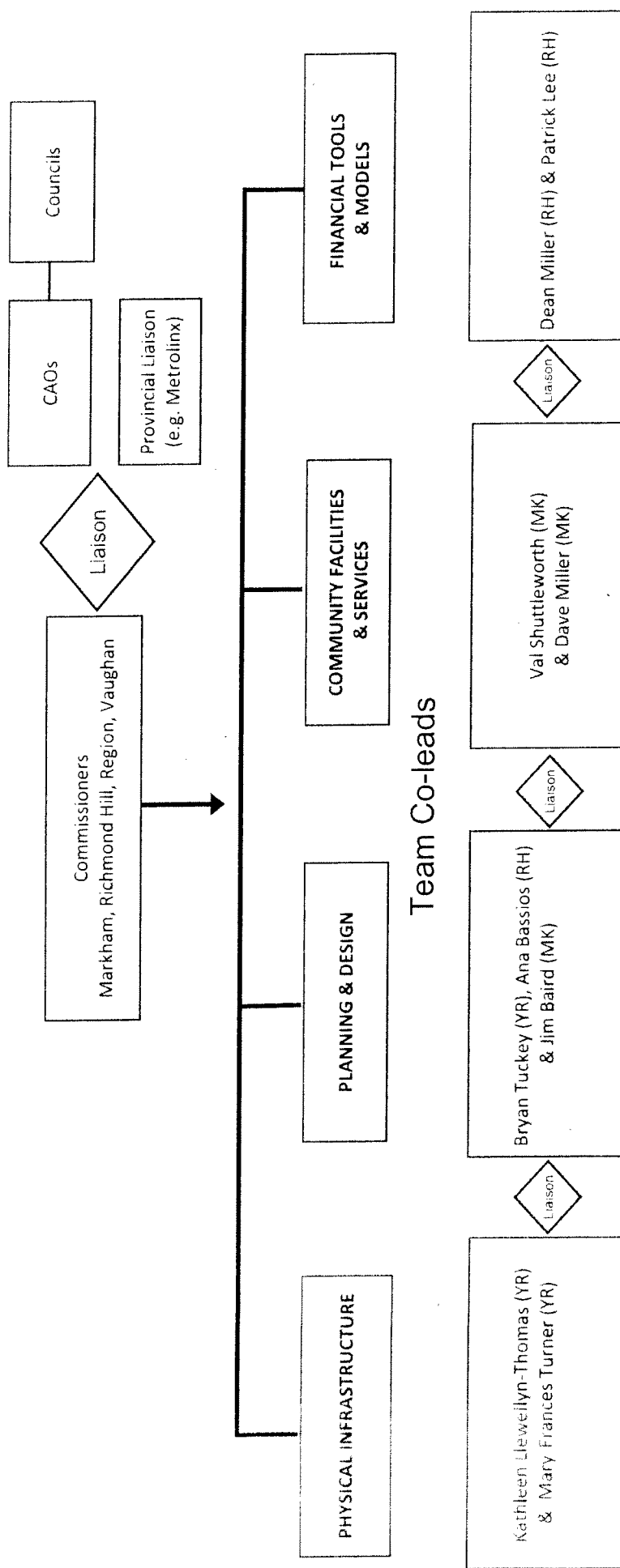
### Implementation of Community and Servicing Requirements (cont.)

- 5.3 **Phasing plans** will be developed, which will prescribe the phasing and staging at the **precinct or neighbourhood level**, to ensure the **orderly, sequential** and **integrated** implementation of secondary plans
- 5.4 **Community services and facilities** (e.g. EMS stations, libraries, etc.) will be **integrated** into development sites, projects and buildings within each phase of development. This includes the implementation of shared facilities and related programs among service providers (e.g. school boards) and through developer-municipal agreements
- 5.5 **Phasing and staging** of development within each precinct or neighbourhood will be **tied to triggers related to infrastructure capacity**, including community and social services and facilities, transportation, on-site energy generation (e.g. district energy), and water and waste water
- 5.6 **Equitable distribution** of, and financial contributions to, community facilities and services (e.g. parks, libraries etc.) across the Regional Centre
- 5.7 **Natural features** (e.g. streams, woodlots, etc.), related **linkages**, and **stormwater management** will be planned for and implemented in a comprehensive manner across the Regional Centre

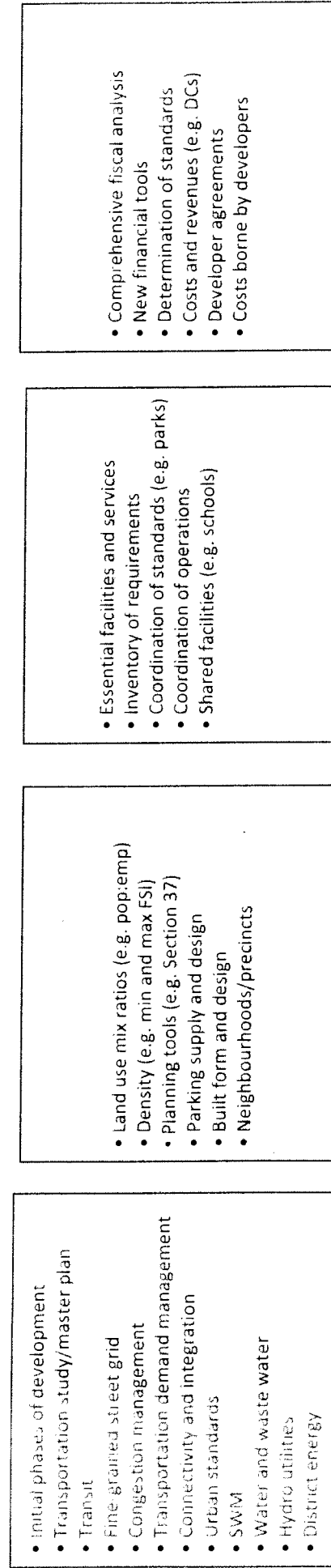
## 6.0 Financial Principles

- 6.1 A **comprehensive fiscal analysis**, funded by development, will be undertaken collaboratively by the municipalities as a condition of phase 1 development approvals, and subsequent phases, to determine the costs of common infrastructure required to service the Centre over the short, medium and long-term.
- 6.2 The **costs of required Infrastructure and services**, as determined by the municipalities to support each development phase, will be **borne by the developers**
- 6.3 Development **charges**, and other development and planning approval-related **fees**, will be **consistent across the Regional Centre** and will be based on the principle of **cost-recovery**
- 6.4 Park land dedication and parking **standards**, including cash in-lieu provisions, will be uniform across the Centre to ensure a **level playing** field in the development application and approvals process
- 6.5 The use of **Section 37** of the Planning Act will be applied only to achieve those bona fide community benefits which would not be required as a condition of development approvals

# Coordination Structure & Process



## Planning and implementation approaches to be determined



## Team Roles and Responsibilities:

- Make direct recommendations on planning and implementation approaches; to be integrated into secondary plans and related development approvals (e.g. subdivision, site plan, etc.)
- Take reports as required, through the appropriate council/committee process to obtain necessary direction/authorization for recommendations
- Work towards a positive consensus on detailed elements
- Coordinate in liaison, as required, with other Teams (e.g. Co-leads) and Commissioners
- Schedule and host meetings as required, and record and distribute minutes and/or record of actions

# Elements Matrix– Planning and Design Group

Richmond Hill/Langstaff Gateway Urban Growth Centre Planning Coordination

## 1. Connectivity and integration

### *Neighbourhoods and precincts in an integrated Regional Centre*

Richmond Hill Centre	Markham Langstaff	Basis for common directions, actions, etc.
<ul style="list-style-type: none"> <li>Size and geography:               <ul style="list-style-type: none"> <li>Yonge Street: 9.72 ha</li> <li>High Tech: 5.49 ha</li> <li>Transit Hub: 4.32 ha</li> <li>Red Maple: 4.03 ha</li> <li>Yonge West: 1.04 ha</li> <li>Bantry: 0.81 ha</li> <li>Average: 4.23 ha</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Size and geography:               <ul style="list-style-type: none"> <li>Phase 1-East: 12.87 ha</li> <li>Phase 2-East: 10.19 ha</li> <li>Phase 3-East: 7.81 ha</li> <li>Phase 1-West: 7.74 ha</li> <li>Phase 3-West: 4.82 ha</li> <li>Phase 2-West: 4.62 ha</li> <li>Average: 8.01 ha</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Minimum/maximum size</li> <li>Types of neighbourhoods – employment versus residential versus mixed</li> <li>Measuring the completeness of a neighbourhood – the type and number of elements (e.g. how complete does neighbourhood no. 1 have to be before no. 2 proceeds?)</li> <li>Layering of neighbourhoods with a grid road system, parks system, etc. – identify the relationships and impacts</li> <li>Community Services + Facilities Sub-Group to review proposed approaches and recommend inventory of required facilities and services, including timing and implementation approaches.</li> <li>Compilation of a community benefits inventory to guide the development and usage of Section 37 policies</li> </ul>
<ul style="list-style-type: none"> <li>Intensification of existing school sites with community services and facilities</li> <li>Major school/community services site located at Dr. James Langstaff Community Park</li> </ul>	<ul style="list-style-type: none"> <li>Encourage multi-purpose and shared use of cultural and institutional facilities</li> <li>Integrate community facility sites within developments</li> <li>Potential school/community services sites in the east and west precincts</li> </ul>	



*Linkages*

Richmond Hill Centre	Markham Langstaff	Basis for common directions, actions, etc.
<ul style="list-style-type: none"> <li>New east-west roadway extending Garden Avenue from Yonge Street to Red Cedar Avenue</li> </ul>	<ul style="list-style-type: none"> <li>East-west continuous linear parks connecting Langstaff/Longbridge Station (the Transit Green) at the west, the central Transit concourse and the Hub Green, and the Woodlot Park to the east</li> </ul>	<ul style="list-style-type: none"> <li>The functioning and laying of the linkages – mixing or separating modes (e.g. pedestrian and cycling versus auto)</li> </ul>
<ul style="list-style-type: none"> <li>Rail corridor bisects study area</li> <li>Storm water facility located at Yonge Street and Highway 7 within the study area</li> <li>Hydro corridor located along Highway 7 within the study area</li> </ul>	<ul style="list-style-type: none"> <li>Rail corridor bisects study area</li> <li>Storm water management on rooftops and in cisterns, no retention ponds on site</li> <li>Pneumatic/vacuum waste disposal proposed</li> </ul>	<ul style="list-style-type: none"> <li>East-west connections over and/or under the rail corridor – feasibility and options, including timing</li> <li>Spacing/sequencing of north-south connections across Highways 7 and 407 and the hydro corridor</li> </ul>
<ul style="list-style-type: none"> <li>North-south open space connection from Highway 7 to Bantry Avenue</li> <li>North-south connection at Yonge Street</li> </ul>	<ul style="list-style-type: none"> <li>North-south transit concourse connecting under Highways 7 and 407 to Richmond Hill Centre Station</li> <li>North-south road connection under Highways 7 and 407 to Red Cedar Avenue</li> </ul>	<ul style="list-style-type: none"> <li>Enhance the design and function of Yonge Street as a “thread” that links the Centre together</li> <li>Interface with proposed commuter parking facility in Vaughan - auto/transit/pedestrian access points</li> </ul>
<ul style="list-style-type: none"> <li>Local transit service to be determined with York Region Transit/Viva</li> </ul>	<ul style="list-style-type: none"> <li>North-south connection at Yonge Street</li> <li>Personal rapid transit (PRT) to connect precincts within Langstaff Gateway and to Richmond Hill Centre</li> <li>Additional local transit service to be determined with York Region Transit/Viva</li> </ul>	<ul style="list-style-type: none"> <li>Mobility Hub (Richmond Hill), Transit Green (Langstaff), and subway stations: connections and interface, underground opportunities and challenges, streetscaping considerations</li> <li>Implementing the Langstaff PRT: definitions within policy, costs to be borne by developers, not a Section 37 community benefit, role as a density trigger, connections to Richmond Hill Centre</li> </ul>
<ul style="list-style-type: none"> <li>Nearby access to Richmond Hill Centre Subway Station from most development blocks</li> <li>Study in progress, and details forthcoming</li> </ul>	<ul style="list-style-type: none"> <li>Nearby access to Langstaff/Longbridge Subway Station limited to western development blocks</li> <li>Trail system around the perimeter of the site and along the creek connects to trails and systems elsewhere in York Region (Markham, Richmond Hill, and Vaughan)</li> </ul>	

## 2. Phasing and staging

### *Complete and self-sufficient neighbourhoods and precincts*

Richmond Hill Centre	Markham Langstaff	Basis for common directions, actions, etc.
<ul style="list-style-type: none"> <li>1:1 resident-to-employee ratio proposed for Richmond Hill Centre (leading to a 3:2 ratio across the urban growth centre)</li> </ul>	<ul style="list-style-type: none"> <li>3:1 resident-to-employee ratio proposed for Langstaff Gateway (leading to a 3:2 ratio across the urban growth centre)</li> </ul>	<ul style="list-style-type: none"> <li>Securing the office/employment designations amidst external influences: other Regional Centres, 400-series highway employment areas, competition from Toronto and other GTHA municipalities</li> </ul>
<ul style="list-style-type: none"> <li>Office buildings primarily proposed along the southern perimeter of the study area (along the new east-west roadway)</li> </ul>	<ul style="list-style-type: none"> <li>Office buildings primarily proposed along the northern perimeter of the study area (along Highway 407)</li> </ul>	<ul style="list-style-type: none"> <li>Meeting the Regional OP target requirement of 1:1 – measures/triggers/tools to achieve over time</li> </ul>
<ul style="list-style-type: none"> <li>Mix of uses (resident-to-employee):               <ul style="list-style-type: none"> <li>Bantry: 97:3</li> <li>Yonge West: 100:0</li> <li>Red Maple: 85:15</li> <li>Yonge Street: 70:30</li> <li>High Tech: 45:55</li> <li>Transit Hub: 40:60</li> <li>Overall: 1:1</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Mix of uses (resident-to-employee):               <ul style="list-style-type: none"> <li>West: 68:32</li> <li>East: 84:16</li> <li>Overall: 3:1</li> </ul> </li> <li>Residential areas primarily to the east, employment along the Highway 407 edge to the north</li> </ul>	<ul style="list-style-type: none"> <li>Characterizing the different neighbourhoods – residential versus employment versus mixed               <ul style="list-style-type: none"> <li>clustering</li> <li>ranking (primacy)</li> <li>other considerations</li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>Residential areas primarily to the north, employment along the Garden Avenue extension to the south</li> </ul>		

### *Infrastructure and service coordination*

Richmond Hill Centre	Markham Langstaff	Basis for common directions, actions, etc.
<ul style="list-style-type: none"> <li>Study in progress, and details forthcoming</li> </ul>	<ul style="list-style-type: none"> <li>Water, sanitary, and storm water allocations and facilities built and operative with development</li> <li>Transportation triggers:               <ul style="list-style-type: none"> <li>Phase 2: Yonge Subway Extension</li> <li>Phase 3: 407 Transitway, CNR decking and overpasses, Main Street East and the ramping street connections with the</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Pre- and Post-Subway scenarios and triggers for all requirements               <ul style="list-style-type: none"> <li>Mix</li> <li>Density</li> <li>Parking standards</li> <li>Other considerations</li> </ul> </li> </ul>

	Langstaff West lands	
	<ul style="list-style-type: none"> <li>• Parking management strategy (demand, supply, design, location)</li> <li>• On-street parking encouraged on most streets</li> <li>• Off-street parking to be structured or underground</li> </ul>	
• Study in progress, and details forthcoming	<ul style="list-style-type: none"> <li>• Community facilities triggers:               <ul style="list-style-type: none"> <li>○ Phase 2: elementary school built</li> <li>○ Phase 3: 407 Transitway, CNR decking and overpasses, Main Street East and the ramping street connections with the Langstaff West lands</li> </ul> </li> </ul>	

*Orderly development*

Richmond Hill Centre	Markham Langstaff	Basis for common directions, actions, etc.
• Study in progress, and details forthcoming	<ul style="list-style-type: none"> <li>• Phase 1: all initial development</li> <li>• Phase 2: after Yonge Subway Extension</li> <li>• Phase 3: after 407 Transitway, CNR decking</li> <li>• Required road improvements to be completed prior to the issuance of building permits</li> <li>• Phase 2 employment and community facilities to be complete before Phase 3 residential development permitted</li> <li>• Further development phases depend on traffic studies and servicing allocations</li> </ul>	<ul style="list-style-type: none"> <li>• Provide all triggers/thresholds to Infrastructure Sub-Group for consideration</li> <li>• Parking management considerations: providing more parking spaces in the short-term and less in the long-term</li> </ul>

### 3. Built form and design

#### Densities and built forms

Richmond Hill Centre	Markham Langstaff	Basis for common directions, actions, etc.
<ul style="list-style-type: none"> <li>Gross density: 1.63 FSI (over 70 ha land)</li> <li>Net density: 4.50 FSI (over 25.4 ha parcels)</li> <li>Heights up to 42 storeys across the study area</li> </ul>	<ul style="list-style-type: none"> <li>Gross density: 3.61 FSI (over 47 ha land)</li> <li>Net density: 8.23 FSI (over 20.6 ha parcels)</li> <li>Heights up to 50+ storeys across the study area</li> </ul>	<ul style="list-style-type: none"> <li>Meeting the minimum Regional 2.5 FSI (overall) and 3.5 FSI (at subways) density targets – achievement over time, flexibility at edges (e.g. Yonge West in RMH)</li> </ul>
<ul style="list-style-type: none"> <li>Residential GFA: 709 456 m<sup>2</sup></li> <li>Office GFA: 339 700 m<sup>2</sup></li> <li>Retail GFA: 93 022 m<sup>2</sup></li> </ul>	<ul style="list-style-type: none"> <li>Residential GFA: 1 365 750 m<sup>2</sup> (estimated)</li> <li>Maximum office GFA: 250 910 m<sup>2</sup></li> <li>Maximum retail GFA: 36 045 m<sup>2</sup></li> <li>Maximum civic GFA: 44 255 m<sup>2</sup></li> </ul>	<ul style="list-style-type: none"> <li>Refinement of Regional policies and definitions on development block sizing</li> <li>How to establish maximum densities and heights – 200 (p+i)/ha and up?</li> </ul>
<ul style="list-style-type: none"> <li>People: 15 766</li> <li>Jobs: 15 683</li> <li>People and jobs per hectare: 449</li> </ul>	<ul style="list-style-type: none"> <li>People: 31 868 (estimated)</li> <li>Jobs: 11 279</li> <li>People and jobs per hectare: 918</li> </ul>	<ul style="list-style-type: none"> <li>Important for the use of Section 37</li> <li>Walking distance to subway/transit considerations</li> </ul>
<ul style="list-style-type: none"> <li>Heights and densities are greatest adjacent to Richmond Hill Centre Subway Station, decreasing with distance</li> </ul>	<ul style="list-style-type: none"> <li>Heights and densities are greatest at Langstaff Regional Rail Station, decreasing with distance and then increasing again towards Yonge Street and Bayview Avenue</li> </ul>	

#### Urban design and treatments

Richmond Hill Centre	Markham Langstaff	Basis for common directions, actions, etc.
<ul style="list-style-type: none"> <li>Urban design and streetscape is pedestrian-oriented. Detailed approaches and standards are under development, and will be forthcoming.</li> </ul>	<ul style="list-style-type: none"> <li>Urban Design and Streetscape Guidelines will identify: built form edges, setbacks, massing, conceptual maximum heights, key intersection treatments, open space elements, streetscaping, street lighting and furniture</li> <li>Non-residential uses only on the ground floor along spine roads (e.g. along retail main streets and east-west linear parks)</li> <li>Provide a variety of housing types to support diversity in housing needs by income, age and</li> </ul>	<ul style="list-style-type: none"> <li>Identify and make uniform the key elements/approaches:               <ul style="list-style-type: none"> <li>Wind effects/climate screening</li> <li>Pedestrian realm conditions, policies, and guidelines</li> <li>Podiums (e.g. height, angular planes, uses)</li> <li>Building plate sizes</li> <li>Tower separation policies</li> <li>Other considerations – vital elements</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>other demographic characteristics (e.g. townhouses, stacked townhouses, mid- and high-rise apartments)</li> </ul>	
Study in progress, and details forthcoming	<ul style="list-style-type: none"> <li>Interconnected system of public streets in a modified grid system that is designed to facilitate movement of pedestrians, cyclists, and transit</li> <li>Layout of streets, the size and shape of blocks to ensure sight lines to parks, natural and built features, pedestrian access</li> </ul>	<ul style="list-style-type: none"> <li>How to plan for and secure the street grid</li> </ul>

## Other key considerations

<i>Transportation</i>		
Richmond Hill Centre	Markham Langstaff	Basis for common directions, actions, etc.
<ul style="list-style-type: none"> <li>Subway to be supported by inter-modal facility (e.g. mobility hub) and related connections</li> </ul>	<ul style="list-style-type: none"> <li>Subway to supported by access to/from commuter parking lot in Vaughan, and connections to neighbourhoods within walking distance</li> </ul>	<ul style="list-style-type: none"> <li>Non-auto mode share targets across UGC common versus UGC-wide</li> <li>Access to/interface with proposed commuter parking lot in Vaughan</li> </ul>
<ul style="list-style-type: none"> <li>Final location of Langstaff Regional Rail Station to be determined</li> </ul>	<ul style="list-style-type: none"> <li>Final location of Langstaff Regional Rail Station to be determined</li> </ul>	<ul style="list-style-type: none"> <li>Direct entrances to transit facilities from the street</li> <li>In-building connections to the subway: underground walkways, from street-level building entrances</li> </ul>

# THE REGIONAL MUNICIPALITY OF YORK

Transportation Services Committee

April 7, 2010

Report of the

Commissioner of Transportation Services

and

Commissioner of Planning and Development Services

## **RICHMOND HILL CENTRE / LANGSTAFF URBAN GROWTH CENTRE - TRANSPORTATION STUDY**

### **1. RECOMMENDATIONS**

It is recommended that:

1. Regional Council approve an allocation within the approved Regional Transportation Roads Capital budget for the Richmond Hill Centre/Langstaff Urban Growth Centre Transportation Study.
2. The Regional Clerk forward this report to the Clerks of the Towns of Markham, Richmond Hill and the City of Vaughan.

### **2. PURPOSE**

The purpose of this report is to provide Committee with an update on the transportation related planning activities related to the Richmond Hill/Langstaff Gateway Regional Centre and Provincial Urban Growth Centre (UGC). The Region is leading the overall planning process in partnership with the Towns of Richmond Hill and Markham and the City of Vaughan. Specifically, there is a need to review and consolidate the recently completed local transportation plans and studies to ensure compatibility and alignment with the broader transportation vision for the area. A separate report is being presented to Planning Committee summarizing the overall process, the resulting products and recommendations, and recommended next steps arising from the planning coordination process for the Centre.

### **3. BACKGROUND**

**York Region Planning Department is leading a process to coordinate and support local municipal studies and secondary plans for the Urban Growth Centre**

The coordination process for the Regional Centre and Provincial UGC, and the related studies for the Centre being undertaken by Richmond Hill and Markham, was introduced

and outlined in a report to the September 9, 2009 meeting of the Regional Planning and Economic Development Committee. The report was received by the Committee, and its recommendations adopted, which were that:

- 1) The Principles drafted for the Centre by the Region, Richmond Hill, Markham and Vaughan be endorsed and continue to shape the implementation of the Centre;
- 2) Regional staff report back to the Committee and Council with an update of the process, and an outline of the emerging policy and implementation directions for the Centre, and;
- 3) The report be circulated for information to the municipalities participating in the coordination process, and to the Province.

**Principles and structure for staff collaboration around specific, shared issues has guided the process**

The Principles established for the Centre have been fundamental in guiding the process, and shaping the emerging land use and design visions by Richmond Hill and Markham for their respective segments of the Centre. The Principles have provided a level of structure and consistency to the planning and implementation process working towards the achievement of a cohesive Centre. The Principles were formed around the following six common and important issue areas, which required detailed and coordinated approaches:

- 1) Land Use and Urban Design
- 2) Building Complete Communities
- 3) Community Integration
- 4) Physical Infrastructure
- 5) Implementation of Community and Servicing Requirements
- 6) Financial Principles

Working towards common approaches for the above issue areas based on the Principles, staff from the Region and the local municipalities were mobilized into four sub-group teams to discuss and deliver detailed recommendations in the following four areas:

- 1) Community Facilities & Services
- 2) Financial Tools & Models
- 3) Physical Infrastructure
- 4) Planning & Design

A Terms of Reference was developed for each sub-group, and each sub-group was coordinated by senior staff from the Region, Markham and Richmond Hill and supported by a core team with particular expertise. Each group met a minimum of four times over a five month period. The Physical Infrastructure sub-group was led jointly by Kathleen Llewellyn-Thomas, Commissioner of Transportation, York Region and Mary-Frances Turner, President – York Region Rapid Transit Corporation.

Attachment 1 lists the shared principles for the physical infrastructure elements of the Centre. These principles were jointly developed by staff of the Region and the municipalities.

Recommendations arising from the Physical Infrastructure sub-group are that:

- 1) A Centre-wide transportation study be undertaken by the Region, in partnership with the Towns of Richmond Hill and Markham and the City of Vaughan, and;
- 2) The sub-group continue to meet to assess the capacity of and required improvements to water and wastewater servicing for the Centre and the adjacent area, and to further discuss approaches to integrate urban stormwater management techniques, solid waste collection practices and district energy facilities into the development scheme.

This report addresses only the first recommendation of the sub-group – the need for a Centre-wide transportation study.

#### 4. ANALYSIS AND OPTIONS

**The Richmond Hill/Langstaff Gateway Urban Growth Centre is strategically located at the intersection of four high order transit systems providing unprecedented transit market share opportunities**

The Richmond Hill/Langstaff Gateway Urban Growth Centre is strategically located in the GTA, at the trisect of 3 bus rapid transit lines (Yonge Street VIVA service, Highway 7 VIVA service, and the proposed Highway 407 Transitway), a commuter rail line (Richmond Hill GO line) and a proposed subway extension (Yonge Street Subway). In addition, the Centre is also serviced by Highway 407 tolled highway and Highway 7, which also serves as the municipal boundary between the Town of Richmond Hill and the Town of Markham and the City of Vaughan. When fully developed, the Centre will have a population of approximately 48,000 residents and 31,000 employees.

**Table 1  
Proposed Development Statistics for Regional Centre/UGC**

Planning Area	Land Area (.ha)	Residents	Employees	Density*
RH Centre	70	16,000	16,000	450
Langstaff	47	32,000	15,000	1,000
<b>Centre-Wide</b>	<b>117</b>	<b>48,000</b>	<b>31,000</b>	<b>675</b>

*\* Expressed as combined people and jobs per gross hectare*

The successful implementation of the Centre is critically dependant on transit improvements and a majority of trips being made to, from and within the Centre by modes other than the single occupancy vehicle (e.g. carpooling, walking, etc.). New and innovative approaches to delivering all types of physical or “hard” infrastructure will be required to achieve the vision of the Centre as an urban, compact, mixed-use and transit-oriented community. This includes water and wastewater servicing, stormwater



management, district energy systems, a fine-grained street network with pedestrian and cycling connections, and transportation demand management measures including the reduction of on-site parking facilities.

In summary, below are some of the unique characteristics of the Richmond Hill/Langstaff Gateway Centre that represent opportunities and challenges to developing it as an integrated, efficient and effective UGC.

**Opportunities:**

- The location of this Centre is unique in the limited opportunities available from a traffic accessibility and capacity perspective but with an abundance of planned transit capacity and opportunity.
- The Centre represents the best opportunity available in York Region, due to the physical constraints of the land area, to maximise and implement sustainable and innovative transportation policies and programs.
- The Centre benefits from an extensive transit network that includes YRT/Viva, GO Rail system, future TTC Yonge Subway Line extension and the proposed Highway 407 Transitway. This network will be staged over the next 25 years.

**Challenges:**

- One of the major challenges is that this UGC is at the cross-roads of 3 municipalities (Markham, Richmond Hill and Vaughan), is governed by 3 levels of government (4 if you include Transport Canada via the railways). The location requires a collaborative, innovative approach to development by three levels (Local, Regional, Provincial and possibly Federal) of government and four municipalities (Markham, Richmond Hill, Vaughan and York Region). (Note: the Yonge Subway extension will be under the jurisdiction of the TTC/Toronto, creating another level of complexity in delivering transit services to this area.)
- The Centre needs specific implementation policies and programs that are fully integrated and coordinated between the Richmond Hill Centre (RHC) and Langstaff Gateway plans and treat the two as a single UGC to function efficiently as an integrated mobility hub.
- The presence of the Hydro corridor, Highway 407 and Avenue 7 creates a wide physical separation between the north and south portions of the UGC which requires innovative solutions in bridging this gap.

**York Region needs to take a leadership role to bring the various local transportations plans and studies into alignment with a broader, long-term strategic vision**

York Region is taking a leadership role in bringing the municipalities together to help establish a long-term vision and strategic direction for the Urban Growth Centre as an inter-modal transit 'mobility hub' as designated by the Metrolinx Regional Transportation Plan (The Big Move). Further, the planned Yonge Subway extension and Mobility Hub are transportation elements that are not only critical to the Centre, but that require Regional leadership due to their cross-boundary nature.

Both Markham and Richmond Hill have developed detailed plans showing refined road networks to accommodate the proposed developments. These refined road networks will be used as part of this analysis to determine the overall impact on the primary road network and intersections.

Another critical component to the success of the congestion management plan for the area is the role of the proposed 2,000+ spaces of the Toronto Transit Commission commuter parking lot in the City of Vaughan. This commuter lot is to provide parking for passengers to the proposed Yonge Subway, and traffic congestion impacts as a result of this facility need to be addressed as part of the study.

An early and key concentration of the Physical Infrastructure sub-group was to review and compare the interim assumptions and conclusions of the transportation studies being prepared for Richmond Hill (by iTRANS Consulting) and Markham (by IBI Group) for their respective segments of the Centre, as part of their planning study processes. Key aspects of these ongoing studies, based on a “transit-first” and “non-auto” principles, are:

- Development thresholds tied to the performance of the road and transit network, currently being based on non-auto mode shares ranging between 50 and 60 per cent;
- The timing of the Yonge Subway extension, and the level of development that can be accommodated under “pre-“ and “post-subway” scenarios.
- The form, function and timing of the Provincial Mobility Hub within Richmond Hill and the timing of the transit systems that will connect and terminate there (e.g. future 407 Transitway).
- New north-south and east-west street connections (e.g. auto and non-auto) within each segment of the Centre, and across the Highway 407/7/Hydro Corridor linking those segments.
- Transportation Demand Management measures such as reduced parking requirements for development, and carpooling strategies and facilities.

**A cohesive, aligned transportation plan for this Urban Growth Centre is a critical element of the planning process**

The local transportation studies are progressing well and are generally consistent in their assumptions, approaches, and interim recommendations. It is clear that these critical transportation considerations for the Centre warrant, and would benefit from, a broader review that includes a Regional analysis of the larger and surrounding area, a “testing” and confirmation of the studies’ assumptions, and a detailed analysis that includes the Regional road and transit networks.

An over-arching transportation study must now be conducted to confirm the full transportation requirements to meet the needs of an integrated Richmond Hill/Langstaff Gateway UGC in the context of the larger Regional setting of the Centre. The Study will be based on the shared principles and be consistent with York Region, Metrolinx, Provincial and Local policies and plans, including the recently updated York Region Transportation Master Plan.

A proposed Terms of Reference for the Centre-wide transportation study has been completed (*Attachment 2*). The recommendations of the study will form part of the Region's planning and approval framework for the secondary plans for the Centre, and subsequent development approvals. The study will also inform the assumptions for the recommended comprehensive fiscal analysis for the Centre.

## **Relationship to Vision 2026**

The planning and implementation of the Richmond Hill Centre/Langstaff Gateway, and the coordination being undertaken to achieve it, is an excellent example of good planning and inter-municipal and agency cooperation. The planning objectives and related process are highly consistent with and will serve to advance all eight goal areas of Vision 2026, and especially "Quality Communities for a Diverse Population", "Managed and Balanced Growth", "Infrastructure for a Growing Region" and "Engaged Communities and a Responsive Region".

## **5. FINANCIAL IMPLICATIONS**

Regional funding allocation will be required for the proposed Richmond Hill/Langstaff Gateway Centre-Wide Transportation Study. A study such as this is required due to the Centre's unique geographic location and major transit infrastructure integration needs. It is not anticipated that similar studies will be required for other Regional growth centres. It is estimated that approximately \$200,000 would be required to meet the requirements for the study as set out in the attached Terms of Reference. It is recommended that \$200,000 be allocated from Design and Survey for Future Projects (#39910) account which is funded 88% through Development Charges.

## **6. LOCAL MUNICIPAL IMPACT**

Leadership for the proposed Centre-Wide Transportation Study would be provided by York Region staff (Transportation, Environment and Planning). Regional staff will work closely with local municipal representatives from Markham, Richmond Hill and Vaughan to ensure alignment of transit modal split targets, road connections, phasing of major transit infrastructure and assessment of fiscal impacts.

## **7. CONCLUSION**

The successful development of the Richmond Hill/Langstaff Gateway Regional Centre and Provincial Urban Growth Centre (UGC) will be dependent upon sound transportation demand management. Providing public transit alternatives, managing traffic congestion with a well-planned road and pedestrian network and managing parking supply are all critical elements to the economic success of the Centre. A Regionally led Centre-Wide Transportation Study will provide the basis for ensuring future alignment of transportation infrastructure and associated policies.

For more information on this report, please contact Irene McNeil at Ext. 5021.

The Senior Management Group has reviewed this report.

Recommended by:

Recommended by:

Kathleen Llewellyn-Thomas, P. Eng.  
Commissioner of Transportation Services

Bryan W. Tuckey, M.C.I.P., R.P.P.  
Commissioner of Planning and  
Development Services

Approved for Submission:

Bruce Macgregor  
Chief Administrative Officer

March 11, 2010

Attachment(s) 2

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## SHARED PRINCIPLES – Physical Infrastructure

1. The provincially-designated **Mobility Hub** is the central and most important destination, origin and transfer point for transit trips within the Centre, and has a **Region-wide significance**. Development will therefore serve to enhance access to and support the **efficient functioning** of this facility
2. Development and related phases will proceed on the basis of **transit-priority** and non-auto travel modes such as **walking** and **cycling**, and the demonstration of sufficient transportation capacity to, from and within the Regional Centre
3. **Phasing and staging** of development within each precinct or neighbourhood will be **tied to triggers related to infrastructure capacity**, including community and social services and facilities, transportation, on-site energy generation (e.g. district energy), and water and waste water
4. A **transportation study/master plan** will include a comprehensive review of wide-area (e.g. including lands north to 16th Avenue) transportation facilities, and include current conditions, identify short, medium and long-term transportation improvements, related development thresholds, and triggers
5. **Transportation capacity** will be assessed on the basis of **congestion management and linking such management to mode split goals for all modes of access (auto, bike, walk, transit and rideshare)**
6. A comprehensive and integrated **mobility plan** and strategy – addressing all modes of transportation with an emphasis on **non-auto modes** – will be prepared by the applicants as a condition of development approvals, consistent with the findings of the wide-area transportation study/master plan
7. A **fine-grained street grid** network will be planned and implemented through the development approvals and phasing process, including the identification of additional road, pedestrian, cycling and transit linkages
8. **Transportation Demand Management** (TDM) measures, strategies and programs, including bike, walk and ride-sharing programs for residents/employees and transit pass incentives, will be required by the municipalities as a condition of development approvals for each phase
9. **Parking supply and design** will reflect and support the transit-priority of the Regional Centre, and shall include parking management approaches that include the establishment of consistent and low maximum parking standards, and on-street parking in appropriate areas
10. Development **triggers** (e.g. opening of subway, TDM measures, etc.) for each phase of development will include **performance-based standards** that are tied to mode shares for transit and other non-auto modes
11. **Transportation capacity**, including transit mode shares and non-auto measures, will be monitored for and throughout each phase of development

12. **Traffic congestion will be managed** throughout the build-out of the Regional Centre in a manner that supports transit, walking and cycling as the primary travel modes, and that takes advantage of state-of-the-art technologies
13. The **“walk-to” catchment areas** for the transit stations will be not be uniform, and will be based on pedestrian and cycling connectivity and associated travel times, generally based on a maximum 15-20 minute walk for the majority of people

## **Draft Terms of Reference (Last updated Feb 25, 2010)**

### **Centre –Wide Transportation Study Richmond Hill–Langstaff Urban Growth Centre**

York Region is partnering with the Towns of Richmond Hill and Markham, together with the City of Vaughan, to build a complete, cohesive and integrated Regional Centre and Provincial Urban Growth Centre (the “Centre”). The Centre is a designated anchor Mobility Hub in the Metrolinx Regional Transportation Plan. The planning and build-out of the Centre will emphasize non-auto trip making, a high transit market-share, and a compact and mixed-used urban form as a part of a congestion-management approach to transportation to, from and within the Centre.

The Towns of Richmond Hill and Markham have each undertaken separate transportation studies for their respective areas of the Richmond Hill/Langstaff Gateway as part of a larger planning exercise. To that end, the Region is leading a Centre-Wide Transportation Study, in collaboration with the local municipalities and Metrolinx; linking and expanding upon the locally-led transportation studies to meet mutual challenges and seize opportunities to promote a viable and accessible Centre.

#### **1. BACKGROUND**

The Provincial Growth Plan for the Greater Golden Horseshoe (Places to Grow) identifies an Urban Growth Centre at the crossroads of Yonge Street and Highway 7/Highway 407. Identified as the Richmond Hill/Langstaff Gateway Urban Growth Centre (UGC), this site has been identified in local, regional and provincial plans as a major growth area and a major hub for high-density residential development and employment, and includes unprecedented transit opportunities. Urban growth centres will be a focal area for investment in institutional and region-wide public services, as well as commercial, recreational, cultural and entertainment uses supported by major transit infrastructure. The UGC is a planned compact and complete community where amenities are within short distance of residents and workers. The high density, mixed used development will reduce the need for long distance commuting trips.

The Metrolinx ‘Big Move’ Regional Transportation Plan (RTP) has identified this location as an ‘anchor’ hub – a designation which refers to the potential for the highest level of development and transportation integration. According to the definition in the ‘Big Move’ report, Mobility hubs are *major transit station areas* with significant levels of transit service planned for them in the RTP, high development potential, and a critical function in the regional transportation

system as major trip generators. They are places of connectivity where different modes of transportation — from walking to high-speed rail (note: MTO has identified the ultimate technology of the 407 Transitway as a rail-based rapid transit (e.g. LRT technology) — come together seamlessly and where there is an intensive concentration of employment, living, shopping and/or recreation. In addition to serving as places to arrive, depart and wait for transit, successful mobility hubs have the potential to become vibrant places of activity and destinations.”

The Richmond Hill/Langstaff Gateway UGC is strategically located in the GTA, at the trisect of 3 bus rapid transit lines (Yonge Street VIVA service, Highway 7 VIVA service, and the proposed Highway 407 Transitway), a commuter rail line (Richmond Hill GO line) and a proposed subway extension (Yonge Street Subway). In addition, the Centre is also serviced by Highway 407 tolled highway and Avenue 7, which also serves as the municipal boundary between the Town of Richmond Hill and the Town of Markham and the City of Vaughan to the west.

**Langstaff Gateway;** The Markham portion of the site is bounded by Highway 407/7 to the North, Bayview Avenue to the East, Holy Cross Cemetery to the South and Yonge Street to the West.

Full build-out of the Langstaff Gateway anticipates:

- 15,140 residential units/31,790 people
- 217,850 m<sup>2</sup> of non-residential floor space.

**Richmond Hill Regional Centre** is bounded by Bantry Avenue to the North, Red Cedar Avenue (with connections to Bayview Avenue) to the East, Highway 407/7 to the South, and Yonge Street to the west.

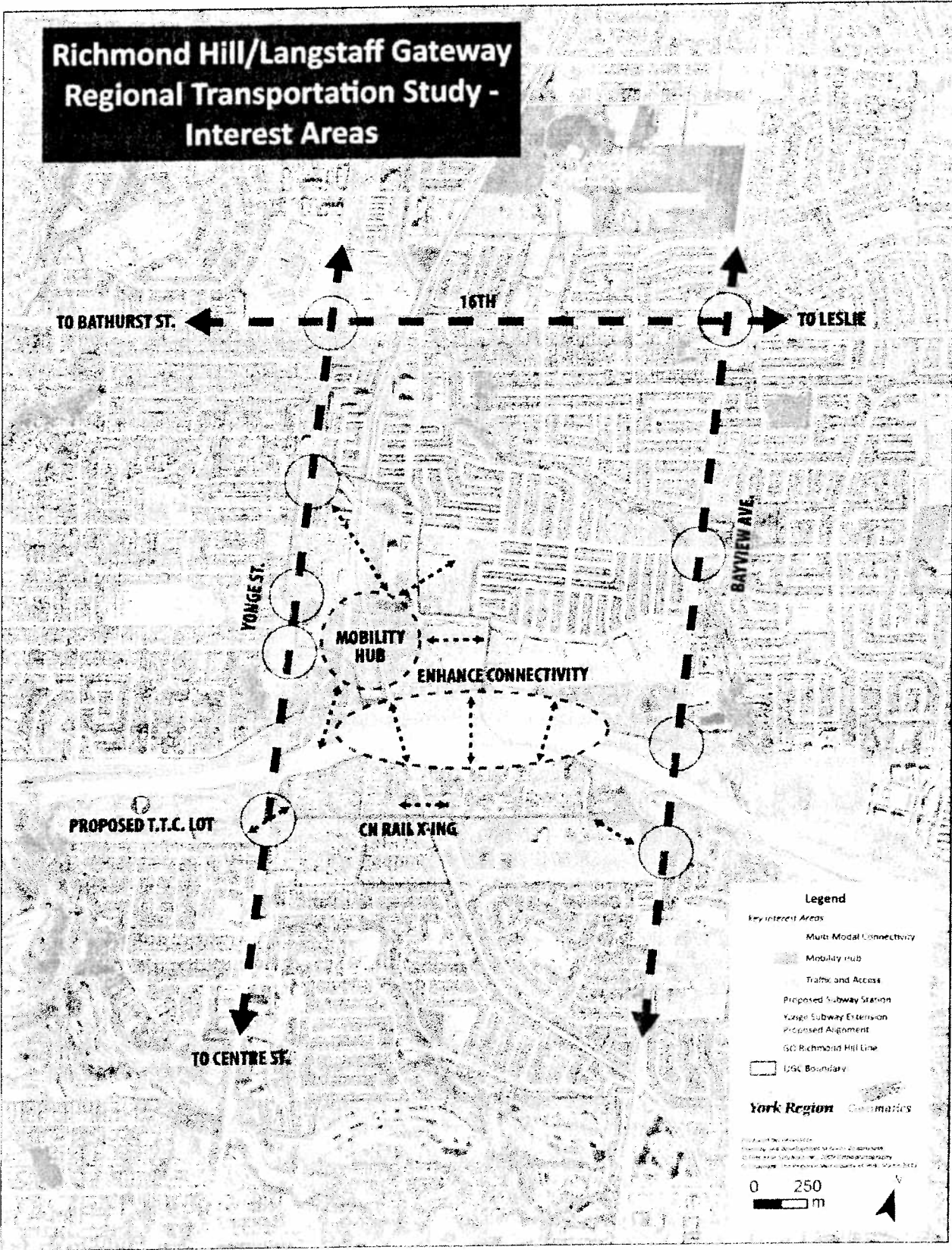
Full build-out of the Richmond Hill Regional Centre anticipates:

- 7,800 residential units/15,600 people
- 432,700 m<sup>2</sup> of non-residential floor space.

Both Municipalities have developed detailed plans showing refined road networks to accommodate the proposed developments. These refined road networks will be used as part of this analysis to determine the overall impact on the primary road network and intersections.

Another critical component to the success of the congestion management plan for the area is the role of the proposed 2,000+ spaces of the Toronto Transit Commission commuter parking lot in the City of Vaughan. This commuter lot is to provide parking for passengers to the proposed Yonge Subway, and traffic congestion impacts as a result of this facility need to be addressed as part of the study.





York Region is taking a leadership role in bringing the municipalities together to help establish a long-term vision and strategic direction for the Urban Growth Centre as an inter-modal transit 'mobility hub' as designated by the Metrolinx Regional Transportation Plan (The Big Move). This has resulted in a series of guiding (or shared) principles for the planning of an integrated and coordinated Richmond Hill/Langstaff Gateway UGC.

**Attachment 1** lists the shared principles for the physical infrastructure elements of the coordinated UGC. These principles were jointly developed by the Region and the municipalities.

A transportation study must now be conducted to confirm the full transportation requirements to meet the needs of an integrated Richmond Hill/Langstaff Gateway UGC in the context of the larger Regional setting of the Centre. The Study will be based on the shared principles and be consistent with York Region, Metrolinx, Provincial and Local policies and plans, including the recently updated York Region Transportation Master Plan.

In summary, below are some of the unique characteristics of the Richmond Hill/Langstaff Gateway Centre that represent opportunities and challenges to developing it as an integrated, efficient and effective UGC.

Opportunities:

1. The location of this Centre is unique in the limited opportunities available from a traffic accessibility and capacity perspective but with an abundance of planned transit capacity and opportunity.
2. The Centre represents the best opportunity available in York Region, due to the physical constraints of the land area, to maximise and implement sustainable and innovative transportation policies and programs.
3. The Centre benefits from an extensive transit network that includes YRT/Viva, GO Rail system, future TTC Yonge Subway Line extension and the proposed Highway 407 Transitway. This network will be staged over the next 25 years.

Challenges:

4. One of the major challenges is that this UGC is at the cross-roads of 3 municipalities (Markham, Richmond Hill and Vaughan), is governed by 3 levels of government (4 if you include Transport Canada via the railways). The location requires a collaborative, innovative approach to development by 3 levels (Local, Regional, Provincial and possibly Federal) of government and 4 municipalities (Markham, Richmond Hill, Vaughan and York Region). (note: the Yonge Subway extension will be under the jurisdiction of the TTC/Toronto, creating another level of complexity in delivering transit services to this area.)

5. The Centre needs specific implementation policies and programs that are fully integrated and coordinated between the Richmond Hill Centre (RHC) and Langstaff Gateway plans and treat the two as a single UGC to function efficiently as an integrated mobility hub
6. The presence of the Hydro corridor, Highway 407 and Avenue 7 creates a wide physical separation between the north and south portion of the UGC which requires innovative solutions in bridging this gap

## 2. STUDY OBJECTIVES

The main objectives of this Centre-wide Transportation Study include:

- i. A **review** of existing studies and their conclusions/recommendations (Regional TMP, Richmond Hill TMP, Langstaff Transportation Study (IBI), Richmond Hill/Urban Strategies ( iTRANS) study, Sustainable Travel Choices, YRT/Viva 5-Yr Service Plan, etc.) to clearly identify **gaps in assumptions and opportunities**.
- ii. The development of a complete, integrated, and strategic transportation **network plan** that will accommodate and support the land use plan of the Urban Growth Centre, with a focus on non-auto modes and the appropriate transit modal split target consistent with the phased implementation of new transit infrastructure and services over time. Specifically, the 3 critical elements of the network plan will address:
  - The development of a comprehensive Transportation Demand Management (**TDM**) plan that includes infrastructure, policies and programs to reduce travel needs, reduce single-occupant-vehicle use, promote transit use and promote active transportation. Plan development would also include a governance structure specific to responsibilities/roles for coordination and implementation of the TDM plan.
  - Development of a **parking** reduction strategy that includes minimum and maximum parking standards consistent with transit modal share targets, on-street parking and charging for parking and coordination/phasing of the parking reduction strategy with the TDM Plan Access to/from the commuter parking facilities will also be assessed, with a particular emphasis on the role and function of the proposed Toronto Transit Commission parking lot in Vaughan opposite the Centre.
  - Development of transportation key performance indicators (KPIs) that will be used as triggers for monitoring the success of the transportation plan and managing the of development phasing.

- Development of a comprehensive transportation infrastructure and development **phasing** plan including, policies and programs, ensuring that the pace of development matches the timing of the implementation of required transportation infrastructure and transit services, and that are consistent with pre-established KPI benchmark. For example, achievable modal split targets should be developed that reflect development on phase-by-phase basis.
- iii. An **implementation strategy** that includes, but is not limited to, identifying agency leads for implementing the recommendations of the study as well as private sector networks integral to plan implementation. This strategy will include a scoping of the role and priority projects of Metrolinx as they impact the full implementation of the Centre, with a particular emphasis on the EA-approved Yonge Subway Extension and the Mobility Hub.

### 3. SCOPE OF WORK

Below are the specific requirements to address the study objectives:

#### A. The Network Plan:

**The network plan will provide a complete, integrated, and sustainable transportation network that will accommodate and support the land use plans of the Urban Growth Centre**

1. Provide a Centre-wide review of transportation facilities, and include current conditions, identify short, medium and long-term transportation improvements, related development thresholds, and triggers
2. Determine feasible standards/assumptions (eg. Transit modal split targets, background traffic growth, etc) for reasonable congestion levels and practical congestion management solutions acceptable to all four municipalities. Standards and assumptions should be calibrated across all peak hour access modes (auto, transit, bike, walk and rideshare).
3. Conduct transportation capacity analysis and assess capacity needs on the basis of congestion management. Capacity is defined as peak hour capacity within each access mode (auto, transit, bike, walk and rideshare) necessary to maintain congestion levels within a desired/targeted level of service (LOS). The optimization of intersection capacities will be a critical element of this analysis though care must be taken to ensure that improvements and measures recommended to increase vehicle capacity, do not conflict with objectives to promote walking and improve the pedestrian environment.

4. Provide a comprehensive and integrated mobility plan and strategy that will address all modes of transportation with an emphasis on trip reduction and promoting non-auto modes
5. Develop a development approval policy framework that will require development proposals to be consistent with the findings of this area-wide transportation study/master plan
6. Develop/confirm the fine-grained street network that integrates walking, cycling and transit with personal vehicle use (note: this work is included in each of the local transportation plans)
7. Undertake a physical feasibility review of key elements of the recommended street network
8. Review and assess the impact of the CN rail corridor and the feasibility of implementing the strategies as outlined in current studies/plans.
9. Develop a road network that is sensitive to the surrounding residential neighbourhoods (minimizes infiltration of traffic) while providing for optimum traffic flow/movement and facilitates pedestrian activity at intersections.
10. Design concept and strategic directions for the mobility hub and associated transit facilities

#### **B. Transportation Demand Management:**

**Provide a Transportation Demand Management (TDM) plan that includes infrastructure, policies and programs to reduce travel needs, reduce single-occupant-vehicle use, promote and increase transit, bike, walk and rideshare use and promote active transportation.**

1. Review and assess the availability of various TDM measures, strategies and programs, including bike, walk and ride-sharing programs for residents/employees. Transit pass incentives should also be explored within the context of cost and the relationship of such to drive alone commuting.
2. Review and assess bicycle parking requirements within the developments, at bus stops, subway stations, and other planned public transit facilities in the area. Bicycle parking requirements within developments should be addressed within in the context of desired mode split targets for this mode of commuter access.
3. Provide and recommend a policy framework with regard to bicycle parking and the requirements as mentioned above that can be easily integrated into the local municipality zoning bylaws.
4. Explore development incentives that encourage enhancements of trip-end facilities that contribute to higher bicycle mode splits (e.g., FAR bonuses

for shower/locker facilities and/or other bike infrastructure that exceeds base level development requirements).

5. Review and assess both internal and external pedestrian and cycling network needs, including additional midblock crossings of Highway 407/7 that can be integrated with existing municipal and York Region Pedestrian and Cycling Master Plans.
6. Recommend policies, programs and infrastructure that will make the Richmond Hill Centre/Langstaff Gateway UGC a showcase for TDM in Canada

### **C. Parking Strategy:**

**Provide a surface parking reduction strategy that includes minimum and maximum parking standards, limits on land area allowed for surface parking, on-street parking and charging for parking**

1. Review and assess parking standards and policies in this area, including on-going work being done by Markham on proposed parking policy (IBI study), RapidCo's parking opportunity study along the rapid transit corridors, and any other available related studies.
2. Develop a parking management and design strategy that:
  - calibrates parking standards to area specific mode split targets
  - establishes consistent and low minimum and maximum parking standards for all development types
  - utilizes shared parking opportunity among different land uses
  - provides a framework for charging for parking
  - provides on-street parking to achieve land use goals in appropriate areas
3. The Town of Richmond Hill is currently developing a parking strategy that should be in final draft form before the start of this study. As such, findings from this strategy to be reviewed and incorporated into this study.

### **D. Infrastructure Phasing Plan:**

**Provide a comprehensive transportation infrastructure phasing plan that is performance based and includes policies and programs that will accommodate the phasing of residential and non-residential developments**

1. Assessment of development triggers (e.g. opening of subway, TDM measures, etc.) for each phase of development that are linked to infrastructure or program implementation and will include performance-based standards that are tied to mode shares for transit and other non-auto modes

2. Provide specific policies and recommendations of how the municipalities can incorporate these measures as condition of development approvals for each phase of the development.
3. A phasing plan that is tied to triggers related to infrastructure capacity and opening schedule of each major facility such as Subway station, improvements to the GO Rail system, mobility hub, or mid-block crossings between Richmond Hill Centre and Langstaff Gateway (note: phasing plan cannot simply tie to opening of certain transit facilities, it should also be tied to utilisation of these facilities.)
4. A phasing plan that will proceed on the basis of transit-priority and non-auto travel modes such as walking and cycling, and the demonstration of sufficient transportation capacity to, from and within the Regional Centre.
5. A phasing plan that will identify a fine-grained internal and external street network to support all modes of transportation.
6. Provide and recommend a policy framework to be integrated into the local municipality and Regional official plans / secondary plans / block / precinct plans.
7. Explore the opportunity to coordinate infrastructure phasing plan to geocode data that objectively links residential trip (origins) to commuter trip (destination). Calibrate transit planning (routing), bike and walk networks to geocode data to assure reasonable and meaningful links between the provision of alternative mode infrastructure and programs.

#### **E. Network Optimization:**

##### **A congestion management plan that will focus on the optimization of intersection capacity**

1. Incorporate state-of-the-art technologies such as Intelligent Transportation System (ITS), scrambled intersections, transit priority signals, or cycling signals to manage traffic congestion and to accommodate/encourage other modes of travel such as transit, walking and cycling in this area
2. Identify and develop a transportation capacity and demand monitoring program linked to the phasing of development
3. Consider a wider area of influence, beyond the limits of the Centre (eg. including lands north to 16<sup>th</sup> Ave), in determining the network function and capacity.

**F. Implementation Strategy:**

**Identify agency leads and mechanisms for implementing the recommendations of the study**

- Identify the lead agencies responsible for implementing specific recommendations of this study
- Evaluate and identify partnerships and collaborations between the public and private sector in the implementation of plan recommendations (e.g., TMA's , parking authorities, local and business improvement districts, etc.)
- Define roles and responsibilities of all partners to ensure a systematic and collaborative approach to plan implementation, with a particular emphasis on the role of Metrolinx.

**G. Funding Strategy:**

- Develop a funding strategy for the implementation of specific improvements including timing of the improvement relative to development proposals are to be developed and incorporated into this study.

**4. RELATED TRANSPORTATION STUDY REPORTS IN THE AREA**

- Langstaff Land Use and Built Form Master Plan, Draft Transportation Report (August 2009) – IBI Group has completed the draft transportation study for this area
- Richmond Hill Regional Centre (TBD) – iTrans/HDR has completed a transportation planning study for this area. The study is included as part of the Richmond Hill Regional Centre Preferred Concept Report dated September 9, 2009. (link to the concept report: [http://www.richmondhill.ca/subpage.asp?pageid=op\\_areastudy\\_rhcentre\\_design](http://www.richmondhill.ca/subpage.asp?pageid=op_areastudy_rhcentre_design))
- Region's Transportation Master Plan
- Regional TOD Guidelines
- Metrolinx 'Big Move'
- Sustainable Travel Choices Study
- Rapid Transit EAs
- YRT/Viva 5 Year Service Plan (2010-2015)



## ATTACHMENT 1

### SHARED PRINCIPLES – Physical Infrastructure

1. The provincially-designated **Mobility Hub** is the central and most important destination, origin and transfer point for transit trips within the Centre, and has a **Region-wide significance**. Development will therefore serve to enhance access to and support the **efficient functioning** of this facility
2. Development and related phases will proceed on the basis of **transit-priority** and non-auto travel modes such as **walking** and **cycling**, and the demonstration of sufficient transportation capacity to, from and within the Regional Centre
3. **Phasing and staging** of development within each precinct or neighbourhood will be **tied to triggers related to infrastructure capacity**, including community and social services and facilities, transportation, on-site energy generation (e.g. district energy), and water and waste water
4. A **transportation study/master plan** will include a comprehensive review of wide-area (e.g. including lands north to 16th Avenue) transportation facilities, and include current conditions, identify short, medium and long-term transportation improvements, related development thresholds, and triggers
5. **Transportation capacity** will be assessed on the basis of **congestion management and linking such management to mode split goals for all modes of access (auto, bike, walk, transit and rideshare)**
6. A comprehensive and integrated **mobility plan** and strategy – addressing all modes of transportation with an emphasis on **non-auto modes** – will be prepared by the applicants as a condition of development approvals, consistent with the findings of the wide-area transportation study/master plan
7. A **fine-grained street grid** network will be planned and implemented through the development approvals and phasing process, including the identification of additional road, pedestrian, cycling and transit linkages
8. **Transportation Demand Management (TDM)** measures, strategies and programs, including bike, walk and ride-sharing programs for residents/employees and transit pass incentives, will be required by the municipalities as a condition of development approvals for each phase
9. **Parking supply and design** will reflect and support the transit-priority of the Regional Centre, and shall include parking management approaches that include the establishment of consistent and low maximum parking standards, and on-street parking in appropriate areas
10. Development **triggers** (e.g. opening of subway, TDM measures, etc.) for each phase of development will include **performance-based standards** that are tied to mode shares for transit and other non-auto modes

11. **Transportation capacity**, including transit mode shares and non-auto measures, will be monitored for and throughout each phase of development
12. **Traffic congestion will be managed** throughout the build-out of the Regional Centre in a manner that supports transit, walking and cycling as the primary travel modes, and that takes advantage of state-of-the-art technologies
13. The **“walk-to” catchment areas** for the transit stations will be not be uniform, and will be based on pedestrian and cycling connectivity and associated travel times, generally based on a maximum 15-20 minute walk for the majority of people