

Attachment 2

**BUSINESS CASE - NEW STAFF REQUEST
& CONSULTING SERVICES
Planning and Regulatory Services / Policy Planning
Project Manager - Richmond Hill Centre Secondary Plan
Full-time Contract (24 months)
Background Analysis Consultants**

Overview

On June 12, 2018, Richmond Hill Council approved a motion to reaffirm Council's commitment to move the Yonge Subway Extension ("YSE") forward in anticipation of the preliminary design and engineering phase of the transit project that is currently underway. In addition, Council directed that staff prepare a Terms of Reference to initiate a planning/land use study/secondary plan for the Richmond Hill Centre ("RHC" or "Centre") in support of the Yonge Subway Extension, and that staff prepare a workplan outlining costs and requirements for dedicating staffing resources to undertake the work in support of the York Region Rapid Transit Corporation and, in collaboration with other municipalities and pertinent parties, to support the next steps of the transit project.

The Richmond Hill Centre is a designated Urban Growth Centre ("UGC") in the Growth Plan for the Greater Golden Horseshoe and is designated as a Regional Centre in the York Region Official Plan. The Richmond Hill Centre constitutes one half of the Richmond Hill/Langstaff Urban Growth Centre which is co-shared with Langstaff Gateway in the City of Markham. It is the only Urban Growth Centre in the Greater Toronto and Hamilton Area which spans two local municipalities. The Richmond Hill Centre is a key area within the Town's urban structure, and is a prominent and regional focal point for public rapid transit infrastructure and investment. The area is envisioned to develop into a primary location for cultural facilities, public institutions and major services, and is the intensification area of the Town that is planned to provide the greatest range of land uses and accommodate the highest level of intensification focused around an integrated transit hub station. The Town's Official Plan directs that a Secondary Plan be prepared for the area to act as a framework for guiding development and the integration of public rapid transit in the Centre.

Accordingly, to maintain the Town's commitment for advocating and planning for the Yonge Subway Extension to the Richmond Hill Centre, it is timely to initiate a Secondary Plan for the area. Developing a plan that is based on current Provincial, Regional and local directions and initiatives, ensures that the Town is poised to accommodate development that maximizes the significant investments that have been and are still to be made in public rapid transit for the area.

In order to undertake this work in timely manner, staff recommend hiring a Project Manager as well as relevant consultants as detailed in the project description below.

Background

Prior to the adoption of the Town's Official Plan in 2010, several studies were completed regarding the Richmond Hill Centre. Following adoption, in February 2011 Council

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received staff report SRPRS.11.029 which outlined an initial terms of reference to prepare a Secondary Plan for the area. The terms of reference set out in SRPRS.11.029 recommended that a consultant be retained to prepare a secondary plan, and outlined a proposed workplan to initiate the secondary planning process in order to establish a detailed land use and urban design policy framework to guide future development within the Centre over the long term, in accordance with the policy direction set out in the Part I Official Plan. Soon after this report was approved, the Official Plan was appealed for lack of a decision by the Region and the completion of the secondary plan project was put on hold.

Updates to Upper-Tier Planning Policies

Since 2011, there have been a number of changes to Provincial, Regional and local municipal policies that affect planning within the Centre. Most notably, there have been updates and amendments to the Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe, and the Regional Transportation Plan to 2041 (formerly *The Big Move*), as well as changes to the Planning Act pursuant to Bill 139 (the Building Better Communities and Conserving Watersheds Act, 2017). Some of the changes affect the policy direction for the Richmond Hill Centre, including among other matters, planning for Major Transit Station Areas. The Region of York is also currently in the process of updating its Official Plan through a Municipal Comprehensive Review process that is expected to be completed in 2020. Moving forward, the process to prepare the Richmond Hill Centre secondary plan will need to consider and apply upper-tier policy direction and requirements comprehensively through the Richmond Hill Centre secondary planning process.

Advancements to the Yonge Subway Extension Project

In addition to the recent changes in provincial and regional land use planning policies, there have been considerable advancements in the planning and detailed design of the Yonge Subway Extension (YSE) project which was not available at the time of the initial terms of reference in 2011. In particular, the preliminary design and engineering phase for the YSE is underway. This work is expected to take approximately 2 years to complete. Deliverables of the Preliminary Design and Engineering stage include, among other matters, advancing the overall level of design to between 15% and 30%. This work is expected to have a significant impact on the development of the Secondary Plan.

Other Related Town Initiatives

The Town is also undertaking several updates and new initiatives that will also inform this Secondary Plan. These initiatives include: the Urban Master Environmental

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Servicing Plan update, the Transportation, Pedestrian, and Cycling Master Plan update, and the Community Energy and Emissions Plan.

Project Description

The purpose of the Richmond Hill Centre Secondary Plan is to provide a detailed land use and urban design policy framework to guide future development in the Centre. To ensure the Richmond Hill Centre is planned comprehensively, it is timely to reinitiate the secondary planning process for the Richmond Hill Centre to:

- (1) consider the policy direction of the Secondary Plan in light of the recent changes and amendments to upper-tier provincial planning policies (i.e. PPS, Growth Plan, Planning Act) as well as the secondary plan requirements set out in the Regional Official Plan, and to comprehensively apply the provincial and regional upper-tier policies through the secondary plan process;
- (2) satisfy the secondary plan requirements set out in the Part I OP including the delineation of development blocks and confirming the appropriate deployment of building heights, density, transition and built-form within development blocks;
- (3) establish appropriate land use requirements for residential and non-residential development required to achieve a 1:1 ratio of people and jobs, and an intensification target of 200 people and jobs per hectare by 2031, as prescribed by the Growth Plan;
- (4) establish appropriate policy requirements for non-residential development to achieve recommended job targets in the Centre by way of providing an appropriate distribution of retail, commercial, office and major office employment;
- (5) understand and incorporate the advancements that have been made in the planning for the Yonge Subway Extension to the Richmond Hill Centre through the YSE project, and to establish required policy direction to protect for this and other key public transportation rights-of-way within the Centre including GO Rail, GO Bus, YRT, VIVA Bus Rapid Transit, and the 407 Transitway;
- (6) establish a core Working Group/Technical Advisory Committee comprised of key agencies, landowners, and other stakeholders to comprehensively address:
 - a. the feasibility and planning requirements of developing a multi-level integrated transit hub station as a key piece of transportation infrastructure within the Richmond Hill Centre which integrates subway, bus rapid transit, GO Rail and GO bus transit services into the facility;

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- b. establish appropriate policy direction for the integrated transit hub as a key transportation facility (i.e. location, function, etc.) and to set out appropriate requirements in the secondary plan for development to link to this facility;
- (7) undertake a park planning/urban design visioning exercise to plan for a landmark public space as part of the integrated transit hub facility, and to establish policy direction in the Secondary Plan for the location, function and design elements of this space;
- (8) undertake the preparation of a Transportation Study in accordance with the requirements of Section 5.26 of the OP and which incorporates the requirements of the York Region OP and other relevant transportation policies, plans and/or EA's, and which considers the long-term planning of, among other transportation matters and transportation infrastructure that affect the RHC and integrated transit hub, the Yonge Subway Extension project, Highway 407 Transitway, GO service and VIVA bus rapid transit service;
- (9) undertake a comprehensive assessment of the environmental and natural heritage systems within and immediately adjacent to the RHC and the preparation of recommendations and associated mapping including hydrogeological conditions such as groundwater, soil, subsurface conditions, and other geotechnical and hydrogeological considerations which may impact development parameters and necessary investments required for the Secondary Plan area, including requirements for municipal water, wastewater, stormwater and sewage services and infrastructure;
- (10) establish detailed sequencing plans that are supported by water, wastewater, transportation infrastructure and the provision of human services;
- (11) investigate best practices regarding below-grade connection requirements between transit infrastructure and linkages/integration with private development and explore opportunities to establish a comprehensive underground concourse network (e.g. PATH system) and establish appropriate policy direction in the secondary plan;
- (12) to prepare a Community Energy Plan for the Richmond Hill Centre, in accordance with the policy requirements of 3.1.9.5(5) of the Town's Official Plan; and
- (13) undertake the development of the Secondary Plan, including background work, in consultation with landowners, agencies and the general public.

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The project will be undertaken in three stages consisting of a collaborative planning process, and will follow a similar process for other secondary plan policy projects that were completed as part of the implementation of the Official Plan. The stages include:

Stage 1: Research and Re-Visioning (Fall 2018 – Spring 2019)

Stage 1 will commence with the hiring the Project Manager and consultants, and will focus on reviewing changes and amendments to upper-tier provincial planning policies to understand how they affect planning within the Richmond Hill Centre and what policy direction may be needed in the Secondary Plan to ensure conformity. This stage will include reviewing and updating the background work from 2009-2010 to ensure the forthcoming secondary plan is based on the most current information and policy framework. Among other matters, the analysis will focus on transportation, water, wastewater, stormwater, natural heritage systems, delineation of development blocks, distribution of height and density, planning for non-residential development, investigating best practices regarding below-grade connection requirements between transit infrastructure and linkages, a visioning/master planning exercise to plan for a major landmark open space, and consideration of social, economic and demographic changes. This may also result in a re-visioning for the Centre to reflect the new information.

A key component of the forthcoming Secondary Plan includes consideration of all of the transportation requirements which affect the long term planning of the Richmond Hill Centre. In particular, a comprehensive Transportation Study will be required in support of the future Secondary Plan to realize the multi-modal aspirations envisioned for this area and will, among other matters, identify existing constraints and opportunities in the transportation network to accommodate the growth, optimize traffic operations and ensure that the planned transportation network is phased and integrated with the planned high density land uses.

This stage will also involve liaising with the broader Community Energy and Emissions Plan (CEEP) process and Urban MESP update and undertaking more detailed analysis regarding the feasibility of implementing a District Energy System within the Richmond Hill Centre area as a component of the area specific Community Energy Plan.

Stage 2: Consultation and Recommendations (Summer 2019 – Winter 2020)

While consultation with the public, landowners and stakeholders will occur in all stages of the project; Stage 2 will focus on public consultation with the objective of finalizing a Recommendations Report. This consultation stage will include workshop and public open house components, consultation with the public, affected landowners and other key stakeholders, such as: York Region, City of Markham, transit agencies including Metrolinx/GO, York Region Rapid Transit Corporation, York Region Transit, Ministry of

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Transportation, and Toronto Transit Commission; Toronto Region Conservation Authority, CN Rail, and School Boards. This stage will culminate in an updated Recommendations Report.

Stage 3: Drafting and Approval of the Secondary Plan (Spring 2020 – Winter 2021)

Stage 3 will involve the development of a draft Secondary Plan including policies and associated mapping. The Secondary Plan will be brought forward for consideration and ultimately adoption by Council. Following Council's adoption of the Secondary Plan, Staff will submit the Secondary Plan document and associated documentation to York Region for approval.

Strategic Alignment

The Strategic Plan's Phase Three Implementation Plan (Year 2016) speaks to "Providing Leadership" as one of the means to guide the Town's efforts in advancing community priorities through Council Task Forces. The People Plan Task Force is set to guide the Town's efforts in the development of key plans and initiatives including the development of Secondary Plans such as the Richmond Hill Centre and Downtown Local Centre. The Strategic Plan also speaks to "Advocating for and work with partners on matters of importance to our community". This includes advocating for the extension of the Yonge Subway to Richmond Hill, all-day two-way GO service, and working with government partners to facilitate these initiatives and improve choices in transportation.

Phase Three of the Strategic Plan Implementation Plan also provides direction to "Engage the Community", "Align with Town Plans" and "Undertake New Initiatives". Undertaking the Richmond Hill Centre Secondary Plan as outlined above addresses all of these key directions.

The ongoing realization of the Official Plan (OP) is a critical initiative for the Phase Three Implementation Plan of the Strategic Plan. The Town's OP defines the Richmond Hill Centre as a regional focal point and a major residential and employment destination providing the greatest level of intensification in the Town as a primary intensification area. The OP's vision for the Richmond Hill Centre includes specific direction to develop a Secondary Plan for the area so that there is a comprehensive framework to guide development and the integration of public rapid transit in the Centre.

Comparative Analysis

The City of Markham completed its Secondary Planning process for the Langstaff Gateway in late 2010. York Region Council approved the Langstaff Gateway Secondary Plan in June 2011. The policies of the Langstaff Gateway Secondary Plan have been

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adopted by Markham Council and set the framework for guiding development in the Markham portion of the UGC.

The Langstaff Gateway forms the southern portion of the Richmond Hill/Langstaff Gateway Regional and Urban Growth Centre (UGC) in the Yonge Street and Highway 7 area. The area is intended to be a complete, integrated, and transit dependant community with a mix of land uses designed to make the development most accessible to transit, pedestrian and other non-auto modes of transportation. The completion of the Richmond Hill portion of the UGC through the development of the Secondary Plan for the Richmond Hill Centre would complete the detailed planning for the UGC, and ensure that it is planned comprehensively as a complete and integrated Regional Centre as directed by the policies of the Regional Official Plan and Growth Plan.

In 2017, the Town undertook a planning study and developed a Secondary Plan for the Yonge and Bernard KDA, that took place under an aggressive timeline given that the study area was the subject of a 1-year interim control by-law. Consultants were hired to undertake the study, and to draft the Secondary Plan and the Zoning By-law. The total consultants' fees were approximately \$300,000. No additional staff was hired. However, other staff projects, such as the Yonge and 16th KDA, were put on hold in order to allocate the necessary staff resources to undertake the work.

Analysis of Alternative Approaches

Conduct Research and Analysis In house: Presently, there are several major planning initiatives underway including, but not limited to: defence of recently adopted Secondary Plans and Zoning By-laws at the Local Planning Appeals Tribunal (LPAT); updates to the Transportation Master Plan and Urban MESP; development of the Town's Climate Change Action Plan and Community Energy and Emissions Plan, development of Town-wide comprehensive Zoning By-law, and updating of the Town's Sustainability Metrics. With all of these projects underway, the current staff complement is not able to undertake the secondary plan project for the Richmond Hill Centre in house.

Developing a Secondary Plan, followed by an associated Zoning By-law, for this area establishes an appropriate policy and regulatory framework for the area which will demonstrate that the UGC is "shovel ready" to accept new transit-supportive development that supports the extension of the Yonge Subway to Richmond Hill, and other key transit infrastructure projects that serve the UGC. Expediting the development of the Secondary Plan, demonstrates to all levels of government and stakeholders that the Town is serious about bringing high-order transit to this important Centre.

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Do Nothing: Without a secondary plan, the Town may not be implementing requirements of updated legislation and Provincial policy and capitalizing on the opportunities for planning the integrated transit hub within the Richmond Hill Centre.

Project Costs and Benefit Analysis

Cost

The total project is estimated to cost \$645,000 (exclusive of HST) and is anticipated to be completed within two years. The projected cost includes the costs associated with the hiring of a dedicated project manager to manage the project and prepare the Secondary Plan (approximately \$268,000, see Appendix A for details).

The Project Manager will form part of the Policy Section of the Planning and Regulatory Services Department for the duration of the secondary plan project. The principle role of the Project Manager is to ensure that the Secondary Plan is prepared on time and on budget, with the assistance of consultants and through regular communication and consultation with staff, Council, stakeholders, and the public.

The Project Manager responsibilities include:

- spearheading the procurement process for all consultants required to assist with undertaking the background work, options development, and finalizing recommendations for the Secondary Plan;
- leading the consultant team, the internal Technical Advisory Team, the inter-agency Advisory Team, and the Secondary Plan Steering Committee;
- leading all public consultation programs related to the development of the Secondary Plan, including work-shops and open houses;
- leading all stakeholder meetings, including those with the various transit and transportation services, as well as affected land-owners to ensure that the Secondary Plan provides sufficient direction to achieve the collective vision for the build-out of this area and a well-connected transit system supported by a balance of people and jobs and transit-oriented development;
- preparing quarterly status updates of the project to the Executive Leadership Team and Council;
- preparing of all staff reports related to the background work and Secondary Plan at key stages throughout the project; and
- Preparing and finalizing the Secondary Plan for adoption by Council.
- Participating in the development of an urban design and streetscape strategy
- Participating in Planning and Urban Design Working Group
- Participating in the Town's Technical Advisory Group

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- Participating in monthly Municipal Technical Advisory Group meetings to address technical matters and issues

Accordingly, the PM will be required to be a Registered Professional Planner (RPP) with experience in developing Secondary Plans, and will have strong project management, communications, and public consultation skills.

In addition, the estimated cost includes retaining transportation, engineering, urban design and other consultants to complete the background, consultation and recommendation phases of this project, under the leadership of the project manager (approximately \$377,000, in addition to Capital Budget money already allocated for the Community Energy Plan for the Centre). The breadth of analysis the project consultants will be expected to undertake is detailed in the project description above.

Benefit

In the short term, the adoption of the Secondary Plan demonstrates the Town's commitment to realizing the Provincial and Regional goals for this Urban Growth Centre which is predicated on the provision of high-order transit in this area. The benefits of this project include the development of a comprehensive secondary plan policy framework for the Richmond Hill Centre so as to ensure that the Centre evolves into a transit-supportive urban growth centre which achieves the mixed-use and intensification objectives prescribed in the Growth Plan. Ultimately, the completion of this project will capitalize on the significant investments made in public rapid transit in York Region, and lead to the transformation of the Richmond Hill Centre as a regional focal point and anchor mobility hub.

Funding Sources

The funding source for this project would be the Strategic Rapid Transit Reserve Fund.

Conclusion

Richmond Hill is committed to advocating for compact, transit-oriented development as an important part of building a vibrant "new kind of urban" community. This commitment is evidenced through Council's adoption of the Town's Official Plan and endorsement of the Regional Centre Design and Land Use Study which informed the policies of the OP. Over the past few years, the Province has enacted changes through legislation and Provincial Plans that impact planning in strategic growth areas including urban growth centres and major transit station areas. Additionally, initiatives at the municipal and Regional level also have a role in how the Richmond Hill Centre will develop over time.

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The development of a comprehensive Secondary Plan and associated Zoning By-law for this area demonstrates that the UGC is "shovel ready" to accept new transit-supportive development that supports the extension of the Yonge Subway to Richmond Hill, and other key transit infrastructure projects that serve the UGC.

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Appendix A: Project Manager Cost Details

	Current Year (2018) Impact	Full Year (2019) Impact	Full Year (2020) Impact
Start Date	01-Dec-18	01-Jan-19	1-Jan-20
End Date or Contract Terms	31-Dec-18	31-Dec-19	30-Nov-20
Full Time or Contract	Contract	Contract	Contract
CUPE/Admin/SEA/FIRE	Admin	Admin	Admin
Grade	7	7	7
Step	2	3	3
Annual Salary	\$ 107,100	\$ 112,200	\$ 114,200
Annual Benefit	\$ 10,900	\$ 11,400	\$ 11,600
<u>Operating Costs</u>			
Salaries (Prorated Salary Based on Start Month)	\$ 9,500	\$ 119,600	\$104,683.33
Benefits	\$ 900	\$ 11,400	\$ 10,633.33
Corporate allocation for training	\$ -	\$ -	\$ -
Equipment & Vehicle Rental	\$ 300	\$ 100	\$ 100
Membership	\$ 1,000	\$ 1,000	\$ 1,000
Mileage			
Total Operating Costs	\$ 11,700	\$ 132,100	\$ 116,417
<u>Funding Source</u>			
Reduction in casual wages & benefits			
Program efficiencies (contracts, consulting, etc)			
Reserve Fund - Strategic Rapid Transit Reserve			
Grants			
Tax Rate	\$ 11,700	\$ 132,100	\$ 116,417
Total Funding Sources	\$ 11,700	\$ 132,100	\$ 116,417
<i>Difference</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>
<u>Capital Costs</u>			
Furniture & desktop with standard software (Desktop or Laptop Computer, Standard Corporate Software, Land Line Telephone and Associated Service costs, Data/Telco cable runs (<i>If Required</i>) etc)	\$8,000	\$0	\$0
Computer hardware/software beyond standard issue			
Vehicle			
Total Capital Costs	\$ 8,000	\$ -	\$ -
<u>Funding Source</u>			
Reserve Fund - Strategic Rapid Transit Reserve	\$ 8,000	\$ -	\$ -
Grants			
Cash to Capital Reserve	\$ -	\$ -	\$ -
Total Funding Sources	\$8,000	\$0	\$0
<i>Difference</i>	<i>\$ -</i>	<i>\$ -</i>	<i>\$ -</i>
Total Operating and Capital Costs	\$19,700	\$132,100	\$116,417

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