

## **CITY OF VAUGHAN**

### **EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 11, 2018**

Item 1, Report No.16, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on April 11, 2018.

#### **1            WOODBIDGE HERITAGE DISTRICT URBAN DESIGN STREETSCAPE PLAN STUDY**

The Committee of the Whole (Working Session) recommends:

- 1) That the recommendation contained in the following report of the Deputy City Manager, Planning and Growth Management, dated April 9, 2018, be approved;
- 2) That appropriate staff from relevant departments (eg. By-law, Engineering, Transportation, Public Works, and others as required), be directed to meet with the Local Councillor (and other Members of Council should they wish) to develop a plan to address issues of present concerns as described by deputants who spoke to this item;
- 3) That immediate consideration be given (by way of the creation of a budget submission), to the placing of a stop light on Woodbridge Avenue, at the entrance to Market Lane, to facilitate the safe crossing of the street by pedestrians, similarly as was achieved by the placement of a signalized pedestrian crosswalk on Martin Grove Road, for the safety of senior pedestrians accessing programs at Father Ermanno Community Centre;
- 4) That the presentation and Communication C1, presentation material entitled, *Woodbridge Heritage District Urban Design and Streetscape Plan Study*”, be received;
- 5) That the following deputations be received:
  1. Mr. Chris Andrews, on behalf of the Village of Woodbridge Ratepayers’ Association, Kipling Avenue, Woodbridge;
  2. Ms. Maria Verna, President, Village of Woodbridge Ratepayers’ Association, Woodbridge Avenue, Woodbridge;
  3. Mr. Joe Pagliaroli, Woodbridge Avenue, Woodbridge;
  4. Ms. Erika Wilding, Woodbridge Avenue, Woodbridge; and
  5. Mr. Jamie Maynard, on behalf of the Village of Woodbridge Ratepayers’ Association, William Street, Woodbridge.

#### **Purpose**

The purpose of this report is to seek Council approval of the Woodbridge Illustrative Urban Design Guide and Woodbridge Avenue Streetscape Design and Guidelines

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(Volumes 1 and 2) (“Study”), included as Attachment #1.

#### **Report Highlights**

- The Study will serve as a comprehensive toolkit to provide design guidance on how to implement the approved Woodbridge Heritage Conservation District Plan and Woodbridge Centre Secondary Plan policy frameworks.
- The Study provides a design framework with design solutions to inform and coordinate public realm investments and to guide future development proposals.
- The Study identifies opportunities for further design guidance.
- The Woodbridge Avenue Streetscape Implementation Phase 1 Works provides preliminary construction costing that is being considered as part of the 2018 Development Charge Background Study update.

#### **Recommendations**

1. THAT the Woodbridge Illustrative Urban Design Guide and Woodbridge Avenue Streetscape Design and Guidelines (Volumes 1 and 2), included as Attachment #1, BE APPROVED; and
2. THAT following Council approval of the City’s Development Charges By-Law, staff be directed to bring forward a capital budget request as part of the City’s future budget cycle for the Woodbridge Avenue Streetscape Implementation Phase 1 Works (Attachment #2). This will include a Transportation EA Study for the Woodbridge Avenue.

#### **Background**

***Council on April 29, 2009 adopted the following recommendation of the Committee of the Whole Item 26, Report No. 23:***

"A detailed Streetscape Master Plan for the Woodbridge Core area and a costing and implementation plan should be undertaken which builds on the Streetscape Master Plan and costing prepared through the Kipling Avenue Corridor Study."

The Study augments the urban design policies of the Woodbridge Centre Secondary Plan to provide design direction for the built environment and public realm, in order to establish a consistent level of design excellence for new infill development and the City

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capital infrastructure projects. To reflect the significant cultural heritage and green space in the Woodbridge core, the Study provides an approach to extending and integrating important green networks into the Woodbridge Avenue streetscape.

#### ***The Study was developed in 3 phases and included an extensive community and stakeholder engagement process***

The Study commenced in September 2015 and was developed in three phases of work including:

- Phase 1: Background Review & Streetscape Design Frameworks (September 2015 – August 2016)
- Phase 2: Final Draft Urban Design Guide and Woodbridge Avenue Streetscape Design & Guidelines, Volume 1 and 2 (September 2016 – April 2017)
- Phase 3: Final Draft Woodbridge Avenue Streetscape Implementation Phase 1 Works (May 2017- November 2017)

The Study included an extensive engagement plan with diverse stakeholders including the Village of Woodbridge Ratepayers Association, community members, local business landowners, developers, the Woodbridge Agricultural Society, York Region Transit, the Toronto and Region Conservation Authority, York Region, Heritage Vaughan Committee and Members of Council.

The engagement process included the following events:

- Site Tour and City Staff Workshop (August 25, 2015)
- Three community events including Pop-Up Consultation Events (September 2015) on Woodbridge Avenue and two Public Open Houses at the Woodbridge Public Library (November 2015 and June 2016)
- Developer Roundtable Meeting - June 2015
- Individual Interviews with Stakeholders and Members of Council - September 2015
- Jane's Walk Woodbridge - May 2016
- Design Review Panel Presentation - June 2016
- Heritage Vaughan Committee Presentation - September 2016

In addition, a Technical Advisory Committee was established to incorporate cross-departmental and external agency information, technical expertise and comments into the Woodbridge Avenue Streetscape Design. The design concept for Woodbridge Avenue was presented at Public Open House #2 on June 29, 2016. Following Council's

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consideration of this report, Public Open House #3 will be held to present the results of the Study. Regular updates about the Study have been posted on the City's website at [www.vaughan.ca/designwoodbridge](http://www.vaughan.ca/designwoodbridge).

#### ***Public and stakeholder engagement included as part of the Study process revealed that improvements to the pedestrian environment is required***

Key messages communicated to the City through the community and stakeholder engagement process include the following:

- Residents identify with the uniqueness of Woodbridge Avenue and its village-like character, and want to cultivate its unique character and sense of identity;
- Pedestrian safety and universal accessibility along Woodbridge Avenue must be enhanced;
- Improvements are needed to support the role of Woodbridge Avenue as the main social and commercial hub of the community. Wider sidewalks and additional gathering spaces would allow people to enjoy the street, permit outdoor cafés, and support community events;
- The preservation of existing mature trees, additional street tree planting and connectivity to open spaces are important to the community; and
- Interfaces with public transit could be improved.

#### **Previous Reports/Authority**

[https://www.vaughan.ca/council/minutes\\_agendas/AgendaItems/CW0616\\_15\\_17.pdf](https://www.vaughan.ca/council/minutes_agendas/AgendaItems/CW0616_15_17.pdf)

#### **Analysis and Options**

***The Study will serve as a comprehensive toolkit to provide design guidance on how to implement the approved Woodbridge Heritage Conservation District Plan and Woodbridge Centre Secondary Plan policy frameworks, including specific strategies to enhance the public realm and the defining features of the District***

Early in the Study process, it became clear that the streetscape design for Woodbridge Avenue required an integrated design solution to enhance walkability and to achieve the larger vision and objectives of the Secondary and HCD Plans. City departments will reference the Streetscape Design framework to inform and coordinate their future respective capital projects along Woodbridge Avenue and for future application to the Regional partnership funding for the gateway design and construction at Islington Avenue. Implementation and ongoing operations and maintenance have been considered throughout the design process to deliver a street design and phasing strategy that captured both short term opportunities and longer term strategic value for

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social, environmental and economic prosperity.

The Study supports the transition of the Woodbridge Avenue from what is today a vehicle-oriented corridor into a greener, walkable, multi-modal street that celebrates existing heritage features and landscape context by providing implementation strategies to guide the built form transition and streetscape design within the context. The Woodbridge Avenue Streetscape Plan implements transit-oriented development principles to support transit investment, and create a safe, vibrant and pedestrian oriented environment that provides a high level of connection and walkability. Also, the Study provides a complete street design framework for future engineering, parks development and urban design capital projects.

***The components of the Study include 2 Volumes (Woodbridge Illustrative Urban Design Guide and Woodbridge Avenue Streetscape Design and Guidelines) and a Woodbridge Avenue Streetscape Implementation Phase 1 Works***

Volume 1 “Woodbridge Illustrative Urban Design Guide”, is structured to be a highly illustrative and accessible tool, outlining the urban design vision to supplement existing policies for the Woodbridge Area. The document should be read in conjunction with the Woodbridge Heritage Conservation District Plan (HCD) and the Woodbridge Centre Secondary Plan and is intended to assist City staff, stakeholders and the development industry in understanding the policy process, structure, interpretation and implementation of the guidelines.

Volume 2 “Woodbridge Avenue Streetscape Design and Guidelines”, provides the design guidance on how to implement the approved Heritage Conservation District and Secondary Plan Policy Frameworks and objectives, and specific strategies to enhance the public realm and defining features of the District. This document provides a vision for the streetscape design, and is a phasing and maintenance strategy to guide development of the Woodbridge Avenue streetscape over the short, medium and long-term horizons. The Study was developed in accordance with the Council approved City-Wide Streetscape Implementation Manual and Financial Strategy for Intensification Areas and Heritage Conservation Districts. The design solution is the result of a series of thoughtful considerations towards capital and maintenance costs, aesthetics and performance.

***Placemaking is the foundation to the study vision, creating a quality built form and public realm that meets the day-to-day needs of a diverse community***

The Woodbridge Commercial Core is the historical commercial center of the community and should continue to serve as an important social gathering area and commercial

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focus (3.1 Woodbridge Secondary Plan). The Secondary Plan describes that “a key aspect of the vision is the support for a shift in the dependency of vehicular use to other transportation modes such as transit, cycling and walking.” The approach to transportation in the Secondary Plan supports the objectives and policies of the Vaughan Official Plan 2010, Volume 1 in terms of transforming transportation in Vaughan, and more so, in its heritage villages. Woodbridge Avenue is described in the Woodbridge Centre HCD Plan with a “Main Street character” as a Part V protected heritage attribute under the “Ontario Heritage Act”, and that the street “must be designed and managed to provide pedestrians with an attractive and safe connection between public open spaces and the Woodbridge Core” (6.6.2). The HCD Plan further states that: “The accommodation of pedestrians will have priority over the accommodation of vehicles.” (6.6.2).

The Streetscape Design policies in the Secondary Plan include the following objectives in Section 3.7.2:

- Walkable, connected pedestrian-oriented streets;
- A cohesive character and identity for each street type;
- On-street parking and bike lanes where possible;
- Safe street and rail crossings;
- An identification of opportunities for enhanced streetscape treatments and pedestrian priority nodes; and,
- Increased transit service and streetscaping that supports increased transit use.

The key design objectives of the Woodbridge Avenue Streetscape Design & Guidelines are to:

- Establish strong public realm identity for the Woodbridge Heritage Conservation District;
- Promote walking, cycling and transit use;
- Reduce conflicts between pedestrians and vehicles;
- Provide a public realm that supports daily community life and community events;
- Capture inspiring educational, heritage and interpretive moments;
- Build on the unique access to the Humber River system;
- Increase the street tree canopy and provide ecosystem services; and,
- Provide a public realm design that is financially, socially and environmentally sustainable.

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The coordinated public realm design for Woodbridge Avenue considers heritage, the evolving fabric of architecture, the use and seasonality of spaces, scale and edge conditions, natural features, open space connections, multi-modal movement and the experience of people in this unique place as both a community and a regional destination. The Woodbridge Avenue Streetscape Design & Guidelines will help to coordinate future private development interfaces with Woodbridge Avenue to maximize pedestrian space along the street, provide design guidance for Privately Owned Publicly-Accessible Spaces (POPS), and to incrementally contribute to a strong and coherent public realm identity and the Woodbridge village heritage character.

***The Study provides a streetscape service level for Woodbridge Avenue that is consistent with the City-Wide Streetscape Implementation Manual and Financial Strategy***

Woodbridge Avenue streetscape qualifies as a “Premium” level of service based on the “Significant Civic / Cultural Importance” criterion established through the City-Wide Streetscape Implementation Manual and Financial Strategy approved by Council in 2014. Woodbridge Avenue is the commercial ‘Main Street’ of the Woodbridge HCD Plan and a significant City-wide and regional destination.

#### **Financial Impact**

The total preliminary construction cost of the Woodbridge Avenue Streetscape works is estimated to be \$12,850,000. This cost is being considered as part of the 2018 Development Charge Background Study update and staff will bring forward a capital budget request as part of the City’s future budget cycle with funding sources that reflects the outcome of the background study update.

The following table summarizes the future Operating Budget impact based on the preliminary costed streetscape works for Woodbridge Avenue. Funds for annual repair, maintenance and operating are included in the total cost, and are consistent with the Operations and Maintenance Assumption Matrix within the Council approved City-wide Streetscape Implementation Manual and Financial Strategy document, included as Attachment #3.

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Table 1: The future Operating Budget impact based on the preliminary costed streetscape works for Woodbridge Avenue

<b>Annual Operating Budget Impact (\$)</b>	<b>Phase 1</b>	<b>Built-Out</b>	<b>Total</b>
<b>Operating and Maintenance Costs</b>  <b>Based on \$168.00/ LM. Premium Streetscape Level of Service in accordance with City-Wide Streetscape Implementation Manual and Financial Strategy</b>	1600 linear meters of boulevard \$168.00 per Linmeter	No additional streetscape boulevard to maintain.	
<b>Total Operating and Maintenance Cost</b>	\$285,600.00	0	\$285,600.00

### **Broader Regional Impacts/Considerations**

York Region has participated as a stakeholder throughout the Study process, providing design review of the draft Woodbridge Avenue Streetscape Design related to the Islington Avenue gateway. Further consultation with the Region will be required for implementation of the Streetscape Design through the detailed design process. An approved Woodbridge Avenue Streetscape Implementation Phase 1 Works will enable the City of Vaughan to apply to York Region's Municipal Streetscape Partnership Program for partnership funding on the gateway streetscape enhancements located at Islington Avenue within the Regional right-of-way.

Through the Study, City staff also consulted with York Region Transit (YRT) to coordinate the streetscape design with planned bus stop improvements along Woodbridge Avenue between Kipling Avenue and Islington Avenue. The construction of the Woodbridge Avenue Streetscape Implementation Phase 1 Works would create expanded and improved boulevards for bus stop waiting areas. YRT has indicated its intention to replace the existing bus stops with new site furnishing in coordination with the City's implementation of the Streetscape Plan.

### **Conclusion**

The Woodbridge Illustrative Urban Design Guide (Volume 1), Woodbridge Avenue Streetscape Design and Guidelines (Volume 2) and Woodbridge Avenue Streetscape Implementation Phase 1 Works provide schematic design guidance for the built environment and public realm within the Study area to help achieve the policies of the Secondary Plan and the Woodbridge Heritage Conservation District Plan.

The success of the public realm and the unique character of place are important for the long-term social, cultural, and economic sustainability of the Woodbridge Heritage Conservation District. As the commercial 'Main Street' and social destination in the



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District, the ambition is to transform Woodbridge Avenue into a pedestrian-oriented, multi-modal street with a coherent public realm identity that showcases heritage assets and landscape character with public spaces, connections and amenities that enhance daily life. The Streetscape Design is a long-term framework to coordinate public realm improvements and capital projects, and to inform future private development along the street.

The Woodbridge Avenue Streetscape Implementation Phase 1 Works is the recommended first step towards achieving the full public realm vision and coordinates civil, transportation, parks and forestry, and urban design works.

**For more information**, please contact: Rob Bayley, Manager of Urban Design and Cultural Heritage, ext. 8254.

#### **Attachments**

1. Woodbridge Illustrative Urban Design Guide and Woodbridge Avenue Streetscape Design and Guidelines (Volumes 1 and 2).  
[https://www.vaughan.ca/services/business/urban\\_design/woodbridge\\_plan/Page/s/default.aspx](https://www.vaughan.ca/services/business/urban_design/woodbridge_plan/Page/s/default.aspx)
2. Woodbridge Avenue Streetscape Implementation Phase 1 Works.
3. Operations and Maintenance Costs Assumptions Matrix, City-Wide Streetscape Implementation Manual and Financial Strategy.

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(A copy of the attachments referred to in the foregoing have been forwarded to each Member of Council and a copy thereof is also on file in the office of the City Clerk.)