

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 23, 2015

Item 1, Report No. 27, of the Committee of the Whole (Public Hearing), which was adopted, as amended, by the Council of the City of Vaughan on June 23, 2015, as follows:

By approving the following:

That Recommendations 1) and 2) of the Committee of the Whole (Public Hearing) report dated June 16, 2015, be deleted and replaced with the following:

That Council not extend the interim control by-law and that any discussion of townhouse densities be referred to the comprehensive five year official plan review mandated by the Planning Act; and

That the following Communications be received:

- C15. Mr. Ryan Guetter, Weston Consulting, Millway Avenue, Vaughan, dated June 16, 2015;***
- C16. Ms. Rosemarie Humphries, Humphries Planning Group Inc., Chrislea Road, Vaughan, dated June 16, 2015;***
- C17. Ms. Rosemarie Humphries, Humphries Planning Group Inc., Chrislea Road, Vaughan dated June 16, 2015;***
- C18. Mr. Ryan Mino-Leahan, KLM Planning Partners, Jardin Drive, Concord, dated June 16, 2015;***
- C19. Sandra and Serafino Ortino, dated June 16, 2015; and***
- C20. Mr. Claudio Brutto, Brutto Consulting, Edgeley Boulevard, Vaughan, dated June 16, 2015.***

Regional Councillor Ferri declared an interest with respect to this matter as his son is a solicitor employed by a law firm representing one or more of the applicants involved in the subject matter, and was not present when the matter was under consideration.

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**LOW-RISE RESIDENTIAL DESIGNATION POLICY REVIEW
KEELE STREET INTERIM CONTROL BY-LAW REVIEW (BY-LAW 120-2014)
FILE 15.120
WARDS 1 TO 5**

The Committee of the Whole (Public Hearing) recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Planning and the Acting Director of Policy Planning, dated June 16, 2015, be approved insofar as it relates to the Keele Street Interim Control By-law Review, and that any issues identified be addressed in a comprehensive report to a future Committee of the Whole meeting and, if necessary, a second public hearing;**
- 2) That the recommendation contained in the following report of the Commissioner of Planning and the Acting Director of Policy Planning, dated June 16, 2015, be approved insofar as it relates to the Low-Rise Residential Designation Policy Review, and that staff continue with the consultation process and bring forward a report with additional information for Committee consideration at a future date;**
- 3) That the presentation by Mr. Tim Smith, Senior Associate, Urban Strategies, Spadina Avenue, Toronto, and C13, presentation material titled, “*City of Vaughan Low-Rise Residential Policy Review*”, be received;**
- 4) That the legal advice provided in closed session be received;**

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5) That the following deputations and Communications be received:

- 1. Mr. Leo F. Longo, Aird & Berlis LLP, Bay Street, Toronto, and Communication C11, dated June 16, 2015;**
- 2. Mr. Bill Manolakos, Keele Street, Maple;**
- 3. Ms. Jana Manolakos, Keele Street, Maple;**
- 4. Ms. Angela Orsini, Empress Road, Maple;**
- 5. Mr. Ryan Guetter, Weston Consulting Group, Millway Avenue, Vaughan, and Communication C14, dated June 16, 2015, received at the meeting;**
- 6. Mr. Murray Evans, Evans Planning Inc., Keele Street, Vaughan; and**
- 7. Mr. Michael DiMichele, Butterfield Crescent, Vaughan; and**

6) That the following Communications be received:

- C5. Ms. Helen Lepek, Lepek Consulting Inc., Edith Drive, Toronto, dated June 8, 2015;**
- C6. Frank and Caterina Principe, Benemax Financial Group, Yonge Street, Richmond Hill, dated June 15, 2015;**
- C7. Mr. Cam Milani, Milani Group, dated June 15, 2015;**
- C8. Mr. and Mrs. Oliva, Tanza General Contracting Ltd., dated June 15, 2015;**
- C9. Ms. Rosemarie L. Humphries, President, Humphries Planning Group Inc., Chrislea Road, Vaughan, dated June 16, 2015;**
- C10. Ms. Antonette Nardone, dated June 16, 2015; and**
- C12. Mr. Kurt Franklin, Vice President, Weston Consulting Group, Millway Avenue, Vaughan, dated June 16, 2015.**

Recommendation

The Commissioner of Planning and the Acting Director of Policy Planning recommend:

- 1. THAT the Public Hearing and presentation on the Low-Rise Residential Designation Policy Review and the Keele Street Interim Control By-law Review BE RECEIVED; and that any issues identified be addressed in a comprehensive report to a future Committee of the Whole meeting;**

Contribution to Sustainability

The proposed recommendations are consistent with the Green Directions Vaughan mandate by supporting Goal 2:

- To ensure sustainable development and redevelopment.

Economic Impact

There are no economic impacts as a result of this report.

Communications Plan

The communication plan used for the statutory Public Hearing relies on a number of channels to optimize public awareness. This included advertising in the Vaughan Citizen and the Vaughan Liberal newspapers on Thursday May 21, 2015, providing the notice of a statutory Public Hearing by mail to all Registered Community Ratepayers Associations. Other methods of notification employed for this Statutory Public Hearing are set out below:

- 1. On Vaughan TV**
- 2. In the *City Update*, the City of Vaughan's eNewsletter**

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3. On the *City Page Online*
4. On the Policy Planning departmental webpage, accessible through the City of Vaughan's Official website.
5. Mail outs to those within and 150 m from the boundary of the Keele Street Interim Control By-law Boundaries.

As of June 1, 2015 no comments have been received. Comments received thereafter will be forwarded for distribution to the Committee of the Whole.

Purpose

The purpose of this report is to fulfill the requirements of the *Planning Act* and provide the opportunity for public comment on proposed amendments to the Vaughan Official Plan resulting from the joint Low-Rise Residential Designation Policy Review and the Keele Street Interim Control Policy Review (By-law 120-2014).

Background - Analysis and Options

Executive Summary

This item reports on the joint City-Wide Low-Rise Residential Designation Policy Review and the Keele Street Interim Control By-law Review (By-law 120-2014). The report is structured as follows, by providing:

- Background on the origin of the Keele Street Interim Control By-law Review and the broader City-wide Low-Rise Residential Designation Policy Review;
- A discussion of the current issues with the interpretation of the policies in VOP 2010 and the implications of the for the review of the submitted development applications;
- Background on the City's policy framework in VOP 2010 detailing the regulatory policies governing Low Rise Residential development; specifically in Chapter 2.2.3 – Community Areas; Chapter 9.1.2 – Urban Design and Built Form; Chapter 9.2 – Land Use Designations and Permitted Building Types; and the Implementation Measures in Chapter 10;
- A description of the study process;
- The findings and policies recommended for public review and comment at this public hearing, which will be further considered in a comprehensive report to Committee of the Whole expected later in 2015.

Background

The joint Low-Rise Residential Review and the Keele Street Interim Control By-law Review originated with two separate resolutions from Council as described below.

Origin of the Low-Rise Residential Designation Policy Review

On March 18, 2014 Vaughan Council adopted the following resolution directing that a review of the Vaughan Official Plan 2010 (VOP 2010) be undertaken pertaining to policies that permit single and semi-detached houses and townhouses in Low-Rise Residential areas.

Whereas the Vaughan Official Plan 2010 Low Rise Residential Designation permits singles, semi-detached houses, and townhouses with certain exceptions for site specific and area specific situations and subject to Urban Design, compatibility and built form policies in the Official Plan;

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Whereas residents have raised concerns with townhouse proposals in existing stable neighbourhoods and have expressed a desire to protect stable residential neighbourhoods outside of identified Intensification Corridors from incompatible forms of development;

Whereas opportunities may exist to amend the Vaughan Official Plan 2010 policies to clarify where townhouse and semi-detached developments would be appropriate in the Low Rise Residential Designation to address the urban design, compatibility and built form policies in the Vaughan Official Plan;

Therefore let it be resolved that staff be directed to review the Low Rise Residential Designation permissions and associated urban design, land use compatibility policies and report back to Committee with policy options to protect stable residential neighbourhoods including but not limited to opportunities for amendments to VOP 2010.

Origin of the Keele Street Interim Control By-law Review (By-law 120-2014)

On September 2, 2014 a Members Motion was brought forward to Committee of the Whole, seeking Council's direction to enact an Interim Control By-law, freezing development within lands designated Low-Rise Residential, which front on Keele Street from Church Street to Fieldgate Drive in the community of Maple (See Attachment 1). The resolution provided:

Whereas, there are lands fronting on Keele Street between Church Street and Fieldgate Drive that are subject to the Vaughan Official Plan 2010 (VOP 2010) Low Rise Residential Designation, which permits single detached and semi-detached houses, and townhouses.

Whereas, residents have raised concerns with townhouse proposals in existing stable neighbourhoods and have expressed a desire to protect stable residential neighbourhoods, outside of the Intensification Corridors identified in the Vaughan Official Plan 2010, from incompatible forms of development;

Whereas, Section 38 of the Planning Act permits a municipality to pass an interim control by-law prohibiting the use of land, buildings or structures except for such purposes as set out in the by-law and "freezing" development not in accordance with the by-law, for up to one year, to allow the municipality to conduct a review or study in respect of land use planning policies in a part or parts of the municipality as defined in the by-law;

Whereas, staff was directed at the March 18, 2014 Committee of the Whole meeting to conduct a review or study, encompassing the Low-Rise Residential designation City-wide, and to report back to the Committee with policy options to protect stable residential neighbourhoods including but not limited to opportunities for amendments to VOP 2010; and

Whereas, applications have come forward for proposals that substantially exceed the level of development in adjacent residential areas;

It is therefore recommended that Council enact an Interim Control By-law applying to those lands designated as Low-Rise Residential by the Vaughan Official Plan 2010, either fronting on or forming part of a development parcel that includes lands fronting on Keele Street in the Maple Community, extending from Church Street to Fieldgate Drive, to preserve the opportunity to complete and implement the Review of the Low Rise Residential Policies as directed by Council on March 18, 2014; and that the study be completed in 2015.

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On September 3, 2014 Vaughan Council ratified this recommendation and enacted Interim Control By-law 120-2014. As a result of the enactment of the Interim Control By-law, a total of five appeals were received from landowners within the area subject to the Interim Control By-law. An Ontario Municipal Board Hearing has been set for October 26 to 30, November 3 to 6, and 9, 2015.

The lands subject to Interim Control By-law 120-2014 are shown on Attachment 1.

The City is proceeding with a Joint Study incorporating both the Low Rise Residential Review and Maple Keele Street Interim Control By-law Review

Due to the similarity of issues it is appropriate to proceed on the basis of a joint study made up of the Low Rise Residential Policy review and the Keele Street Interim Control By-law Review (By-law 120-2014). Considering them together will provide an opportunity for information sharing and the guidance provided by the consideration of a broader range of situations, which will support the development of any resulting policies that comprehensively address the issues related to the Low-Rise Residential designation. To advance the process, the City retained the firm Urban Strategies Inc. to undertake the joint review.

The Current Issues with the Interpretation of VOP 2010

In order to regulate land use, the Vaughan Official Plan 2010 identifies broad structural areas, like the Community Areas, which form the building blocks of the City. These also include Employment Areas, various types of Intensification Areas that will be a major focus for new development and the Natural Areas that protect the City's Greenland system. To implement the Urban Structure plan, land use designations are provided, which govern the land use within these areas. The Low Rise Residential designation is one such use. Both the Urban Structure Plan (Schedule 1 to VOP 2010) and the Land Use Plan (Schedule 13 to VOP 2010) are supported by policies, to which developments are required to conform.

As a result of a number of recent development applications in the Low Rise Residential designation, primarily on arterial road frontages within Community Areas, there is a concern that, while the building type and maximum height requirements may be met, the development proposals do not meet the compatibility and urban design criteria established in policies 9.1.2.2 and 9.1.2.3 and in Chapter 2.2.3 of VOP 2010 for Community Areas. The concern primarily rests with the integration of Townhouses into existing neighbourhoods consisting primarily or exclusively of single-detached homes. It is noted that there are no maximum density provisions in the Low Rise Residential designation. The intensity of development or redevelopment is currently governed by the permitted building form and the urban design/compatibility policies.

The urban design criteria in VOP 2010 are context based and apply as follows:

- General criteria that address the entire Community Area (Policies 2.2.3.2, 2.2.3.3. and Policies 9.1.2.1 and 9.1.2.2);
- More specific criteria addressing neighbourhoods that have unique or special characteristics (Policy 9.1.2.3);
- Specific implementation provisions (i.e. Block Plan approval) are available to address contiguous development parcels with multiple owners, which would provide more flexibility in ensuring consistent, compatible development.

The above provisions need to be taken into consideration in applying Chapter 9.2 "Land Use Designation and Permitted Building Types".

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The criteria require a preliminary staff assessment and interpretation. As such, there will be cases where the City's interpretation differs from that of an applicant, as to whether an application for a zoning amendment to implement a Townhouse development (a permitted use in the Low-Rise Residential designation) is in conformity with the Official Plan or whether an Official Plan amendment is required. Where such situations occur a number of alternative scenarios may emerge. These include:

- Modifications are made to the application to conform to the Official Plan, to the satisfaction of the City and the application moves forward through the approval process (still subject to third party appeal through a zoning process).
- The applicant applies to amend the Official Plan, which is considered on its merits. Appeals are available to the applicant should Council fail to make a decision within the prescribed timeframe or if the application is denied. The implementing measure (i.e. zoning, site plan approval) proceeds to Council, while there is a remaining disagreement between the applicant and City on conformity with compatibility criteria, resulting in the zoning application being denied by Council. The failure to approve the application would also be subject to appeal by the applicant.

Ultimately, these matters have the potential to be appealed for the purpose of adjudication at the Ontario Municipal Board. Success at the Board would be substantially influenced by the clarity of the policies, their appropriate application and the professional evidence provided by the expert witnesses.

The current policy regime provides guidance as to the City's expectations for development in its stable residential areas, respecting the fact that the City has established Intensification Areas where major redevelopment and infill is permitted. The pertinent policies are set out below.

1. Policy Framework: Community Areas and the Low Rise Residential Designation

VOP 2010 provides a range of policies that govern the regulation of both new and existing residential neighbourhoods. One of the keys to the Plan's interpretation is that it is to be read comprehensively, as policies located throughout the document may apply to any given parcel of land. Policy 10.2.1.1, "Interpretation" provides that the *"Official Plan be read in its entirety and all policies are to be considered and balanced when implementing the Plan."*

This section of the report provides a summary of the pertinent policies governing the Community Areas, which are shown on Schedule 1, the City's Urban Structure Plan (See Attachment 2). Community Areas include the existing stable residential areas and areas currently undergoing greenfield development. Development in the Community Areas is predominantly subject to the Low Rise Residential designation, as set out on Schedule 13 "Land Use" and is subject to Policy 9.2.2.1 (See Attachment 3).

This section of the report provides an overview of the policies related to "Low-Rise Residential" development in the Community Areas as set out in VOP 2010:

i. Chapter 2.2.3 – Community Areas

This section sets the context for the Community Areas. It indicates that Vaughan's communities are fundamental to the City's Urban Structure and that the existing communities of Woodbridge, Kleinburg, Maple, Thornhill, Concord and the new communities of Vellore and Carville contribute to a unique sense of place that helps define the City's identity. These areas are primarily characterized by Low Rise Residential housing stock, including local retail, community facilities, schools and parks. The intent of the plan is to protect and strengthen the character of these

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areas; and it recognizes that incremental change is expected as part of the natural maturing of the neighbourhoods. The plan states that, "...this change will be sensitive to and respectful of the existing character of the area." The following policies provide more detailed guidance.

Policy 2.2.3.2 states that, "... Community Areas are considered Stable Areas and therefore Community Areas with existing development are not intended to experience *significant* physical change. New development that respects and reinforces the existing scale, height, massing, lot pattern, building type, character, form and planned function of the immediate local area is permitted, as set out in the policies of Chapter 9."

Policy 2.2.3.3 states that, "... limited intensification may be permitted in Community Areas as per the land use designations on Schedule 13 and in accordance with Chapter 9 of this Plan. The proposed development must be sensitive to and compatible with the character, form and planned function of the surrounding context."

These policies emphasize the importance of the Community Areas to the City as a structural element and as an important contributor to the City's identity. This forms the basis for additional policies in Chapters 9 and 10 designed to preserve the character and function of the stable areas.

ii. Chapter 9.1.2 – Urban Design and Built Form

Achieving high-quality architecture, urban design and public realm is a consistent theme of VOP 2010. This section of the Plan provides a clear set of intentions and expectations as to how buildings should be developed in different parts of the City. Therefore, developments will need to be both functional for the users of the building and community and contextually fit within their surroundings. The importance of "context" is reflected in the following policies applying to the Community Areas.

Policy 9.1.2.1 requires that "... new development will respect and reinforce the existing and planned context within which it is situated. More specifically, the built form of new developments will be designed to achieve the following general objectives:"

- a. **In Community Areas, new development** will be designed to respect and reinforce the physical character of the established neighbourhood within which it is located as set out policies 9.1.2.2. and 9.1.2.3. or, where no established neighbourhood is located, it shall help establish an appropriate physical character that is compatible with its surroundings, as set out in policy 9.1.2.4.
- b. **In Intensification Areas, new development** will be located and organized in policies 9.1.2.5 and 9.1.2.6, to frame and support the surrounding public realm and massed to fit harmoniously into its surrounding environment, including appropriate transition to areas of lower intensity development.

To elaborate on Policy 9.1.2.1, a. an additional policy is included which identifies the design elements that create the character that the Plan intends to preserve.

Policy 9.1.2.2. requires that, "... in Community Areas with established development, new development be designed to respect and reinforce the existing physical character and uses of the surrounding area paying particular attention to the following elements:

- a. The local pattern of lots, streets and blocks;
- b. The size and configuration of lots;
- c. The building type of nearby residential properties;

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- d. The heights and scale of nearby residential properties;
- e. The setback of buildings from the street;
- f. The pattern of year and side-yard set-backs; and,
- g. Conservation and enhancement of heritage buildings, heritage districts and cultural heritage landscapes.
- h. The above elements are not meant to discourage the incorporation of features that can increase energy efficiency (e.g. solar configuration, solar panels) or environmental sustainability (e.g. natural lands, rain barrels)."

Policy 9.1.2.2 provides broad guidance in the treatment of the City's stable Community Areas. However, in recognition of Vaughan's varying neighbourhood contexts, these policies are elaborated on for specific areas in Policy 9.1.2.3. It is recognized that many of the City's neighbourhoods have unique or special characteristics that warrant preservation. This policy identifies the types of areas that should be considered under this policy and provides greater detail in how the attributes should be addressed.

Policy 9.1.2.3 states that, "Within the Community Areas there are a number of older, established residential neighbourhoods that are characterized by large lots and/or by their historical, architectural or landscape value. They are also characterized by their substantial rear, front and side yards, and by lot coverage that contributes to expansive amenity areas, which provide opportunities for attractive landscape development and streetscapes. Often, these areas are at or near the core of the founding communities of Thornhill, Concord, Kleinburg, Maple and Woodbridge, and may also be part of the respective Heritage Conservation Districts. In order to maintain the character of these areas the following policies shall apply to all developments within these areas (e.g. land severances, zoning by-law amendments and minor variances), based on the current zoning, and guide the preparation of any future City-initiated area specific or comprehensive zoning by-laws affecting these areas.

- a. Lot frontage: In the case of lot creation, new lots should be equal to or exceed the frontages of the adjacent nearby and facing lots;
- b. Lot area: The area of new lots should be consistent with the size of adjacent and nearby lots;
- c. Lot configuration: New lots should respect the existing lotting fabric;
- d. Front yards and exterior side yards: Buildings should maintain the established pattern of setbacks for the neighbourhood to retain a consistent streetscape;
- e. Rear yards: Buildings should maintain the established pattern of setbacks for the neighbourhood to minimize visual intrusion on the adjacent residential lots;
- f. Building heights and massing: Should respect the scale of adjacent residential buildings and any city urban design guidelines prepared for these Community Areas;
- g. Lot coverage: In order to maintain the low density character of these areas and ensure opportunities for generous amenity and landscaping areas, lot coverage consistent with development in the area as provided for in the zoning by-law is required to regulate the area of the building footprint within the building envelope, as defined by the minimum yard requirements of the zoning bylaw."

It should be noted that the lands subject to the Interim Control By-law 120-2014 are within the Maple Heritage Conservation District Plan Area.

iii. Chapter 9.2 Land Use Designations and Permitted Building Types

The broader Community Areas category, as provided for in the City's Structure Plan (Schedule 1 to VOP 2010 forming Attachment 2), is subject to more detailed regulation in the form of land use designations and permitted building types.

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Each land use designation identifies permitted uses and requirements relating to how the lands are to be developed, including the permitted building types. Development criteria respecting the permitted building types are also provided. The policies governing the designations and permitted building types form one of the primary mechanisms for achieving the growth management strategy set out in Chapter 2 of VOP 2010 and the implementation of the various thematic policies contained in Chapters 3 through 8 (e.g. the Environment, Transportation, Economy). They also provide specific guidance on how to achieve the various public realm, built form, urban design and sustainable development policies in Section 9.1, “Elements of a Great City”. As such, the policies cited above provide guidance in the application of the Land Use Designations.

The Community Areas are primarily designated “Low Rise Residential”, as shown on Schedule 13 - “Land Use” to VOP 2010 (Attachment 3). Policy 9.2.2.1.establishes the policy regime for the “Low-Rise Residential” land use designation, as follows:

Low Rise Residential

In areas designated on Schedule 13 as Low-Rise Residential, the following policies apply:

- a. Low-Rise residential areas be planned to consist of buildings in a low-rise form no greater than 3 storeys;
- b. The following uses shall be permitted in areas designated as Low-Rise Residential, in addition to those uses permitted through policy 9.2.1.9:
 - i. Residential units;
 - ii. Home Occupations;
 - iii. Private Home day care for a maximum of five (5) children; and
 - iv. Small-scale convenience retail, provided the use is:
 1. located on a corner lot where at least one of the sides is on a collector or arterial street as indicated on Schedule 9; and
 2. a maximum of 185 square metres of gross floor area.
- c. The following building types are permitted in areas designated as Low-Rise Residential, pursuant to policies in subsection 9.2.3. of [VOP 2010]:
 - i. Detached house;
 - ii. Semi-detached house;
 - iii. Townhouse; and
 - iv. Public and Private Institutional Buildings

The direction provided by the Council resolution identifies Townhouses and Semi-detached houses for further review. Policy 9.2.3.2. establishes the criteria for “Townhouse” development as follows:

- a. A Townhouse is a Low-Rise Residential building, up to three storeys in height, situated on a single parcel and part of a row of at least three but not more than six attached residential units.
- b. In Community Areas with existing development, the scale, massing setback and orientation of the Townhouses will respect and reinforce the scale, massing, setback and orientation of other built and approved Townhouses in the immediate area. Variations are permitted for the purposes of minimizing driveways and having front entrances and porches located closer to the street than garages.

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- c. In areas of new development, the scale, massing, setback and orientation of Townhouses will be determined through the process of developing and approving Secondary Plans, Block Plans, Plans of Subdivision, Zoning By-laws, and/or urban design guidelines.
- d. Townhouses shall generally front onto a public street. Townhouse blocks not fronting onto a public street are only permitted if the unit(s) flanking a public street provide(s) a front-yard and front-door entrance facing the public street.
- e. The facing distance between blocks of Townhouses that are not separated by a public street should generally be a minimum of 18 metres in order to maximize daylight, enhance landscaping treatments and provide privacy for individual units.

Policy 9.2.3.1 sets out the policies and development criteria applying to both Detached and Semi-Detached Houses in Community Areas, as set out below.

- a. A Detached House is a Low-Rise Residential building, up to three storeys in height, situated on a single lot and not attached to any other residential building. A Semi-Detached House is a Low-Rise Residential building, up to three storeys in height, situated on a single lot and attached to no more than one other residential building situated on a separate parcel.
- b. In Community Areas with existing development, the scale, massing, setback and orientation of Detached Houses and Semi-Detached Houses will respect and reinforce the scale, massing, setback and orientation of other built and approved Detached Houses and/or Semi Detached Houses in the immediate area. Variations are permitted for the purposes of minimizing driveways.
- c. In areas of new development, the scale, massing, setback and orientation of Detached Houses and Semi-Detached Houses will be determined through the process of developing and approving Secondary Plans, Block Plans, Plans of Subdivision, Zoning By-laws and/or urban design guidelines.

iv. Implementation Measures

The standard implementation measures provided by the Planning Act apply to development and redevelopment under these circumstances. These include, as appropriate, amendments to the official plan or zoning by-law, consents or draft plans of subdivision where lot creation is involved and site plan approval. The policies of VOP 2010 provide an additional tool (Block Plan approval), which can be applied in more complex multiple ownership situations to coordinate development and optimize both the functionality and aesthetics of development.

There will be times, particularly on lots fronting arterial roads in Community Areas, where there are a number of adjacent parcels that may be appropriate for development or redevelopment on a collective basis. However, they may fail to provide an appropriate setting for individual redevelopment by virtue of their size or configuration e.g. insufficient depth, width, availability of safe road access or partial encumbrance by an easement or natural area. In such situations land assembly would be essential. To provide for coordinated development, the City can apply the VOP 2010 Block Plan policies to ensure that development takes place in a manner that is comprehensive and compatible with the adjacent Low-Rise Residential areas.

Block Plan approval is a process established in the Official Plan to coordinate the development of a number of lots, with multiple owners, that form a logical planning unit. This review provides a level of certainty as to the form of development which will ultimately inform the subsequent approval processes. Applications for Block Plan approval are made by the affected landowners to the City, for Council approval, in accordance with the requirements of VOP 2010.

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The scope of a Block Plan can vary depending on the issues and opportunities posed by the subject lands. The main components of the review in a Block Plan process typically include a number of supporting technical submissions along with a Block Plan drawing which illustrates the development concept. It depicts the location of the future road patterns and connections and the approved land uses. This information is subject to City and agency review, and the Block Plan application is subject to Council approval. It will inform the implementing draft plan of subdivision or site development approval processes. In most instances, the process allows for the majority of issues to be resolved in advance of moving on to the implementation phase.

The Block Plan requirement offers the opportunity to coordinate multiple land holdings to provide for a rational and comprehensive development that uses land and infrastructure efficiently and is integrated with its surroundings. This approach may be better for accommodating appropriate redevelopment, including townhouses, in Community Areas, rather than the development of individual abutting lots which might be narrow, or with limited frontage on a public street, as sometimes seen on arterial streets. This can lead to a better quality of development, fewer accesses to arterial roads and opportunities for more creative designs.

The Block Plan policies are set out in Chapter 10, "Implementation" and identify the circumstances under which the process may be applied. Policy 10.1.1.14 provides that the City identify areas subject to the Block Planning process through:

- a. the Secondary Plan process; or
- b. the development review process, to address complexities in smaller planning units, scoped as required in accordance with policy 10.1.1.15.

Policy 10.1.1.14(b). is applicable to the smaller, multi-owner, infill planning units, where development is taking place in accordance with an existing land use designation. Important to its application is the scoping of submission requirements to address the needs of the individual case. Policy 10.1.1.15 establishes a generic list of criteria that would need to be considered, in the Block Plan submission. These would form the basis for the scoping exercise. They include the consideration of:

- a. the proposed land uses, housing mix and densities;
- b. traffic management;
- c. provision of public transit;
- d. provision of public and private services and detailed approach to stormwater management;
- e. protection and enhancement of Natural Heritage Network;
- f. precise locations of natural and cultural heritage features of the area;
- g. the precise location of any parks, open space, schools, community centres, and libraries;
- h. the proposed implementation of sustainable development policies contained in Section 9.1.3. of VOP 2010;
- i. phasing of development;
- j. evaluation of opportunities for coordination with environmental assessment processes for roads and infrastructure that are subject to the Environmental Assessment Act.

2. The Study Process

Urban Strategies Inc. was retained by the City to conduct a review that would address issues related to both the Keele Street Interim Control By-law and the Low Rise Residential Areas generally. The Scope of Work for both parts of the study is set out below.

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A. Addressing the area subject to the Keele Street-Maple Interim Control By-law

Scope of Work:

The scope of work included an evaluation of the following:

- Whether the proposed townhouse developments fronting on to Keele Street from Church Street to Fieldgate Drive are consistent with the policies of the Maple Heritage Conservation District Plan and the Maple Streetscape Design Guidelines;
- Whether the current and approved VOP 2010 Urban Design and Land Use Policies in VOP 2010 provide appropriate levels of protection for and compatibility with adjacent residential users;
- Whether the policies of VOP 2010 ensure planned or proposed developments provide attractive streetscapes and building forms consistent with the existing community character; and that such developments are safe and functional.

The scope of work required the following elements be reviewed:

- i. Identification of the pertinent policies of VOP 2010, the Maple Heritage Conservation District Plan and the Maple Streetscape Urban Design Guidelines that would apply to the development of the sites;
- ii. Apply the identified policies to the subject sites to assess their conformity with the policies. If opportunities for alternative plans are identified that are in closer conformity to the VOP 2010 policies the consultant will proceed with the preparation of conceptual site plans for each site, as demonstration plans, which will address, among other things:
 - The provision of a Townhouse development;
 - Building location and setbacks;
 - Taking into consideration a price range consistent with the current housing market in the general area;
 - Road network and pedestrian access;
 - The internal vehicular and pedestrian circulation system;
 - Parking Areas (including garages);
 - Natural Areas;
 - Landscaped Areas and amenities;
 - Site statistics;
- iii. Analyze the existing policies in consideration of the site plans prepared in “A” above, and to provide a commentary and recommendations on:
 - The appropriateness of continuing to permit townhouse development within the Interim Control by-law area.
 - The role of site size and configuration in shaping the nature and quality of development (i.e. should there be more explicit policy requiring site assembly and the implementation of a Block Plan or neighbourhood tertiary plan approval process to more effectively implement City Policy).
 - A review of the existing policies for the purpose determining whether strengthening, clarification or the addition of new policies would be of benefit in shaping or directing development;
 - An evaluation of the streetscape and broader urban design impacts on the Keele Street corridor, should there be a continuation of this type of development (i.e. would enhanced streetscape/heritage measures be necessary?)

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- iv. Based on the results of the Keele Street Review, determine whether any identified measures or approaches should be considered for implementation in the broader city-wide Low Rise Residential Review

B. Provide policy recommendations prepared for the broader review of the Low-Rise Residential policies prescribed by the March 18, 2014 resolution, informed as appropriate by the Keele Street experience and other recent proposals, as required.

Scope of Work

The scope of work included an evaluation of the following:

- Whether Townhouse developments fronting onto arterials roads are appropriate;
- Whether Townhouse developments are appropriate in the interiors of Low-Rise Residential Areas;
- Whether the current and approved VOP 2010 Urban Design and Land Use Policies provide appropriate levels of protection for and compatibility with the existing stable residential neighbourhood and adjacent low-rise residential uses;
- Whether the policies of VOP 2010 ensure planned or proposed developments provide attractive streetscapes and building forms consistent with the existing community character; and that such developments are safe and functional.
- Consider other Low-Rise Residential areas in the City, as specified by the direction for the original study:
 - i. Apply lessons learned in the Keele Street Analysis to other areas of the City with any necessary adjustments and draw any conclusions on the appropriateness of the current policy regime, as warranted.
 - ii. Identify the need for any additional policy modifications including the strengthening of existing policies and guidelines to protect the character and to mitigate any negative effects/impacts on the surrounding community;
 - iii. Evaluate whether use permissions in Low Rise Residential areas are appropriate or whether other measures such as providing for conditional approvals of certain types of uses, based on more rigorous requirements is appropriate.

3. Status of the Study

This report summarizes the interim findings of the joint land use reviews. Prior to finalizing the findings and recommendations it will be necessary to review the input received at this Public Hearing and any subsequent submissions and to respond accordingly. These will be reported on in the comprehensive report to Committee of the Whole along with the final recommendations.

4. Study Findings:

Based on the work to-date, the findings of the Keele Street and Low Rise Residential Reviews are summarized below. The results of these analyses form the basis for the recommended amendments to VOP 2010 that have been prepared for consideration at this public hearing.

The Keele Street Interim Control By-law 120-2014 Area

The five sites subject to development proposals within the By-law 120-2014 area were analyzed in accordance with the study mandate. Because the subject sites are large and front Keele Street, which can be viewed as the edge of the neighbourhoods on either side, they present opportunities for more intense forms of development that enhance the historic character of Maple. Nevertheless, the area is not designated for intensification by the VOP 2010 and the primary

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policy objective is to reinforce the established character of the area as per policies 2.1.3.2(e), 9.1.2.2., and 6.3.2. "Heritage Conservation Districts" of VOP 2010 and policies 2.4.5. and 4.4.1. of the Maple Heritage District Conservation Plan (MHCDP). Although each of the proposed townhouse developments in the study area has distinct characteristics, they share common characteristics that put them out of conformity with the applicable policies of the Official Plan, as summarized below.

Each site is appropriate for limited intensification provided that it "respects and reinforces" the character of the area, as permitted by the Official Plan; however, each proposal represents significant intensification that does not respect and reinforce the village character of Maple described in the MHCDP or the character of the larger existing neighbourhoods on either side of Keele Street. In terms of units per hectare, the proposals are two to three times denser than most of the surrounding neighbourhoods, and four to ten times denser than the oldest neighbourhoods in the area. From a massing standpoint, the intensification is also significant. At three storeys, the heights of the townhouses are compatible with the area, although the overall height, which is closer to four storeys in appearance, does not respect the MHCDP guidelines. The height of the townhouses combined with the widths of the townhouse blocks, which in some cases exceeds the maximum of six units, and their below-standard setbacks results in an overall mass that represents a significant physical change to the area, contravening Policy 2.2.3.2.

Each proponent proposal locating the buildings close to the planned Keele Street right-of-way; the minimum front yard setbacks vary from 1.5 to 3.0 metres. While tight setbacks such as these may be appropriate in the historic commercial core of Maple, they are not appropriate in the residential areas of the village. They are not consistent with front setbacks generally in the area, which, as prescribed in the Zoning By-law, are a minimum of 4.5 metres. The established minimum provides adequate space for a front porch, steps and soft landscaping. Space to accommodate soft landscaping is fundamental to the character of the historic district, as described in the MHCDP. Given that Keele Street is a busy arterial road from which residential dwellings should be buffered, and given the existing and planned streetscape character, variances from the minimum front setback should not be permitted.

The proposals for sites that back on to the rear yards of adjacent residential properties have rear yard setbacks of 3.0 to 4.5 metres. This is well below the prevailing setbacks in the surrounding neighbourhoods, which generally are the zoning standard minimum of 7.5 metres. Typically, they are much greater than this. Setbacks of less than 7.5 metres may result in overlook and loss of privacy impacts on the abutting properties.

They also result in a minimal amount of private outdoor amenity space on the sites. The orientation of some of the townhouse units in each of the proposals is not consistent with, and respectful of, the character of the area. Three of the proposals have units flanking Keele Street. While the Official Plan does not strictly prohibit townhouses from flanking a street, this condition is contrary to the policies of the MHCDP and in each case is avoidable. Also, in four of the proposals, units are oriented to an internal private laneway, which is contrary to the Official Plan policy generally requiring units to front a public street (the City would not assume any of the proposed laneways as public streets). It also creates awkward front-to-back relationships between dwelling units on the same site or adjoining sites, which diminishes the quality and privacy of the affected rear yards.

All of the proposals cover most of their respective sites with buildings, driveways and parking. In addition to the adverse impacts from the mass, setbacks and orientation of the buildings, as described above, this also means that most of the existing mature trees on the sites (outside of conservations areas), and potentially all of the trees, will be removed. This in itself will represent a significant physical change in the area and is contrary to a primary objective of the MHCDP to preserve existing mature trees.

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In summary, the review concluded that none of the proposed townhouse developments respects and reinforces the existing physical character of the surrounding area, specifically the setbacks of buildings from the street, the pattern of rear and side yard setbacks, and the landscape character of the Maple Heritage Conservation District.

The Low Rise Residential Designation Policy Review

Overview

In addition to the consideration of the development proposals in the Keele Street Interim Control By-law area, a number of recent proposals for townhouse developments submitted in the Low Rise Residential area were reviewed. Together, they form the basis for the commentary and recommendations set out below.

Vaughan is a mature but still fast-growing city undergoing constant change. Within the built-up parts of the city, much of this change is a result of residential intensification, which is generally promoted by the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe, the York Region Official Plan and the City's own Official Plan. Land use policies at all levels, however, direct intensification to specific parts of the built-up area, primarily designated centres and transit corridors. While not preventing intensification in existing low-density communities, the policy intent is to maintain their physical character.

The recent redevelopment and intensification proposals in Vaughan's existing Community Areas designated Low-Rise Residential raise a number of issues, suggesting a need for stricter interpretation of the relevant VOP 2010 policies or a clarification and strengthening of the policies through Official Plan amendments. In most cases, the proponent is respecting the generally permitted land uses in the area - detached houses, semi-detached houses and townhouses - and maximizing the use on the site. However, in addition to the use permissions in the VOP, there are also a number of general and specific urban design policies in Chapters 2 and 9 of the plan with which development applications must comply. The issues raised by the proposals, including the proposals within the Keele Street Interim Control By-law area in Maple, are summarized below, with recommendations for addressing them through refinements to the VOP 2010 and other means.

Most of the proposals represent significant intensification that would result in a significant physical change to the community.

While VOP 2010 contemplates appropriately designed townhouses, when several or many townhouses are clustered tightly on a site with reduced setbacks that do not reflect the prevailing setbacks in the surrounding area, their mass and their visual impact are significantly greater than the mass and impact of a detached house. Regardless of whether the visual impact of the development on its own is considered negative or not, the mass represents a significant physical change to the neighbourhood, which is contrary to the VOP 2010. In addition, landscaped front yards with room for mature trees are a defining characteristic of Vaughan's existing low-rise residential areas. The relatively high densities of most of the proposed developments limit the opportunities for landscaped yards that respect and reinforce the character of the area.

Recommendation:

Based on a review of the sites and the VOP 2010 policies a density threshold is recommended, which would serve as one of the criteria to determine whether an Official Plan amendment is required. By limiting the density of new development in existing low rise residential areas, the community and the City will have some assurance that the mass of buildings and provision of private open space will respect and maintain the character of the neighbourhood. Vaughan's

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existing low-rise communities generally have a maximum density of approximately 20 units per net hectare. The VOP should acknowledge the relationship between density and neighbourhood character and generally restrict the density of new development within existing low rise communities to a maximum of 35 units per net hectare, provided the urban design policies of the plan are satisfied. An Official Plan amendment would be triggered for density proposals in excess of 35 units per hectare.

Most of the proposals are not respecting and reinforcing the character of the surrounding residential area.

Policy 2.2.3.2 states that new development in Community Areas will only be permitted if it respects and reinforces the existing scale, height, massing, lot pattern, building type, character, form and planned function of the immediate local area. Companion Policy 9.1.2.1 restates this objective, and Policy 9.1.2.2 elaborates by listing the elements that need to be respected and reinforced, including:

- the local pattern of lots, streets and blocks;
- the size and configuration of lots; the building type of nearby residential properties;
- the heights and scale of nearby residential properties;
- the setback of buildings from the street;
- the pattern of rear and side-yard setbacks;
- conservation and enhancement of heritage buildings, heritage districts and cultural heritage landscapes.

These requirements are also reflected in the City's consent (land severance) policies (Policy 10.1.2.46).

Since the characteristics of most of the proposals are markedly different from those of surrounding development, they are not respecting and reinforcing the character of the respective areas. Although "respect and reinforce" should not be interpreted to mean "be the same as", in land use planning, the terms are synonymous with "be similar to" and "be consistent with". Specifically, the characteristics in most of the proposals that are not reinforcing the existing development patterns include:

- the pattern of lots and significantly smaller lots (in the case of townhouse condominium proposals, "lot" refers to the land allocated to individual units and their front and rear yards);
- setbacks from the street that are significantly less than setbacks in the area;
- the pattern of rear and side yard setbacks, with rear yard setbacks in particular being significantly less than those in the area;
- setbacks and landscaped areas that are not consistent with those in the larger heritage conservation district (in the case of the Keele Street proposals).

Recommendation:

The policies providing for development to "respect and reinforce" the existing community character should be strengthened to ensure that it is interpreted in a manner that is consistent with the intent of the Plan. While these terms appropriately provide some flexibility to allow variances with respect to lot patterns, lot sizes and setbacks, depending on the constraints of the site, significant departures from the prevailing development pattern should not be permitted.

In addition, the City should add "the orientation of buildings" to the list of elements in Policy 9.1.2.2 and add the following at the end of the policy to clarify the meaning of respect and reinforce:

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New development shall be oriented to a public street and have the same or similar lot widths, building heights and yard setbacks (front, side and rear) as those that prevail in the immediately surrounding residential area. The zoning regulations regarding setbacks and heights generally shall be the same as those that apply in the immediate vicinity, and only minor variances from these regulations shall be permitted. Where there are multiple zones and a variety of heights and setbacks in the surrounding residential area, or where a minor variance from the prevailing zoning standard is proposed, an Urban Design Brief prepared to the satisfaction of the City shall justify those elements proposed for the site.

Finally, to recognize the role of landscaped yards and mature trees in defining the character of existing low-rise residential communities, Policy 9.1.2.2 should be amended to add “the presence of mature trees and general landscape character of the streetscape” to the list of elements to be considered by new development in established areas.

Historical residential lots along arterial roads present unique challenges and opportunities, but the use of private lanes to maximize density is not appropriate.

The large residential lots in Low-Rise Residential areas on Keele Street in Maple and elsewhere in the city present development opportunities that generally do not exist within the neighbourhoods behind or around them. They have the potential to accommodate clusters of townhousing that generally would not fit within neighbourhoods of single-detached homes. However, to respect and enhance the larger neighbourhood, such developments should have consistent characteristics in terms of building orientation and setbacks.

In the case of the Keele Street proposals, four of the proponents have responded to the depth of the sites by attempting to accommodate two rows of townhousing or blocks of townhousing flanking Keele Street, orienting many of the units to a private laneway. Besides the massing impacts from this level of intensification, these configurations result in units being too close to the rear or side property line, creating issues of overlook and loss of privacy, or creating awkward relationships to public parkland (units facing active sports fields). In addition, units fronting a private lane are not in keeping with the character of the larger neighbourhood, where units front a public street, and this front-to-back condition results in a loss of privacy for the units fronting Keele Street.

Other arterial street examples create a larger issue by incorporating partial street networks or pathways that are entirely private. As stated in Policy 4.2.1.26 of the VOP, public local streets promote navigation that is clear and understandable, and Policy 9.1.1.2 refers to streets as significant public places that perform multiple roles. Private streets, lanes and walkways may have some of the functions of local streets, but as proposed they aren't designed to simulate a public street, as set out in Policy 9.1.1.5. By feeling and functioning as private space, these elements diminish the quality of the larger public realm, prevent opportunities for public connections through the sites, and create the potential for safety and security issues.

The deep lots fronting on some of the arterial streets create the opportunity to locate townhousing behind the buildings fronting on the arterial, but only if the site is large enough to accommodate a public street, or street network, and front and rear yard setbacks that are consistent with those in adjacent neighbourhoods. Otherwise, the pattern of streets, blocks, lots and setbacks in the larger area will not be respected and reinforced.

Recommendation:

To recognize the important role of public streets in low rise residential areas, in terms of providing access and connectivity (including for emergency and service vehicles), and creating an attractive public realm, a new policy with the following proposed wording should be added to the VOP after Policy 9.1.2.2:

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Public streets and their streetscapes contribute significantly to the character of existing neighbourhoods besides being fundamental to providing access and connections for pedestrians, cyclists, drivers, public transit, and emergency and service vehicles. New streets providing frontage for development in Community Areas generally shall be public. Private streets shall only be permitted if they are designed to municipal standards, as per Policies 9.1.2.2 – 9.1.1.4. Private driveways or laneways may be permitted in Community Areas to provide access to parking areas, but shall not be used to provide frontage for residential dwellings.

In addition, Policy 9.2.3.2(d) should be amended as follows:

Townhouses in Community Areas shall generally front onto a public street and shall not front a private lane at the rear or side of townhouses on the same lot. A Townhouse on a corner lot where two public streets meet in a Community Area may front either street, except where one of the streets is a Major or Minor Arterial Street, in which case, the Townhouse shall front the Arterial Street. In other areas outside Community Areas, Townhouses shall be encouraged to front onto a public street.

In cases where a row of historical lots has an adequate width and depth to accommodate a subdivision with public streets that provide connections between the lots and to the surrounding street network, the City should use Implementation Policy 10.1.1.4 to require Block Plans. The Block Plans should be scoped based on the attributes and opportunities of the subject properties.

Further policy refinements are needed to ensure townhouse developments within existing neighbourhoods of single-detached housing are integrated sensitively.

Townhouse clusters on large lots or assembled lots on arterial streets at the edges of established neighbourhoods can be designed to respect and reinforce the physical character of the larger area. However, in light of the consistency of housing type generally found within Vaughan's Low-Rise Residential areas, i.e., one-storey and two-storey single-detached houses, integrating townhouses within established neighbourhoods in a way that respects and reinforces their character and specifically addresses Policy 9.1.2.2 will always be challenging.

Recommendation:

Policy 9.2.3.2(b) should be amended to state that the scale, massing, setback and orientation of Townhouses will respect and reinforce the scale, massing, setback and orientation of other built and approved houses in the immediate area (not just townhouses).

Policy 9.2.3.2(b) should be further amended by adding the following statement:

To ensure Townhouses respect and reinforce the scale and massing of houses within an existing Community Area comprised predominantly of single-detached houses, they shall be permitted only on lots fronting a Major or Minor Arterial Street.

To give greater certainty to this policy it would need to be reinforced by an amendment to Policy 9.2.2.1(c) respecting the uses permitted in the Low Rise Residential designation. For this reason it is recommended that Policy 9.2.2.1(c)(iii) be amended to only permit townhouse development in the Low Rise Residential designation in the Community Area under the following circumstances:

- *On a development parcel fronting onto an arterial street, with a maximum residential density of 35 units per hectare (14.0 units per acre), subject to meeting the urban design, compatibility and implementation policies of this plan; or*
- *Where they are permitted by a current Secondary Plan in Volume 2 of VOP 2010 or through the approval of a future Secondary Plan.*

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As noted, townhouses fronting onto arterial roads can be an appropriate use. They provide for greater flexibility in design; the sites can be combined into logical planning units to provide for comprehensive development; and they present the opportunity for consolidated access points to ensure safe ingress and egress. The 35 units per hectare maximum provides for a logical transition from the interior of the community to its arterial edge. It represents the upper limit of density that would still allow for a compatible level of development. However, achieving the maximum density would also be dependent on meeting the urban design and compatibility criteria of the plan.

As a result of this recommendation, should townhouses be proposed in the interior of Community Areas in the Low Rise Residential designation, they would be subject to an amendment to the Official Plan and the greater level of scrutiny that would entail.

Notwithstanding the above, Townhouses would continue to be permitted in areas where they are already permitted by a Secondary Plan, or if a new Secondary Plan or Block Plan has deemed them to be appropriate in the Low Rise Residential Area. This decision would have had the benefit of a comprehensive planning process.

More clarity is needed regarding the definition of “older, established communities” and the policies that apply to them.

The review of a number of proposals in existing large lot subdivisions reveals varying contexts ranging from long-established large lot subdivisions to subdivisions developed as rural estate lots relatively recently (i.e. post-1970's). Both should have the protection of Policy 9.1.2.3. There needs to be greater clarity as to the areas where this would apply. Therefore, it would be appropriate to identify them on a new schedule. It is expected that this policy would apply in the areas that are subject to the current R1V Old Village Residential Zone and on the former Estate Residential plans of subdivision.

Recommendation:

To clarify what constitutes an older, established community, the City should identify them on a schedule to the VOP 2010. They should include the large-lot subdivisions at or near the core of the city's founding communities and the formerly rural estate lots subdivisions. With the addition of this new schedule, Policy 9.1.2.3 should also be amended as follows:

Within the Community Areas there are a number of older, established residential neighbourhoods, as identified in Schedule X, which are characterized by large lots and/ or by their historical, architectural or landscape value. They are also characterized by their substantial rear, front and side yards, and by lot coverages that contribute to expansive amenity areas, which provide opportunities for attractive landscape development and streetscapes. Often, these areas are at or near the core of the founding communities of Thornhill, Concord, Kleinburg, Maple and Woodbridge, and may also be part of the respective Heritage Conservation Districts. They also include estate lot communities in formerly rural areas. In order to maintain the character of these areas the following policies shall apply to all developments within these areas (e.g., land severances, zoning by-law amendments and minor variances), based on the current zoning, and guide the preparation of any future City-initiated area specific or comprehensive zoning by-laws affecting these areas.

- a. Lot frontage: In the case of lot creation, new lots should be equal to or exceed the frontages of the adjoining or facing lots, or lots in the immediate vicinity, in the same neighbourhood;*
- b. Lot area: The area of new lots should be consistent with the size of lots in the immediate vicinity.*

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In addition, to reinforce that townhouses are not appropriate in the older, established communities and are only appropriate on arterial streets in other established single-detached communities, a new policy should be added to the land use permissions under Policy 9.2.2.1, stating:

Notwithstanding 9.2.2.1(c), Townhouses shall not be permitted in Older, Established Communities, as identified in Schedule X.

The increasing complexity of Vaughan's urban fabric makes it difficult to anticipate every issue that may emerge when new development is proposed in an existing Community Area. Nevertheless, the above recommended policy refinements, together with strict interpretations of the existing policies, should help to ensure that such development meets the VOP's intent to protect the valued character of existing neighbourhoods.

5. Reporting Strategy: Next Steps

Policy Planning has prepared this public hearing report to provide an outline of the study process to date, the related background and policy information and a description of the issues and initial policy recommendations. This will provide an opportunity for public input into the policy development process. In response to the issues identified through this process, the reviews will be finalized and the comprehensive report to Committee of the Whole, with a draft land use schedule, will be prepared for consideration and the approval of any resulting amendments to VOP 2010 leading to their ultimate adoption.

Relationship to Vaughan Vision 2020/Strategic Plan

The recommendations in this report are consistent with Vaughan Vision 2020 by demonstrating the following goals and objective:

- Lead and Promote Environmental Sustainability – to preserve, protect and enhance Vaughan's natural and built environment through responsible leadership and innovative policies, practices and education.
- Plan and Manage Growth & Economic Vitality – complete and implement the Growth Management Strategy.

Regional Implications

York Region will be consulted in respect of any potential impacts on the Region's arterial street network. The City has been working with the Region to draft and encourage development in Intensification Areas.

Conclusion

VOP 2010 identifies the City's Community Areas as stable areas, providing for only limited intensification. Intensification Areas are well-defined in the VOP 2010 and are closely tied to the planned and existing rapid transit infrastructure. These locations will be accepting the majority of the City's higher density development and redevelopment, over the life of the Plan, in an effort to encourage transit-oriented growth. There is no policy imperative driving the substantial intensification of the Community Areas.

VOP 2010 also requires that new development in existing stable Community Areas conform not only to the land use, building type and height requirements but also to a set of context-sensitive urban design and compatibility criteria. This VOP 2010 requirement was prepared and approved to reflect the policy intent to ensure that new development is sensitive to and respectful of the existing character of the adjacent areas.

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As indicated by Council's action, there is a concern that the proposals for intensification in the Community Areas, particularly involving the introduction of townhouses but including other lower density building forms, which otherwise would conform to the permitted use policies of the Plan, are not sufficiently addressing the corresponding urban design and compatibility criteria. Across the Community Areas these criteria require the consideration of such matters as the local street and block pattern, front and rear yard setbacks, size and configuration of lots, and building type. More specific criteria are provided for unique areas that are differentiated by large lots or a heritage character.

As a result, Council directed that a review be undertaken of the Low Rise Residential policies of VOP 2010 and its associated urban design and land use compatibility policies, in conjunction with the Keele Street Interim Control By-law review. The initial results of the joint review have identified a number of policy responses, which have been brought forward for consideration at this Public Hearing for the purpose of obtaining public comment. The comments will be addressed in a comprehensive report to a future Committee of the Whole meeting.

On this basis, it is recommended that the public hearing report and presentation be received and that any issues identified be addressed in a comprehensive report to a future Committee of the Whole meeting.

Attachments

1. Location Map – Keele Street Interim Control By-law 120-2014 Area
2. Schedule 1 VOP 2010 – Urban Structure
3. Schedule 13 VOP 2010 – Land Use

Report prepared by:

Melissa Rossi, Senior Policy Planner ext: 8320

(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.)

Regional Councillor Ferri declared an interest with respect to the foregoing matter as his son is a solicitor employed by a law firm representing one or more of the applicants involved in the subject matter, and was not present when the matter was under consideration.

Councillor Iafrate declared an interest with respect to the foregoing matter insofar as it relates to lands outside of the Keele Street study area as she is the subject of a compliance audit application by Lucia Milani and given that Cam Milani, son of Lucia Milani, has submitted a communication on that portion of this item, and was not present when the matter was under consideration.