

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF OCTOBER 19, 2016

Item 9, Report No. 34, of the Committee of the Whole, which was adopted, as amended, by the Council of the City of Vaughan on October 19, 2016, as follows:

By approving the following in accordance with Communication C6 from the Deputy City Manager, Planning and Growth Management, dated October 14, 2016:

- 1. That staff be directed to finalize the guidelines with the requirement that conceptual designs be prepared, with stakeholder input, to investigate opportunities to incorporate private driveway or laneway internal circulation systems to accommodate development in deeper parcels fronting onto arterial roads, within the Low-Rise Residential Area; and***
 - a. That the conceptual designs are prepared to maintain the principles of the Infill Guidelines that serve to protect compatibility with the adjacent Low-Rise Residential Neighbourhoods;***
 - b. That the conceptual designs be incorporated into the guidelines as an appendix serving to illustrate how compatibility can be achieved; and***
 - c. That the guidelines and any clarifying amendments to the Vaughan Official Plan 2010 (VOP 2010) clearly indicate the requirement for the submission of official plan amendment applications to implement a private Townhouse laneway development in the Low-Rise Residential Area of the Community Area.***
- 2. That the lands on the north side of Nashville Road between the CP Rail Line and Huntington Road be deleted from the area shown as "Established Community Areas Where the Guidelines Apply" on Map 1 – Vaughan's Stable Communities Areas of the guidelines.***

By receiving the following Communications:

- C2 Ms. Sabrina Sgotto, Weston Consulting, Millway Avenue, Vaughan, dated, October 5, 2016;***
- C3 Mr. Kurt Franklin, Weston Consulting, Millway Avenue, Vaughan, dated, June 16, 2015;***
- C4 Ms. Rosemarie Humphries, Humphries Planning Group Inc., Chrislea Road, Vaughan, dated October 5, 2016;***
- C5 Mr. Ryan Guetter, Weston Consulting, Millway Avenue, Vaughan, dated October 5, 2016;***
- C14 Mr. Leo Longo, Aird & Berlis, 181 Bay Street, Toronto, dated October 17, 2016;***
- C15 Mr. Mark Inglis, dated October 18, 2016;***
- C16 Ms. Kathryn Angus, dated October 18, 2016;***
- C17 Ms. Caterina Principe, dated October 18, 2016;***
- C18 Pat Canizares, Keele Street, Maple, dated October 17, 2016;***
- C21 Maria and Martino Donato, Weller Crescent, dated October 18, 2016;***
- C22 Ms. Maria Donato, dated October 18, 2016;***
- C23 Mr. Kyle Fearon, dated October 19, 2016***
- C24 Councillor Sandra Yeung Racco, dated October 18, 2016;***
- C28 Confidential Communication from the Deputy City Manager, Legal & Human Resources, dated October 18, 2016; and***
- C29 Councillor Carella.***

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**COMMUNITY AREA POLICY REVIEW
FOR LOW-RISE RESIDENTIAL DESIGNATIONS ADOPTION OF
URBAN DESIGN GUIDELINES FOR INFILL DEVELOPMENT IN
ESTABLISHED LOW-RISE RESIDENTIAL NEIGHBOURHOODS
FILE 15.120.2
WARDS 1 TO 5**

The Committee of the Whole recommends:

- 1) That the recommendation contained in the following report of the Deputy City Manager, Planning and Growth Management and the Director of Policy Planning and Environmental Sustainability, dated October 5, 2016, be approved;**
- 2) That the presentation by Mr. Tim Smith, Principal, Urban Strategies Inc., Spadina Avenue, Toronto, and C15, presentation material titled “*Urban Design Guidelines for Community Areas and Low-Rise Residential Areas*”, be received;**
- 3) That the following deputations and communications be received:**
 - 1. Mr. Leo Longo, Partner, Aird & Berlis LLP, Bay Street, Toronto, representing City Park Homes, and Communication C6, dated October 4, 2016;**
 - 2. Ms. Jana Manolakos, Keele Street, Maple, and Communication C5, dated October 4, 2016;**
 - 3. Ms. Mary Monaco, Sicilia Street, Woodbridge;**
 - 4. Mr. Gerhard Schiller, Lancer Drive, Maple;**
 - 5. Mr. Paul Tobia, Evans Planning Inc., Keele Street, Vaughan, representing Centreville Homes (Merino) Inc. and Centreville Development Corporation;**
 - 6. Mr. Gino Barbieri, Campania Court, Vaughan;**
 - 7. Mr. Mario Di Nardo, Appian Way, Woodbridge; and**
 - 8. Ms. Simone Barbieri, Campania Court, Vaughan; and**
- 4) That the following communications be received:**
 - C4. Ms. Antonette Nardone, York University, Keele Street, Toronto, dated October 3, 2016;**
 - C8. Ms. Rina, Tanza General Contracting, dated October 4, 2016;**
 - C9. Mr. Ryan Mino-Leahan, Associate/Senior Planner, KLM Planning Partners Inc., Jardin Drive, Concord, dated October 4, 2016;**
 - C10. Mr. Tim Jessop, Associate, Weston Consulting Group, Millway Avenue, Vaughan, dated October 4, 2016;**
 - C11. Ms. Pat Canizares, Keele Street, dated October 4, 2016;**
 - C12. Memorandum from the Deputy City Manager, Planning & Growth Management, dated October 5, 2016;**
 - C13. Ms. Rosemarie L. Humphries, President, Humphries Planning Group Inc., Chrislea Road, Vaughan, dated September 30, 2016; and**
 - C14. Memorandum from the Deputy City Manager, Planning & Growth Management, dated October 5, 2016.**

Recommendation

The Deputy City Manager Planning and Growth Management and the Director of Policy Planning and Environmental Sustainability recommend:

- 1. That the presentation by Urban Strategies Inc. be received;**

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2. That the *Final Report: Policy Review: Vaughan Community Areas and Low-Rise Residential Areas Study*; Community Consultation Summary Report – What We Heard be received (Attachment 1); and
3. That the draft “Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods” be approved (Attachment 2).

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 is no economic impact as a result of the receipt of this report.

Communications Plan

A communications and public consultation plan was implemented as part of the process of conducting this stage of the City-wide Community Area Policy Review for Low-Rise Residential Designations. A summary of the stakeholder and broader public consultation process is provided in Section 3 in this staff report, in addition to a Summary of Community Consultation Report forming Attachment 1.

Notice of this meeting has been communicated to the public by the following means:

- Notification in the form of mail and/or e-mail was circulated on September 19, 2016 to stakeholders that provided written requests to be notified of further public meetings or provided written and/or oral deputation submissions at the following meetings:
 - Public Hearing held on June 16, 2015 for the Low-Rise Residential Policy Review;
 - Committee of the Whole on the Low-Rise Residential Policy Review on October 7, 2015;
 - Committee of the Whole on the Low-Rise Residential Policy Review on March 1, 2016;
- Notices were mailed and/or e-mailed to stakeholders that attended the Public Open Houses on April 19, 2016, May 10, 2016, and May 11, 2016; and
- Notices were mailed and/or e-mailed to all Ratepayer Associations in Vaughan.

Purpose

The purpose of this report is to obtain approval of the recommended “Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods” and the “Townhouse Infill Guidelines” resulting from the Community Area Policy Review for Low-Rise Residential Designations; and report on the process that led to their development.

Background – Analysis and Options

Executive Summary

This item reports on the background and processes underlying the preparation of the Community Area Policy Review for Low-Rise Residential Designations and the resulting “General Low-Rise Residential Infill Guidelines” and “Townhouse Infill Guidelines”. The report is structured as follows, thereby providing:

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- Background on the origin of the Community Area Policy Review for Low-Rise Residential Areas;
- A description of the policy context as it relates to infill development and redevelopment;
- Summary of the public consultation process;
- A summary of issues identified in the feedback received through the public consultation process;
- Summary of recommended revisions to the proposed guidelines;
- Conclusions leading to the staff recommendations.

(1) Study Origin and Response

On March 18, 2014, Council adopted a 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. Staff were directed to specifically 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.

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 (ICBL), freezing development on lands designated Low-Rise Residential, fronting Keele Street from Church Street to Fieldgate Drive in the community of Maple until the completion of the City-wide policy review on Low-Rise Residential areas was complete.

On September 3, 2014, Council ratified the Committee recommendation authorizing the ICBL and enacted the Keele Street Interim Control By-law 120-2014, which was later subject to Ontario Municipal Board appeals.

At the June 16, 2015 Public Hearing, staff reported on the work of the City's consultant. The consultant's review encompassed both the City-wide Low-Rise Residential Policy Review and the Keele Street Interim Control By-law study.

The one-year term of the Interim Control By-law would end on September 3, 2015. On June 23, 2015, it was resolved "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...".

Subsequently, on October 7, 2015, a Members motion was brought forward to Committee of the Whole seeking Council's direction for staff to undertake a study of the policies governing land use change in the Community Area of VOP 2010. The resolution provided:

Whereas, the Vaughan Official Plan 2010 (VOP-2010) identifies Community Areas, which are primarily characterized by ground related residential housing stock that is subject to the Low Rise Residential designation of the Plan;

Whereas, policies are provided in VOP 2010 to protect and strengthen the character of these areas;

Whereas, the Community Areas will remain mostly stable; while some incremental change is expected to occur as neighbourhoods mature, such change is not intended to result in significant physical change;

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Whereas, limited intensification may be permitted in Community Areas, provided that such development must be sensitive to and compatible with the character, form and planned function of the surrounding areas;

Whereas, in consideration of the application of the current Community Areas policies, it is appropriate to review the policies pertaining to the Community Areas, to ensure that they provide the appropriate level of clarity and direction necessary to maintain the special character of these areas.

It is therefore recommended: that staff undertake a study of the policies governing land use change in the Community Areas of VOP 2010;

- 1. That the study examine such policies in consideration of the following criteria:*
 - Clarity of interpretation;*
 - Ability to ensure compatibility;*
 - The need to provide more definitive policy and or schedules;*
 - Such criteria as may emerge as a result of the study;*
 - Recommended policy amendments or schedules as required;*
- 2. That the study identify implementation options for the consideration of Council, as required;*
- 3. That staff report in the first quarter of 2016 on the findings of the study implementation options and to obtain Council direction on further actions.*

Committee of the Whole approved the resolution, which was ratified by Council on October 20, 2015. Council, in its approval, modified the Committee recommendation by directing staff to reconsider the matter, and by modifying recommendation 1 to the resolution to have staff also consider *best practices in other jurisdictions*.

On March 1, 2016, staff brought forward a report to Committee of the Whole to address Council's direction of October 20, 2015. The staff report included the draft *Policy Review: Vaughan Community Areas and Low-Rise Residential Areas Study*, conducted by Urban Strategies Inc., which responded to the criteria contained in the October 20, 2015 Council resolution. In addition, staff also brought forward implementation options based on the findings of the review. Three options were recommended which included: 1) Development and Implementation of Urban Design Guidelines in support of the policies of the Vaughan Official Plan 2010; 2) Development and implementation of a set of recommended Official Plan Amendments; and 3) To incorporate the proposed amendments to VOP 2010 into the Municipal Comprehensive Review. Council directed that staff proceed with Options 1 and 2, where a set of Urban Design Guidelines would be prepared, in addition to proceeding immediately with amendments to the Vaughan Official Plan 2010.

In addition, Council modified Recommendation 2 of the Committee report as follows:

That the draft "General Low-Rise Residential Infill Guidelines" and the draft "Townhouse Infill Guidelines" set out in this report, applying to the Low-Rise Residential Areas within the Community Areas of VOP 2010, be received and distributed to stakeholders for comment and that such comment is requested no later than May 31, 2016, and that community meetings, if required, be organized in all Wards;

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As a result, staff and the consultants conducted three Public Open Houses at three separate locations (east, west and central) throughout the City to provide affected communities with the opportunity to review the proposed amendments to the Vaughan Official Plan 2010, the Urban Design Guidelines, and the work completed to-date. Comments from stakeholders and the public were collected until immediately after Council's deadline of May 31, 2016.

This report will provide an update on the community and stakeholder feedback and provide Council with recommended Urban Design Guidelines for consideration and approval. The review of the VOP 2010 policies will be brought forward to Council through a separate Public Hearing report, under the *Planning Act*. The adoption of guidelines does not require an approval under the *Planning Act*. The Public Hearing is scheduled for November 1, 2016.

(2) Policy Context

Provincial Policy Statement 2014

All land use decisions in Ontario "shall be consistent" with the Provincial Policy Statement (PPS), as set out in Section 3 of the Planning Act. It provides policy direction on matters of provincial interest related to land use planning and development. Under the broad objective of strong, healthy communities and efficient, resilient land use patterns, the PPS promotes intensification, housing diversity and cost effective development, as articulated in Sections 1.1.1 and 1.1.3. Policy 1.1.3.3, however, acknowledges that existing building stock and areas must be taken into account when identifying appropriate locations and promoting opportunities for intensification and redevelopment.

Of relevance for the Community Area Policy Review for Low-Rise Residential Designations is Policy 1.7.1(d):

Long-term economic prosperity should be supported by ... encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes.

Policy 1.5.1(a) states that healthy, active communities should be promoted by planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity.

Growth Plan for the Greater Golden Horseshoe

The Places to Grow Act, the legislation that implemented the Growth Plan, states that all decisions made by municipalities under the Planning Act "shall conform to" the Growth Plan. The Growth Plan establishes employment and residential growth targets for different areas of the Greater Golden Horseshoe and describes policies that inform and regulate where and how growth should occur. Of the policy objectives contained within the Growth Plan, the following are relevant to the Community Area Policy Review for Low-Rise Residential Designations:

- Population and employment growth will be accommodated by...directing a significant portion of new growth to the built- up areas of the community through intensification (2.2.2.1 (a))
- Population and employment growth will be accommodated by...focusing intensification in intensification areas (2.2.2.1 (b))
- All municipalities will develop and implement through their official plans and other supporting documents, a strategy and policies to phase in and achieve intensification and the intensification target. This strategy and policies will...

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- identify intensification areas to support achievement of the intensification target (2.2.3.6 (c))
- recognize urban growth centres, intensification corridors and major transit station areas as a key focus for development to accommodate intensification (2.2.3.6 (e)) facilitate and promote intensification (2.2.3.6 (f))
- Municipalities will develop and implement official plan policies and other strategies in support of the following conservation objectives...Cultural heritage conservation, including conservation of cultural heritage and archaeological resources where feasible, as built-up areas are intensified. (4.2.4 (e))

Schedule 1 of the VOP 2010 identifies Vaughan's Urban Structure. It has designated "Intensification Areas", which are focused on centres, nodes and corridors which are served, or are planned to be served, by higher order transit and "Stable" Community Areas, which are located in the interior of the communities with limited exposure to arterial roads. This study pertains to lands that are located in the Low-Rise Residential designation in the stable "Community Areas".

York Region Official Plan

An overarching goal of the York Region Official Plan (YROP) is to enhance the Region's urban structure through city building, intensification, and the development of compact and complete communities. The Plan allocates population targets for each local municipality and requires local municipalities to prepare intensification strategies that identify the role of Regional Centres and Corridors and Local Centres and Corridors in helping to achieve allotted intensification targets. It further directs local municipalities to identify intensification areas (5.3.3). Map 1 of the YROP identifies Regional Centres and Corridors. Local Centres and Corridors are to be identified by the local municipalities (Policy 5.5.2).

As per Policy 7.2.38, Regional streets are to accommodate all modes of transportation, including walking, cycling, transit, automobile use and the movement of goods, as well as public and private utilities.

The YROP's urban design and cultural heritage policies, in Sections 5.2 and 3.4 respectively, are also relevant to low-rise residential areas. Policy 5.2.8 states that it is the policy of Council to employ the highest standard of urban design, which:

- a. provides pedestrian scale, safety, comfort, accessibility and connectivity;
- b. complements the character of existing areas and fosters each community's unique sense of place;
- c. promotes sustainable and attractive buildings that minimize energy use;
- d. promotes landscaping, public spaces and streetscapes;
- e. ensures compatibility with and transition to surrounding land uses;
- f. emphasizes walkability and accessibility through strategic building placement and orientation.
- g. follows the York Region Transit-Oriented Development Guidelines; and,
- h. creates well-defined, centrally-located urban public spaces.

Regarding cultural heritage, it is an objective of the YROP to recognize, conserve and promote cultural heritage and its value and benefit to the community. It is the policy of Regional Council to:

- To encourage local municipalities to consider urban design standards in core historic areas that reflect the areas' heritage, character and streetscape. (3.4.8)
- To encourage access to core historic areas by walking, cycling and transit, and to ensure that the design of vehicular access and parking complements the historic built form. (3.4.9)

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The policies of the YROP promote intensification while also recognizing the need for infill development and redevelopment to be sensitive to its surroundings and to respect the valued character of established areas. The policies also highlight the need for pedestrian connectivity, walkability and built form compatibility.

Vaughan Official Plan

The City of Vaughan Official Plan 2010 (VOP 2010) was adopted by City Council on September 7, 2010. Volume 1 which contains the City-wide policies governing growth and development is now almost completely in force.

The VOP's purpose is to manage growth within the City of Vaughan. Schedule 1 illustrates the city's Urban Structure and identifies areas that are suitable for intensification and those which are intended to be areas of stability (see Figure 2). This dual emphasis on growth and preservation is reflected in the policy objectives of the VOP 2010, which include:

- identifying Intensification Areas, consistent with the intensification objectives of this Plan and the Regional Official Plan, as the primary locations for accommodating intensification; (2.1.3.2 (c))
- ensuring the character of established communities is maintained; (2.1.3.2 (e))
- providing for a diversity of housing opportunities in terms of tenure, affordability, size and form; (2.1.3.2 (j))
- establishing a culture of design excellence with an emphasis on providing for a high quality public realm, appropriate built form and beautiful architecture through all new development. (2.1.3.2 (l))

Schedule 1 "Urban Structure" has been approved and reflects the spatial distribution of the City's intensification areas.

Land Use Permissions

The Low-Rise Residential designation permits single detached, semi-detached and townhouse dwellings. In considering infill developments of this nature, all applications need to be evaluated through a set of design policies to assess their conformity with the intent of the Plan. Should they not fulfill the intent, then an amendment to the Official Plan would be necessary. The Guidelines would serve to confirm the expectations of the Plan.

Areas of Application

The Guidelines apply to the City's Community Areas and the Low-Rise Residential designation therein. This is generally shown on the map on Page 2 of Attachment 2 (Map 1).

Community Area and Urban Design Policies

The VOP identifies Community Areas on Schedule 1 - Urban Structure. Maintaining the stability of Community Areas is a primary objective of the VOP and is to be accomplished by providing for a variety of Low-Rise Residential uses on those lands (2.2.1.1 (b)). Two policies in Chapter 2 address the degree of change planned in Community Areas:

- 2.2.3.2. [It is the policy of Council] 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 in Chapter 9 of this Plan.

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- 2.2.3.3. [It is the policy of Council] that limited intensification may be permitted in Community Areas as per the land use designations on Schedule 13 and in accordance with the policies of 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.

Chapter 9 contains the VOP's urban design and built form policies, the following being the most relevant to this study:

- 9.1.2.1. [It is the policy of Council] 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 in policies 9.1.2.2 and 9.1.2.3.;

- 9.1.2.2. [It is the policy of Council] 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;
- d. the heights and scale of nearby residential properties;
- e. the setback of buildings from the street;
- f. the pattern of rear and side-yard setbacks;
- 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, rainbarrels).

- 9.1.2.3. 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 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. 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;

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- 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 and 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 by-law.

Policy 9.2.3.1 sets out the following policies and development criteria for detached and semi-detached houses:

- 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.

Policy 9.2.3.2 sets out the following policies and development criteria for townhouses:

- 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 no more than six attached residential units.
- b. In Community Areas with existing development, the scale, massing, setback and orientation of 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.
- 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.

Mobility and Public Realm Policies

Since most of the proposals for intensification include a street, laneway or pathway, the mobility and public realm policies of the VOP are also relevant.

Policy 4.2.1.5 states that it is the policy of Council:

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- To develop a connected and continuous, grid-like street network that supports convenient and efficient travel by all modes of transportation and to discourage the development of street types that disrupt the grid network. New development shall be planned to support a grid-like street network with multiple connections to collector and arterial streets.

Regarding Local Streets, which are intended to provide access to individual properties within residential areas, Policy 4.2.1.26 states that local streets are oriented to the collector street system in a grid-like manner, while taking into account topographical constraints, desire for solar orientation, and special features, to:

- a. provide convenient connections to collector streets, shopping, transit stops, schools, parks and other community amenities;
- b. promote navigation within concession blocks that is clear and understandable; and,
- c. minimize through-traffic on local streets.

The VOP's public realm policies also address public streets. Policy 9.1.1.2 states that it is the policy of Council that public streets and rights-of-way are considered significant public places and, therefore, their design should balance their multiple roles and functions by ensuring that they:

- a. accommodate a variety of transportation functions, including walking, cycling, transit and driving;
- b. accommodate municipal Infrastructure and Utilities and, to the greatest extent possible, these functions be provided below grade;
- c. contribute to the greening of the City through the provision of street trees and landscaping;
- d. contribute to the City's overall design aesthetic through high-quality hard and soft landscaping treatments and the incorporation of public art; and,
- e. create an environment supportive of their function as gathering places by providing pedestrian amenities such as wide planted boulevards with appropriate and attractive street furniture and street lighting.

Policy 9.1.1.3 states that it is the policy of Council to improve the pedestrian experience on public streets and rights-of-way by:

- a. requiring sidewalks as per policy 4.2.3.4;
- b. prohibiting rear-lotting on public streets;
- c. avoiding blank facades along sidewalks;
- d. requiring that surface parking areas be buffered and screened from sidewalks through the use of setbacks and landscaping;
- e. providing a zone between pedestrians and high levels of vehicular traffic consisting of landscaping and street furniture, and where appropriate, on-street parking.

Policy 9.1.1.4 states that it is the policy of Council to promote an interconnected grid-like pattern of streets and blocks that is walkable and cyclable through the following measures:

- a. ensuring the length of streets and blocks assists pedestrian and bicycle circulation;
- b. providing mid-block pedestrian/bicycle pathways where appropriate;
- c. maximizing the number of street connections to arterial roads;
- d. limiting and discouraging cul-de-sacs and window streets; and,

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- e. designing streets that are safe for cyclists and, where appropriate, providing for on-street bike lanes. Policy 9.1.1.5 states it is the policy of Council to recognize that some condominium developments will contain common- element streets and walkways. In such instances these features should be designed to simulate a public street and the policies outlined in policies 9.1.1.2, 9.1.1.3 and 9.1.1.4 shall apply.

Natural Heritage Network Policies

The VOP 2010 recognizes the important role the Natural Heritage Network - the interconnected system of wetlands, woodlands, streams, valleys, and other ecological components - plays in supporting the built environment and human health. Watercourses and other natural features are also found in many of the low-rise residential areas in Vaughan. Below is a summary of the relevant policies in Chapter 3 of the VOP:

- 3.2.1.2. [It is the policy of Council] to maintain the long- term ecological function and biodiversity of the Natural Heritage Network by utilizing an ecosystem function approach to planning that protects, restores and where possible, enhances natural features and their functions.
- 3.2.3.4. [It is the policy of Council] that Core Features, as identified on Schedule 2, provide critical ecosystem functions, and consist of the following natural heritage components and their minimum vegetation protection zones:
 - a. valley and stream corridors, including provincially significant valleylands and permanent and intermittent streams, with a minimum 10 metre vegetation protection zone
- 3.2.3.5. [It is the policy of Council] that specific requirements related to the protection and enhancement of the various elements of Core Features are included in Section 3.3 of this Plan.
- 3.2.3.8. [It is the policy of Council] that development or site alteration on lands adjacent to Core Features shall not be permitted unless it is demonstrated through an environmental impact study that the development or site alteration will not result in a negative impact on the feature or its functions.
- 3.3.1.3. [It is the policy of Council] that an application for development or site alteration on lands adjacent to valley and stream corridors will not be considered by Council unless the precise limits of valley and stream corridors have been established to the satisfaction of the City and the Toronto and Region Conservation Authority.

Implementation Policies

The implementation policies of the VOP are also relevant to proposals for intensification in existing community areas.

Policy 10.1.1, dealing with detailed planning states:

- Some areas of the City, which may or not be subject to Secondary Plans and/or Block Plans, will also be subject to Site and Area Specific Policies. These policies are to reflect historical conditions or development permissions that have been previously approved and still maintain the main goals and objectives of this Plan, but do not fit within the specific policy structure that has been created in this Plan.

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Council may approve additional Site and Area Specific Policies through the review of development applications where it is felt that the goals and objectives of this Plan are maintained but a modification to the policy structure is required.

Policies 10.1.1.14 - 10.1.1.26 address Block Plans. Policy 10.1.1.14 states that the City will identify areas subject to a Block Plan process through either the Secondary Plan process or the development review process, to address complexities in smaller planning units, scoped as required in accordance with policy 10.1.1.15. Policy 10.1.1.15 describes a Block Plan as a comprehensive planning framework that describes how the following policy aspects of development will be addressed:

- a. the proposed land uses, housing mix and densities;
- b. traffic management, including the expected traffic volumes on all collector and local streets to precisely define the requirements for items such as traffic signals, stop signs, turn lanes and transit stop locations, traffic-calming measures, and transportation demand management;
- c. the provision of public transit, pedestrian and cycling networks;
- d. the provision of public and private services and the detailed approach to stormwater management;
- e. protection and enhancement of the Natural Heritage Network, including the detailed evaluation and demarcation of Core Features and Enhancement Areas ;
- f. the precise locations of natural and cultural heritage features of the area, including built heritage and potential archaeological resources and proposed approaches to conservation and or enhancement;
- g. the precise location of any parks, open spaces, schools, community centres, and libraries;
- h. the proposed implementation of sustainable development policies as contained in subsection 9.1.3 of this Plan;
- i. phasing of development; and,
- j. evaluation of opportunities for coordination with environmental assessment processes for roads and infrastructure that are subject to the Environmental Assessment Act.

Addressing site and area specific policies, Policy 10.1.1.29 states that Council will establish, from time to time, new Site and Area Specific policies, to be contained in Volume 2 of this Plan, through the processing of development applications where it has been demonstrated that the goals and objectives of this Plan are being met.

Implications of Secondary Suites

After the adoption of VOP 2010 the Province mandated that Secondary Suites be permitted in existing residential areas. Under the legislation, municipalities are required to amend their official plans and zoning by-laws to accommodate secondary suites in residential areas. The City has undertaken this exercise and is now completing the work to bring forward amendments to VOP 2010 and By-law 1-88 to permit secondary suites as of right throughout the Low-Rise Residential Area, subject to fulfilling a number of criteria. It is expected that staff will be providing a technical report on the draft amendments, together with a report of the required implementation measures, in early 2017.

Secondary suites represent a form of intensification that will apply to the Low-Rise residential areas. These guidelines do not address the implications of secondary suites. These matters will be addressed in the amending planning documents that will come before Council in the near future. However, it is the intention that the introduction of secondary suites maintain the character of their host neighbourhoods.

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(3) Summary of Public Consultation Process and Feedback

City staff and the consulting team solicited comments from the stakeholders, the public and government agencies through Public Open Houses, Technical Advisory Committee meetings, and via the City's website. Comments from the public were requested no later than May 31st, 2016, and that community meetings, if required, be organized in all wards.

The following activities collectively comprise the public consultation strategy:

a) Public Open Houses

- i. April 19, 2016 - 7:00 pm - 9:00 pm - Vaughan City Hall
- ii. May 10, 2016 - 7:00 pm - 9:00 pm - North Thornhill Community Centre
- iii. May 11, 2016 - 7:00 pm - 9:00 pm - Vellore Village Community Centre

Each of the public consultation meetings began with an open house component where the public was able to review a series of presentation panels describing the project, the background work and the proposed policy amendments and urban design guidelines. This was followed by a formal summary presentation led by the City's lead consulting team focusing on the background, methodology, rationale and proposed recommendations. A question and answer period was held after the presentation for more detailed discussions.

The public was notified of the study and these meetings by way of newspaper ads in the Vaughan Citizen and Thornhill Liberal on April 7th, 14th, and May 5th, 2016. In addition, the public was notified through the City's social media channels, electronic signage, targeted mailouts, and Councillor Newsletters.

b) Interactive Information and Updates

Prior to the three public meetings, the following information was made available on the City's project page:

- March 1, 2016 Committee of the Whole staff report
- A copy of the proposed Official Plan Amendments to VOP 2010 and "Draft General Infill Guidelines" and "Townhouse Infill Guidelines"
- Feedback form
- Presentation Panels
- Open House Presentation

c) The Technical Advisory Committee (TAC)

The Community Area Policy Review for Low-Rise Residential Designations Technical Advisory Committee (TAC) included internal City departmental staff and external agencies. Representation on the TAC includes staff from Development Engineering and Infrastructure Planning, Development Planning, Policy Planning and Environmental Sustainability, and staff from Community Planning and Development Services at the Region of York. The Community Area Policy Review for Low-Rise Designations work plan included two TAC meetings, which were held on the following dates:

- i. TAC Meeting #1 - May 10, 2016

The initial meeting served as an introduction to the project staff, consultants, and work program going forward. The TAC was given an update on the status of the study, followed by a presentation on the proposed draft policy amendments and Urban Design

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Guidelines that were presented to Committee of the Whole on March 1, 2016. The TAC provided a number of comments and considerations that were noted by the study team.

ii. TAC Meeting #2 - June 29, 2016

The lead consultants were provided an opportunity to present the changes made to the draft policy amendments and Urban Design Guidelines based on feedback received via written submissions and the public open houses. This included discussion on the Community Consultation Summary Report and the major issues raised in the Policy Review report.

(4) Issues Identified in the Summary Report on Public Feedback Received during the Commenting Period and Public Open Houses

A synopsis of the public feedback is set out below. Please refer to Attachment 1 ("Community Consultation Summary Report - What We Heard") for the complete text.

a) General Built Form

- i. Residents were generally supportive of the proposed design guidelines, especially those that clarified and reinforced existing compatibility requirements. Among the issues that were raised by a number of residents, there was concern that many infill and townhouse developments were creating adverse privacy impacts, the developments were not consistent with the character of the existing neighbourhood, and some townhouse developments are not compatible with the single-detached homes in the neighbourhood. Comments received by the development community were not as supportive of the proposed guidelines, deeming the guidelines, as proposed as too prescriptive, requesting more flexibility to allow stacked, back-to-back and low-rise apartments within the subject areas.

b) Neighbourhood Character

- i. There was an indication from comments submitted that the guidelines would benefit from a more definitive description of the areas in which they would apply. In particular, more clarity on what constitutes the character of those neighbourhoods was provided as a potential remedy.

c) Environmental

- i. There was near-unanimous support among residents that the proposed urban design guidelines speaking to the need to preserve mature trees during infill development should be retained or even strengthened. Other environmentally-focused comments indicated that residents are concerned that ongoing intensification is negatively impacting existing natural heritage features and that larger and denser development proposals are not providing the required amount of parkland, instead opting for cash-in-lieu payments. The need for urban design guidelines and/or policies speaking to the importance of stormwater management and other green infrastructure was also mentioned.

d) Transportation, Streets, and Parking

- i. Comments received indicated that there is concern among residents that infill development and townhouse developments in particular, are contributing to congestion on arterial and local roads. A related concern was the belief that investment in public

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- ii. transportation in Vaughan has not kept pace with the development that has occurred, exacerbating traffic congestion. Representatives of the development industry suggested that townhouse developments should be allowed to front on to private streets or laneways where appropriate. Other comments received spoke to townhouse developments not having adequate parking.
- e) Development Standards
 - i. The majority of the feedback received regarding development standards was provided by representatives of the development industry. In general, their recommendations favoured the current policy framework and indicated that they were concerned that the proposed urban design guidelines and policy amendments were too restrictive. Greater flexibility for the design of townhouse developments, such as removing the proposed requirement that all townhouses possess a fenced rear yard, was also requested. Submissions from a variety of respondents indicated that they would support the inclusion of lot coverage requirements in the proposed urban design guidelines.
- f) Implementation
 - i. Several submissions indicated a concern that the Urban Design Guidelines would be ignored post-adoption. Other comments requested clarification on how the guidelines would be used when the City is reviewing development applications. Comments received from the development industry suggest that the guidelines are too prescriptive and should not be adopted.
- g) Public Consultation
 - i. Although not directly related to the proposed urban design guidelines and policy amendments, several residents provided feedback about the nature of the public consultation process itself. Some residents were displeased that ratepayers' groups were not engaged more directly or more proactively prior to the development of the Draft Community Area Policy Review for Low-Rise Residential Designations Report while others suggested that ratepayers' groups should be consulted more directly as part of the current engagement process.

(5) Recommended Revisions to Guidelines

Based on the comments received through public and stakeholder feedback, a number of revisions were recommended. These are set out in the Table forming Attachment 4 to this report. It summarizes the initial guidelines as of January 2016 that were presented in the March 1, 2016 Committee of the Whole Report; and the recommended revisions as of July 2016, along with the rationale for the recommended revision.

Relationship to Term of Council Service Excellence Strategy Map (2014-2018)

This report relates to the Term of Council Service Excellence Strategy by supporting the following initiatives:

- Continued cultivation of an environmentally sustainable city;
- Updating the Official Plan and supporting studies.

Regional Implications

York Region has been consulted on any potential impacts on the Region's arterial street network.

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The Region expressed concern about multiple private driveway accesses to Regional roads. If multi-unit development was to take place, individual accesses should not be permitted in favour of a single consolidated access for all units to minimize conflict with traffic on the Regional road. The Council approved guidelines will be provided to the Region to inform their review and comments on applications on Regional roads.

Conclusion

The draft Urban Design Guidelines for Infill Development in established Low-Rise Residential Neighbourhood responds to Council's previous direction on this matter. The draft Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods was made available for public review in accordance with Council direction, and was included in the material presented at the three open houses. Written comments received from the public, stakeholders, and the Technical Advisory Committee have been analyzed and recommendations have been developed to respond to the identified issues. Key issues relating to both the Urban Design Guidelines and the Official Plan Amendment have been identified in the Community Consultation Summary Report, included as Attachment 1, and summarized in Section 4 of this report. Recommended revisions identified in Section 5 and set out in Attachment 3, have been made to the guidelines as a result of the feedback.

The Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods provide a detailed guide to the planning and design of infill development in Vaughan's established low-rise neighbourhoods, and are designed to ensure that new infill development is consistent with Vaughan Official Plan 2010. In particular, they are meant to help ensure that new development in the established low-rise neighbourhoods fits compatibly with its surroundings.

The guidelines will help to inform the preparation of applications and their subsequent review by City staff. In conducting this review, it will assist the City in assessing whether a proposal is not in conformity with the Official Plan and requires an amendment. This will provide greater clarity in applying the current policies of VOP 2010. More definitive clarity can only be achieved through policy amendments to VOP 2010.

It is recommended that the proposed draft Urban Design Guidelines forming Attachment 2 of this report, be approved for immediate implementation to assist the City in the review of infill and townhouse development applications in Low-Rise Residential designations in Community Areas. These guidelines will apply to all proposals to develop one or more detached, semi-detached, or townhouse units, that require zoning amendments, minor variances, a severance, or site plan approval. Should Council concur, the recommendations of this report should be adopted.

Attachments

1. Community Consultation Summary Report – What We Heard
2. Draft Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods
3. Urban Design Guidelines – Change Notes

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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.)