

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, Report No. 52, of the Committee of the Whole, which was adopted without amendment by the Council of the City of Vaughan on December 10, 2013.

**11 MEASURING SUSTAINABILITY PERFORMANCE OF
NEW DEVELOPMENT IN BRAMPTON, RICHMOND HILL AND VAUGHAN
FINAL COMPREHENSIVE REPORT AND IMPLEMENTATION RECOMMENDATIONS
FILE NO. 22.24.1**

The Committee of the Whole recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Planning, dated November 26, 2013, be approved;**
- 2) That the deputation of Mr. Aaron Hershoff, TACC Developments, Applewood Crescent, Vaughan, be received; and**
- 3) That Communication C15 from Ms. Mara Samardzic, BILD, Upjohn Road, North York, dated November 25, 2013, be received.**

Recommendation

The Commissioner of Planning, in consultation with the Commissioner of Engineering and Public Works and the Commissioner of Strategic and Corporate Services, recommends:

1. That the Final Comprehensive Report provided by the consulting team, including Sustainability Performance Metrics to be integrated in the development review process for new development set out in Appendix A of the consultants' report, BE APPROVED to mark the completion of the collaborative project with the City of Brampton and Town of Richmond Hill;
2. That staff integrate the Sustainability Performance Metrics into the development review process as part the testing stage for development applications including Official Plan Amendments, Zoning By-law Amendments, Plans of Subdivision and Site Development Applications for the following classes of development:
 - i) Development implemented using a Site Plan Agreement as described in the June 18, 2013 Committee of the Whole report (Report No. 32, Item 8);
 - ii) Draft Plans of Subdivision implemented through a Subdivision Agreement;
 - iii) In some cases, Development Agreements entered into by the benefiting parties and approved by the City of Vaughan as a condition of approval of development applications; and
 - iv) Block Plans.
3. That the Pre-Application Consultation Form BE AMENDED to require the submission of a Sustainable Design Brief demonstrating the sustainability score, using the Sustainability Performance Metrics, for certain classes of new development during the testing stage;
4. That the initial testing stage of the Sustainability Performance Metrics take place from January 1, 2014 to December 31, 2014;

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 2

5. That at the completion of the testing stage staff provide a report to Council outlining the findings of the testing stage with particular attention to:
 - i) Financial considerations regarding staff resources and/or third-party contracts for maintenance and ongoing refinement of the Sustainability Performance Metrics;
 - ii) Any changes to the Sustainability Performance Metrics or development review procedures;
 - iii) Any amendments to policy and implementation documents (e.g. the VOP 2010, the Site Plan Control By-Law, Site Plan Agreement, etc); and
 - iv) Further educational programs to improve stakeholder or staff knowledge.
6. That staff be authorized to: submit a funding request to the Ontario Growth Secretariat (Ministry of Infrastructure) for financial support from the "Places to Grow Implementation Fund", or other available funding source, for the development of training resources to support the implementation of the "Measuring Sustainability Performance of New Development in Brampton, Richmond Hill and Vaughan" program; that such resources be available to City staff, other municipalities and stakeholders; and that specific examples be provided for Urban Growth Centres and Intensification Areas in Vaughan.

Contribution to Sustainability

The project, Measuring Sustainability Performance of New Development in Brampton, Richmond Hill and Vaughan, implements priorities previously set by Council in *Green Directions Vaughan*, the City's Community Sustainability and Environmental Master Plan. Specifically, Objective 2.3 speaks to creating a city with sustainable built form. Action Item 2.3.1 refers to developing criteria to measure the sustainability performance of development, specifically to develop "sustainable development evaluation criteria" with a focus on ecological and social aspects of sustainability. Integrating sustainability guidelines and metrics into the development review process for each development application is an important tool to achieve sustainable communities.

Economic Impact

The City has partnered with the City of Brampton and the Town of Richmond Hill in undertaking this study. The total cost to the City of Vaughan (approved in the 2011 Budget) for the study under the funding arrangement with the municipal partners is \$22,500 (net) of the total project cost of \$180,000. A grant agreement was signed by the City of Brampton with the Federation of Canadian Municipalities (FCM) in January 2011 to reimburse the municipal partners up to \$85,000 from the Green Municipal Fund. Upon receiving the third reimbursement from the Green Municipal Fund, the City of Brampton will reimburse the City of Vaughan in the amount of \$22,500.

No new additional resources are required for the testing stage of the Sustainability Performance Metrics in the development review process. As the sustainability metrics are closely aligned with existing development review responsibilities, it is anticipated that existing staff resources are sufficient to implement the testing phase of the program without diminishing service levels. Following the initial testing stage, it is recommended that staff provide a report to Council with the findings and recommendations for a final implementation, on the basis of a more refined program, including an assessment of financial considerations. No Additional Resource Requests (ARRs) are required for the 2014 fiscal year. ARRs for 2015 may be required pending the outcome of the one-year testing stage. It is expected that early indications of any needs may be available by mid-year 2014, which can contribute to the 2015 budget process.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 3

Communications Plan

The communications plan for the project, Measuring Sustainability Performance of New Development, includes consultation as part of the development of the sustainability guidelines and metrics as well as outreach for the purposes of knowledge transfer. Consultation has included two workshops held in Vaughan for staff of the three partner municipalities. Two forums have been held for the development community, one in Brampton and one in Vaughan.

Outreach as part of the knowledge transfer process will continue into the future once the project has been approved by the respective Councils. The partners will seek to present the results of the project at various venues, such as the annual symposium of the Ontario Professional Planners Institute in September 2013, the annual conference of the Canadian Institute of Planners, the annual conference of the Federation of Canadian Municipalities, the Municipal Leaders Forum (an initiative of the Greater Toronto Chapter of the Canada Green Building Council), and where other opportunities arise.

A communications plan is described in the 'Implementation Strategy' section of this report to initiate the testing phase to implement the Sustainability Performance Metrics in the development review process.

Purpose

The project, Measuring Sustainability Performance of New Development, was the subject of a staff report and presentation to the Priorities and Key Initiatives Committee of Council on March 18, 2013. The presentation by representatives of the consulting team (Dan Leeming), York Region Public Health (Dr. Kurji) and Peel Public Health (Gayle Bursey) emphasized the broader linkages between public health and sustainable communities. The incorporation of sustainability guidelines and metrics into the development review process, to improve the sustainability performance of communities, is an important means of delivering the City's sustainability agenda and is aligned with objectives of other government agencies.

Having established the broader context and importance of the project, a further Report to Council (Committee of the Whole, April 30, 2013) presented the draft Sustainability Metrics and accompanying consultants' report for public comment. This report demonstrated the range of policy support provided in Provincial and York Region policy documents, *Green Directions Vaughan*, the VOP 2010, and other City master plans and studies for implementing the sustainability metrics in the development review process.

The purpose of this report is to mark the completion of the collaborative project with the City of Brampton and Town of Richmond Hill by presenting the consultants' Final Comprehensive Report for adoption by Council and to recommend a phased implementation of the Sustainability Performance Metrics in the development review process.

Background - Analysis and Options

History of the Project

Previous reports were brought to the Environment Committee of Council in 2009 and 2010 to update Council on the process to establish the project to identify a green development checklist. It evolved into collaboration with municipal partners, the City of Brampton and Town of Richmond Hill, and environmental partners (TRCA and Clean Air Partnership). A Memorandum of Understanding was signed by the municipal collaborators in January 2011 following confirmation of matching funds of \$85,000 from the Green Municipal Fund of the Federation of Canadian Municipalities.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 4

Phase 1 of the project was led by the City of Brampton and began in 2011 with a focus on developing the sustainability guidelines. Phase 2 was led by the City of Vaughan with the goal of identifying and testing sustainability metrics within the framework of the guidelines developed in Phase 1. The draft Sustainability Performance Metrics were provided to Council in the consulting team's Draft Comprehensive Report on April 30, 2013. Following the public comment period, changes to the Sustainability Performance Metrics have been provided in the consulting team's Final Comprehensive Report attached to this staff report. These changes are summarized in the following sections of this report.

Economic Benefits

A wide range of studies document the economic benefits of green building and sustainable communities that accrue within a 5 to 20 year time period. Successful holistic sustainable community development design can achieve the maximum social, economic and environmental benefit, which can have a significant impact on economic competitiveness. The main economic benefits often cited include:

- Energy and water use reductions resulting in costs savings to building owners, often with a payback within 5 years;
- Energy and water use reductions providing a cost savings to governments by deferring or eliminating the need for infrastructure upgrades and expansions;
- Increased property values resulting from lower vacancy rates as consumers seek the benefits of multi-year cost savings;
- Improved employee attendance and productivity for commercial developments, as a result of better indoor temperatures, ventilation and attention to natural light;
- Creating opportunities to expand the green economy with respect to products and services;
- At the site design level, integration of ecological protection, use of alternative stormwater management, and encouraging alternatives to automobile use provides a cost savings to governments for capital infrastructure investment; and
- As noted in the discussion at the meeting of the Priorities and Key Initiatives Committee of Council on March 18, 2013, addressing trends in chronic diseases for even a small percentage of the population will have a dramatic savings in health care costs.

Provincial Policy

There is an underlying policy framework that supports the development and application of sustainability metrics. Bill 51, the Planning and Conservation Land Statute Amendment Act, added the following as a matter of provincial interest in Section 2 of the Planning Act: "the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians".

Section 41 of the Planning Act was amended by Bill 51 to provide new powers related to obtaining sustainable design features for buildings through site plan control. In particular, paragraph 2 of subsection 41 (4) of the Act was amended by adding the following to the list of plans and drawings which the municipality may approve as a condition of development:

- “(d) matters relating to exterior design, including without limitation the character, scale, appearance and design features of buildings, and their sustainable design, but only to the extent that it is a matter of exterior design, if an official plan and a by-law passed under subsection (2) that both contain provisions relating to such matters are in effect in the municipality;

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 5

- (e) the sustainable design elements on any adjoining highway under a municipality's jurisdiction, including without limitation trees, shrubs, hedges, plantings or other ground cover, permeable paving materials, street furniture, curb ramps, waste and recycling containers and bicycle parking facilities, if an official plan and a by-law passed under subsection (2) are in effect in the municipality; and
- (f) facilities designed to have regard for accessibility for persons with disabilities.”

York Region Official Plan

The York Regional Official Plan (ROP 2010), approved by the Minister of Municipal Affairs and Housing on September 7, 2010, is the upper tier planning document that provides the framework for achieving the Region's vision to 2031. The ROP 2010 was subject to over 50 appeals and is now in the hands of the Ontario Municipal Board. The Regional Official Plan has received partial approval and the majority of the document is now in effect. Those portions of the Plan still under appeal will be resolved through further actions of the Board. There are a number of new sustainability policies in the York ROP 2010 that staff will need to take into account as part of City studies and the review of development applications.

Relevant VOP 2010 Policies

Section 9.1.3 of the VOP 2010 directs the City to establish “Green Development Standards” relating to a range of sustainability items. Until such time as Green Development Standards are adopted by Council, applications are required to submit a “Sustainable Development Report” with reference to the policies of the York Region Official Plan regarding sustainable buildings.

Site Plan Control is noted in Section 10.1.2 (Implementation Tools) of the VOP 2010. The amendments of Bill 51 to paragraph 2 of subsection 41 (4) of the Planning Act regarding sustainable design are addressed in Policy 10.1.2.20.

Section 10.1.3 regarding a complete application submission provides that a Sustainable Development Report may be required in support of a complete application submission.

The Study – Phase 1

Phase 1 of the project was led by the City of Brampton and The Planning Partnership, with the goal to develop Sustainable Community Development Guidelines (SCDGs). The Phase 1 SCDGs will be a new chapter in the City of Brampton's municipal-wide urban design guidelines, the Development Design Guidelines, and will assist the City in the review of development applications, technical reports and other documentation. The SCDGs will help describe the qualitative sustainability objectives that proposed developments should aim to achieve, including highlighting examples of how they could be achieved. These guidelines helped to inform the development of the metrics and the target priorities for Phase 2 of the project. The SCDGs can be adapted by the City of Vaughan as a component of the future City-wide urban design study scheduled to be undertaken in 2014 upon approval of the 2014 capital budget. In the meantime, City staff will seek opportunities to implement the SCDGs on a trial basis as part of the development review process.

The Study – Phase 2

Phase 2 is led by the City of Vaughan and the consulting team of Halsall Associates working collaboratively with The Planning Partnership. Building on the principles and guidelines developed under Phase 1, and using the four sustainability themes established in the Phase 1 document, quantitative sustainability metrics were developed for the municipal partners.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 6

The Phase 2 deliverables to be provided by the consulting team include:

- The Final Comprehensive Report (Attachment A to this staff report), including the Sustainability Performance Metrics in table format (Appendix A) pertinent to (a) Block Plan and Draft Plan scales and (b) Site Plan scales, a rationale for each of the sustainability metrics and the main sources of information for interpretation of the metrics and targets (Appendix B), and a tracking log of comments and changes (Appendix C);
- A decision-support tool (the Dynamic Tool) to assist in calculating the sustainability score prepared in Excel format along with a companion Manual; and,
- A Guidebook to assist in interpreting how to demonstrate that the selected target for the Sustainability Performance Metrics is met in a particular submission.

The Clean Air Partnership (CAP) and the Toronto and Region Conservation Authority (TRCA) are partner agencies in the project and provided peer review of the study deliverables. These are provided under separate cover.

In addition, City of Vaughan staff led the research and writing of a report, the Energy Use Forecasting Report, to test scenarios of energy use and greenhouse gas emissions to 2031 in each of the partner municipalities. The Energy Use Forecasting Report provides information to:

- Inform the sustainability metrics with respect to energy efficiency targets;
- Identify recommendations for energy savings beyond the use of the sustainability metrics in the development review process for new development and re-development; and
- Set the ground work for a municipal-wide Community Energy Plan to meet ROP 2010 policy 5.2.13.

The Sustainability Performance Metrics are detailed in Appendix A as a matrix or checklist with the following structure:

- Core themes (Built Environment, Mobility, Natural Environment & Open Space, and Infrastructure & Buildings);
- Indicators;
- Performance metrics;
- Mandatory, recommended minimum and aspirational targets;
- Precedents; and
- Point allocation.

The metrics can be applied at scales of development ranging from Secondary Plan/Block Plan, Draft Plan of Subdivision and Site Plan.

Attachment 1, the Final Comprehensive Report provided by the consulting team, is a detailed description of the research, consultation process, testing, and eventual selection of indicators and metrics. Key issues can be highlighted here:

- The metrics are not new to the development approvals process, but offer a standardized approach to measure the sustainability performance of proposed developments;
- Recommended minimum and aspirational targets are above thresholds that are required according to pertinent legislation and/or policy;

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 7

- An application does not have to achieve a minimum score for each metric, but an overall score or rating will be evaluated as part of the development approvals process;
- There is general industry acceptance of municipalities using a green development evaluation system, but some form of recognition or more staff attention to work through innovative solutions for high-performing sustainability projects was noted as an incentive;
- The summary of sustainability performance will be provided in the staff report for a development application; and
- The sustainability metrics are aligned with performance indicators identified for Green Directions Vaughan.

Toronto and Region Conservation Authority (TRCA) Peer Review Comments

Peer review comments from the Toronto and Region Conservation Authority (TRCA) are provided in Attachment 2. The TRCA has a regulatory role in the development review process under the Conservation Authorities Act. The TRCA is also articulating various initiatives regarding natural heritage protection, wet weather management, sustainable development and cultural heritage under the Living City paradigm. Comments from the TRCA focus on technical aspects of the Sustainability Performance Metrics related to types of metrics, levels of enhanced performance, and supporting documentation to support metrics and/or target levels.

Clean Air Partnership (CAP) Peer Review Comments

Peer review comments from the Clean Air Partnership (CAP) are provided in Attachment 2. As the CAP convenes monthly meetings of the Clean Air Council, comprised of representatives from municipalities addressing various sustainability issues, the review has a focus on transferability of the project findings and deliverables to other municipalities. Below are comments of note from the CAP peer review submission.

There are significant benefits to ensuring the consistency of information requested of developers by municipalities in the development application process and the dynamic tool being developed by this project may be able to simplify the application for developers and the review of the applications by municipal planning staff.

It was recognized that there is a rationale for green development policies to begin at a voluntary level in order to build support and buy in from the development community. However, in order to see significant market transformation mandatory green development standards are likely required.

The need for flexibility in order to reach the green development levels was highlighted and that the focus should be on achieving environmental goals as opposed to any specific technology.

From the experiences of other jurisdictions that have instituted green development policies/standards, it is essential that all planning staff are trained on the various metrics and their rationale, so that they are able to communicate these metrics to development applicants.

Monitoring and reporting of the implementation and effectiveness of green development standards is a key component of any green development program and is instrumental in ensuring a feedback loop that will enable increased effectiveness of the green development standards to be achieved over time.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 8

Public Comment Period Feedback

In April 2013, the Draft Sustainability Metrics were released for public comment (Report to the Committee of the Whole, Report No. 19, Item 22). The Draft Sustainability Metrics were posted on the City's website for public comment, and two consultation sessions were held with the Building Industry and Land Development Association (BILD) on April 25, 2013 and May 27, 2013. A written submission was provided by BILD following the two consultation sessions. A combined submission was received from York Region and York Region Public Health. Both submissions were received on June 3, 2013. Below is a summary of the feedback received during the public comment period.

Flexibility

The comments requested that addressing the Sustainability Performance Metrics be voluntary and that the municipalities take a more flexible approach to the implementation of the Metrics. The structure of the Sustainability Performance Metrics allows the applicant to select the sustainable design features suitable to the site. A testing stage of implementation will provide the feedback to determine appropriate threshold sustainability scores for application approval or to award incentives for high-performance development proposals.

Metric Reconciliation

The comments noted that certain metrics shown in the Draft Block Plan/Draft Plan Table do not belong in the Draft Block Plan/Draft Plan Table as they are not considered at this stage of the planning process (e.g. bike parking, on-street parking, surface parking, carpool parking, potable water, material reuse). It was also noted that the Draft Site /Building Table should be revised to deal only with items that can be considered as part of the Site Plan process. These suggestions are reflected in Sustainability Performance Metrics in Appendix A of the Final Comprehensive Report.

Specific Metric Comments

A number of comments were received related to minor language changes, the collapsing of the Parks Metric, and adding points for certain Metrics. By and large, the majority of these suggestions help improve the readability or clarity of the Metrics and have been included in the Final Sustainability Metrics Tables.

Implementation Comments

A number of comments focused on next steps, specifically on tools, education/training and further projects that could help to streamline the implementation of the Sustainability Metrics. Below is a summary of the main suggestions:

Implementation Guidebook

An Implementation Guidebook was suggested to describe how each of the Metrics should be quantified, among other matters. In response to this comment, a Draft Implementation Guidebook has been prepared (under separate cover), which will be used in the testing stage of implementation by the City and by each of the partner municipalities.

Excel-Based Dynamic Implementation Tool

As part of this partnership project, the consultant created an Excel-based "Dynamic Implementation Tool". This Tool helps to streamline which Sustainability Performance Metrics are applicable to a proposed planning application based on information entered by the applicant about the proposed application (e.g. Draft Plan of Subdivision, Site Plan, single-family, multi-residential, commercial, etc.). As part of the comments, BILD expressed an interest in providing comments on the Dynamic Tool.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 9

The Dynamic Tool will be used by the partner municipalities to streamline the implementation of the Sustainability Performance Metrics. Each municipality may decide to customize the Dynamic Tool based on its local context. In the City of Vaughan, input will be gathered on the customization of the Dynamic Tool as part of the testing stage of the implementation process.

Education/Training

Education/training sessions were suggested to ensure all public agencies and City staff who review planning applications are implementing the Sustainability Metrics consistently. Education/training workshops could focus on how applicants should be filling in the “dynamic tool”, and also how public agencies and City staff should be evaluating the Metrics provided.

Threshold Point Score and Incentives

The comments requested a final “score” expectation for each level of implementation in order to assess the feasibility of achieving the Sustainability Performance Metrics. It is recommended that the issue of a threshold sustainability score for application approval or to incentivize high-performance development proposals be evaluated as part of the testing stage of implementation.

Updating Existing or Creating Alternative Engineering Standards

The comments acknowledge that engineering standards may not always be in line with the Sustainability Performance Metrics. It was suggested that as part of the implementation process, each municipality revisit current regulations and standards to identify which standards need to be updated or for which an alternative engineering standard should be created to further streamline the implementation of the Sustainability Performance Metrics.

City staff recognize that it would be useful to explore the above mentioned implementation-related comments. As a result, a phased implementation of the Sustainability Performance Metrics is described in this report.

Implementation Strategy

Six staff focus sessions were held in June and July 2013 to discuss a range of issues related to implementing the sustainability metrics in the development review process. The discussions in the focus sessions were directed to identifying necessary changes to processes and/or documents for a phased implementation approach. The first phase is described as a testing phase for staff and applicants which requires the applicants to submit sustainability metrics and derive a sustainability score, but the sustainability score does not factor into the ultimate approval of the application. This will allow for feedback from staff and applicants regarding, among other issues:

- refinement of the targets of the Sustainability Performance Metrics;
- refinement of the numerical scores associated with the Minimum Recommended and Aspirational targets;
- amending and/or creating supplementary documents;
- assessing the need for third-party certification of submittal materials and/or inspections;
- assessing new information that will be required for development applications;
- integrating the new information into both City and Region GIS data bases, where applicable;

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 10

- procedures for staff and training; and
- ongoing coordination with the City of Brampton and Town of Richmond Hill on implementation issues and strategies.

The program will be formally implemented following the testing period. At the completion of the testing period, a threshold sustainability score will be identified which must be reached to obtain approval of an application.

The information below summarizes the discussion in the six staff focus sessions. It was determined that the testing phase of implementation can be initiated in the near-term requiring only:

- minor changes to the Pre-Application Consultation (PAC) Form; and
- appropriate communications to internal and external audiences.

It was also apparent that, outside of presenting a summary of the sustainability score in the Sustainable Design Brief, all other submittal materials are standard documents already recognized in the PAC Form. More rigorous implementation will require minor amendments to the VOP 2010 and appropriate amendments to the Site Plan Control By-Law.

Complete Application and Circulation Procedures

For the testing stage of implementation, only minor changes are required to the Pre-Application Consultation (PAC) Form, as prepared by the Development Planning Department, to require that the Sustainability Performance Metrics are addressed in the application. The Sustainability Performance Metrics can be described in existing submittal documents listed on pages 2 to 4 of the "Pre-Application Consultation (PAC) Understanding" section of the PAC Form. The main changes to the PAC Form consist of references to the Sustainable Design Brief and/or Sustainable Development Report and are noted in more detail below:

- include Sustainable Design Brief in the table in Point #4 in the "Guide to Applicants" section as a requirement to schedule a PAC meeting;
- In the table on Submission Requirements, the Sustainable Design Brief shall be required for Official Plan Amendments (OPA), Zoning By-law Amendments (ZBL), Site Development (DA), and Plan of Subdivisions (SUB);
- Modify the definition of Sustainable Design Brief in relation to the Sustainability Performance Metrics and provide a template;
- Create a simplified sustainability matrix for submission at PAC meetings; and
- Add "Context Plan" as a submittal in the table on Submission Requirements, and provide a definition.

The effect of the changes to the PAC Form is essentially to make the submission of the Sustainable Design Brief and sustainability score a requirement of a complete application.

Classes of Development for Application of the Sustainability Performance Metrics

Committee of the Whole received a report on June 18, 2013 recommending the use of Site Plan Agreements to implement certain classes of development. Given that the amendments to the Planning Act to recognize sustainable design elements fall under Section 41 (Site Plan Control), it is appropriate that the initial testing stage to implement the Sustainability Performance Metrics include the following classes of development to be implemented using a Site Plan Agreement:

- i) all classes of new development in an Intensification Area including the Vaughan Metropolitan Centre, a Primary Centre, Local Centre, Primary Intensification Corridors,

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 11

Primary Intensification Corridors within Employment Areas, Regional Intensification Corridors and Regional Intensification Corridors Within Employment Areas as defined by Vaughan Official Plan 2010. Additions, expansions, and alterations to existing development will be implemented as either an amendment to the original implementing document (i.e. Site Plan Agreement or Letter of Undertaking) or as a minor modification to the existing approval(s);

- ii) all Mid and High Rise buildings as defined by the new City of Vaughan Official Plan 2010 (i.e. buildings over 6 storeys in height);
- iii) all classes of development utilizing strata parking and/or park arrangements, and/or Planning Act Section 37 density bonussing;
- iv) all classes of development where the Commissioner of Planning or designate (Director of Development Planning) is of the opinion that a Site Plan Agreement is required to secure specific City interests; and
- v) where a public/private partnership funding for community infrastructure is proposed.

The Sustainability Performance Metrics are designed to recognize scales of development, such that there is a table of Site Plan metrics and a table of Block Plan and Draft Plan metrics. Hence, it is recommended that the initial testing stage of the Sustainability Performance Metrics also apply to Block Plan developments and Draft Plans of Subdivision where a Subdivision Agreement is required.

Amendments to VOP 2010

Appropriate policy support is in place in the VOP 2010 to initiate the testing phase of implementation, including:

- Section 9.1.3.1 directing the City to establish “Green Development Standards” and that applications are required to submit a “Sustainable Development Report”;
- Site Plan Control noted in Section 10.1.2 (Implementation Tools) of the VOP 2010 and including the amendments of Bill 51 to paragraph 2 of subsection 41 (4) of the Planning Act regarding sustainable design noted in Policy 10.1.2.20; and
- Section 10.1.3 regarding a complete application submission provides that a Sustainable Development Report may be required in support of a complete application submission.

Amendments to VOP 2010 were discussed that will be further explored as part of the evaluation during the testing phase of implementation, including:

- Adding a new policy in section 9.1.3 recognizing that, upon adoption by the Council of the City of Vaughan of environmental Sustainability Performance Metrics, then they shall be applied to Block Plans, Draft Plans of Subdivision and Site Plans without further amendment to this Plan; and
- Consolidating references to “Urban Design Brief and Guidelines” and “Sustainable Development Report” in policy 10.1.3.3 from part ‘c’ (Urban Design Reports and Studies) to refer to “Sustainable Design Brief”.

Site Plan Control By-Law and Site Plan Agreement

No immediate changes are required to the Site Plan Control By-Law and Site Plan Agreement to implement the sustainability metrics in the testing stage. Lessons learned in the testing stage will be used to recommend any necessary changes to the Site Plan Control By-law, such as to bring other classes of development under Site Plan Control and to draft conditions of Site Plan approval related to the sustainability metrics for implementation in the Agreement.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 12

Other City By-Laws and Standards

The following By-Laws will also be reviewed during the testing stage for potential changes required to ensure there are no conflicts with the implementation of the Sustainability Performance Metrics:

- Property Standards (By-Law 231-2011);
- Encroachment By-Law (244-2005); and
- Tree Protection By-Law.

The need to amend other existing by-laws or enact new by-laws may be a finding of the testing phase. Policy Planning staff will lead the review of select by-laws in consultation with the content experts in relevant City departments.

Furthermore, the Engineering Design Criteria and Standard Drawings will also be reviewed with the goal of identifying opportunities for alternative engineering standards which would result in improved sustainability and higher scores. If so, opportunities to identify external funds to carry out this work will be explored.

Financial Incentives for High-Performing (High Sustainability Score) Applications

It was determined in the staff focus sessions that providing a financial incentive is not appropriate for the initial testing stage. Rather, the merits of financial incentive tools will be considered during the post-testing implementation phase and the findings brought back to a future report to Council. The following factors will be considered:

- a grant-based program is more feasible to implement as a defined amount can be earmarked for the granting program and changed from time to time to reflect the change in sustainability performance;
- a grant-based program can also be limited to certain parts of the City, such as employment lands or intensification areas; and
- incentives are not transformational and uptake is limited, such that incentives can be used as an education or promotional tool.

As noted in the consulting team's Final Comprehensive Report, expedited approval is the incentive of most appeal to the development industry. The City is tracking efforts by York Region on an expedited approvals model and will continue to consider this incentive during the initial testing phase.

Communications

Two types of communications products will be developed before launching the first phase of implementation of the sustainability metrics. First, general communications products will report on the completion of the collaborative project and why the City is incorporating sustainability metrics into the development review process. This will be prepared as updates to appropriate City web pages and can be made available for Council newsletters. Such communications products will articulate what the sustainability score represents in common language and will demonstrate alignment with Green Directions Vaughan.

The second type of communications products will be tailored to two particular audiences. An internal audience of staff involved in the development review will receive an update and link to the internal Vaughan Online project web site where the final deliverables of the project will be posted. An external audience of applicants will receive E-mail notifications with links to the appropriate

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 13

supplementary products, such as the Sustainability Performance Metrics tables, the Excel-based tool for scoring the metrics, an outline of the Sustainable Design Brief, and the Guidebook. An attachment to application forms can also be used to direct applicants to the supplementary products. The communications products will be developed within existing City resources.

Staff also discussed the opportunity to identify success stories and significant milestones in the testing phase as content for future communications. Ongoing communications opportunities are provided in the implementation phase through the staff reports for each application and, in particular, the “Contribution to Sustainability” section which can follow a standard structure such as including:

- Highlights and/or innovative aspects of the development directly related to the Sustainability Performance Metrics;
- Sustainability aspects pursued, but not implemented because of City regulations and/or standards;
- Sustainability aspects implemented, but not recognized in the Sustainability Performance Metrics; and
- Sustainability options identified by staff to improve the sustainability score based on site conditions.

Next Steps

Collaborative Project Completion

Adoption by Council of the consulting team’s Final Comprehensive Report effectively marks the completion of the collaborative project with the City of Brampton and the Town of Richmond Hill. The final milestone report to the Federation of Canadian Municipalities was submitted on October 15, 2013 as Councils in both the City of Brampton and the Town of Richmond Hill have approved the consulting team’s Final Comprehensive Report. Once the City of Brampton is reimbursed by FCM, the City will receive reimbursement from the City of Brampton in the amount of \$22,500 as noted in the partner MOU signed in January 2011. The City will seek to coordinate implementation of the Sustainability Performance Metrics with the City of Brampton and Town of Richmond Hill through information sharing and may coordinate resources regarding specific tasks, such as staff training for the Excel-based scoring tool and modifications to the Guidebook to simplify interpretation of select sustainability metrics.

Initiating the Testing Stage to Implement the Sustainability Performance Metrics

The following steps are required to integrate the testing stage into the development review process, including:

- Modifications to the Pre-Application Consultation Form;
- Providing an outline of the Sustainable Design Brief based on the Sustainability Performance Metrics; and
- Preparing communications products.

Evaluation Criteria for the Testing Stage of Implementation

The testing stage of implementation will allow for feedback from staff and applicants to improve the effectiveness of the Sustainability Performance Metrics and to prepare for the formal roll out of the program. Evaluation criteria to guide the testing stage should aim to quantify the following anticipated benefits of the Sustainability Performance Metrics:

- Provide a consistent set of sustainability metrics that will apply across three municipalities;

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 14

- Guide developers and municipal staff on improving the sustainability performance of proposed development applications at draft plan, block plan and site plan scales;
- Quantify the environmental performance of a development proposal beyond mandatory sustainability requirements;
- Inform the appropriate incentives for projects that achieve enhanced performance standards; and
- Encourage a more efficient and effective review and evaluation of development applications by proactively outlining of the City's environmental sustainability requirements and aspirations.

An interdepartmental team will be established for the testing stage comprised of staff from Budgeting and Financial Planning, Building Standards, Development Planning, Development/Transportation Engineering, Parks Development, and Policy Planning. This team will meet quarterly to assess the following evaluation criteria during the testing period:

- Track sustainability scores by area and development type using a simple monitoring tool towards establishing a threshold score(s);
- Track sustainability scores by applicant in the monitoring tool to determine any trends related to the content of submission materials and overall sustainability scores as an indication of industry uptake;
- Consolidate feedback from applicants and staff on the use of the Sustainability Performance Metrics tables, Guidebook, Dynamic Tool and other supporting documents to identify changes and/or customization for the City of Vaughan in preparation for the formal roll out;
- Provide education and training for City staff as well as for external planning agents and public commenting agencies;
- Determine amendments to the VOP 2010, Site Plan Control By-Law and Site Plan Agreement template;
- Evaluate financial incentives and/or an expedited approval process to recognize high-performance applications, subject to consultation with the Region and industry;
- Describe the scope of work and financial resources required to prepare alternative engineering standards; and
- Seek input from City staff to determine if integration of the Sustainability Performance Metrics in the development review process results in efficiencies or increased time required for review, approvals, and/or inspections.

Seeking External Funding

Additional external funds can be used to enhance training and outreach opportunities as well as refine the supplementary Guidebook. The City will also seek Letters of Reference from the municipal partners on the collaborative project just completed. An application to the "Places to Grow Implementation Fund", for example, will describe two main tasks: (1) training using the Excel-based Dynamic Tool, and; (2) customizing the Guidebook. While City staff are prepared to facilitate required training sessions, contracting the consulting team that delivered the Dynamic Tool to conduct training sessions will improve the City's capacity to implement the Sustainability Performance Metrics. City staff recommend three training sessions: one for City staff; one with a focus on the development community of practice from an applicant's perspective; and a second session for City staff, but opening the invitation to staff in other municipalities. Guidebook customization will include examples of evaluating performance targets for select metrics using development proposals from Vaughan and other southern Ontario municipalities.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013

Item 11, CW Report No. 52 – Page 15

Relationship to Vaughan Vision 2020/Strategic Plan

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved for the project.

Regional Implications

The project, Measuring Sustainability Performance of New Development, intended to implement Action Item 2.3.1 of Green Directions Vaughan, is consistent with numerous action items in the Region of York Sustainability Strategy 2007, particularly Section 2 regarding healthy communities and Section 4 regarding a sustainable natural environment. Support from York Region in coordinating information requirements and through new and updated data sharing agreements, training and support will assist staff to implement the findings of the study. The project is consistent with Section 5.2 (Sustainable Cities, Sustainable Communities) of the York Region Official Plan.

Conclusion

The intended result of the project is a user-friendly checklist of environmental performance standards, to integrate into the development review process and relevant policy plans and infrastructure processes, which are accepted by industry and consistent among the partner municipalities. The consulting team of Halsall Associates and The Planning Partnership has delivered the Final Comprehensive Report according to the RFP requirements.

Applying sustainability metrics to the development review process for targeted types of development applications will be necessary if the City is to achieve the multiple sustainability objectives identified in Green Directions Vaughan, the York Region and City of Vaughan Official Plans and other policy documents adopted by the City and other levels of government and agencies.

A phased approach to implementation has been described which will allow for staff and applicant feedback in the near term to improve the application of the Sustainability Performance Metrics and ensure efficient and effective rigorous implementation at a future date.

Therefore, it is recommended that the report be approved to complete the collaborative project and direct staff to initiate the testing phase of the implementation program.

Attachments

1. Measuring Sustainability Performance of New Development in Brampton, Richmond Hill and Vaughan – Final Comprehensive Report prepared by Halsall Associates and The Planning Partnership (including Appendix A to C).
2. Clean Air Partnership and Toronto and Region Conservation Authority Peer Review Reports, July 2013.
3. Energy Use and Greenhouse Gas Emissions Forecasting Report – Final (August 2013), prepared by the City of Vaughan.

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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.)