

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF NOVEMBER 15, 2016

Item 2, Report No. 39, of the Committee of the Whole (Public Hearing), which was adopted, as amended, by the Council of the City of Vaughan on November 15, 2016, as follows:

By approving that the draft official plan amendment address issues raised due to the differences with shape and size of lots proposed for low rise intensification; and

By receiving the following Communications:

- C1 Paulette and John Cutler, Westridge Drive, Kleinburg, dated November 1, 2016;***
- C2 Ms. Alexandra Hatfield, Camlaren Crescent, Kleinburg, dated November 2, 2016;***
- C3 Mr. Aaron Hershoff, TACC Developments, Applewood Crescent, Vaughan, dated November 1, 2016;***
- C6 Mr. Ryan Mino-Leahan, KLM Planning Partners Inc., Jardin Drive, Concord, dated November 1, 2016;***
- C7 Mr. Ryan Mino-Leahan, KLM Planning Partners Inc., Jardin Drive, Concord, dated November 1, 2016;***
- C8 Mr. Keith MacKinnon, KLM Planning Partners Inc., Jardin Drive, Concord, dated November 1, 2016;***
- C9 Mr. Ryan Mino-Leahan, KLM Planning Partners Inc., Jardin Drive, Concord, dated November 1, 2016; and***
- C16 Mr. Ryan Mino-Leahan, KLM Planning Partners Inc., Jardin Drive, Concord, dated November 14, 2016.***

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**COMMUNITY AREA POLICY REVIEW
FOR LOW-RISE RESIDENTIAL DESIGNATIONS
AMENDMENTS TO THE VAUGHAN OFFICIAL PLAN 2010
FILE 15.120.1
WARDS 1 TO 5**

The Committee of the Whole (Public Hearing) 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 November 1, 2016, be approved;**
- 2) That the presentation by Mr. Tim Smith, Urban Strategies, be received;**
- 3) That the following deputations and Communications be received:**
 - 1. Mr. Leo Longo, Aird & Berlis;**
 - 2. Mr. Joe Collura, and Communication C1, dated October 19, 2016;**
 - 3. Mr. David Brand, Kleinburg & Area Ratepayers Association, Camlaren Crescent, Kleinburg;**
 - 4. Mr. Ryan Guetter, Weston Consulting, Millway Avenue, Vaughan, and Communication C13, dated November 1, 2016;**
 - 5. Mr. Bill Manolakos, Keele Street, Maple;**
 - 6. Mr. Richard Lorello, Treelawn Boulevard, Kleinburg;**
 - 7. Ms. Jana Manolakos, Keele Street, Maple;**
 - 8. Mr. Roger Dickinson, Donhill Crescent, Kleinburg, and Communication C15, dated October 31, 2016;**
 - 9. Mr. Anthony Smith, Idleswift Drive, Thornhill;**
 - 10. Ms. Alexandra Hatfield, Camlaren Crescent, Kleinburg;**
 - 11. Mr. Davide Pellegrini, Condor Properties, Highway 7, Concord;**
 - 12. Mr. Richard Rodaro, Woodend Place, Vaughan;**

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- 13 Mr. Rob Klein, Daleview Court, Kleinburg; and
- 14. Mr. Robert A. Kenedy, MacKenzie Ridge Ratepayers' Association, Georgia Crescent, Maple; and

4) That the following Communications be received:

- C2 Mr. John Zipay, Gilbert Court, Burlington, dated October 25, 2016;
- C5 Ms. Helen Lepek, Lepek Consulting Inc., Edith Drive, Toronto, dated October 31, 2016;
- C6 Mr. Joe Balderston, Brutto Consulting, Edgeley Boulevard, Vaughan, dated October 31, 2016;
- C8 Mr. Paul Tobia, Evans Planning Inc., Keele Street, Vaughan, dated November 1, 2016;
- C9 Mr. Jim Levac, Glen Schnarr & Associates Inc., Kingsbridge Garden Circle, Mississauga, dated November 1, 2016;
- C10 Ms. Rosemarie L. Humphries, Humphries Planning Group Inc., Chrislea Road, Vaughan, dated October 31, 2016;
- C11 Mr. Tim Jessop, Weston Consulting, Millway Avenue, Vaughan, dated November 1, 2016;
- C12 Ms. Rosemarie L. Humphries, Humphries Planning Group Inc., Chrislea Road, Vaughan, dated October 31, 2016; and
- C14 Antonietta and Joe Giannotti, Southview Drive, Concord, dated November 1, 2016.

Recommendation

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

- 1. THAT the Public Hearing report and presentation on the City-wide Community Area Policy Review for Low-Rise Residential Designations Study and the proposed amendments to the Vaughan Official Plan 2010 (VOP 2010) BE RECEIVED; and that any issues identified be addressed in a future Technical Report to Committee of the Whole.

Contribution to Sustainability

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

- To ensure sustainable development and redevelopment.

Economic Impact

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

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

- Notices were mailed and/or e-mailed on October 7, 2016 to stakeholders that attended or provided comment in respect of the Committee of the Whole meeting that was held on the Low-Rise Residential Policy Review that took place on March 1, 2016;
- Notices were mailed and/or e-mailed to all Ratepayers Associations in Vaughan on October 7, 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;
- Advertised in the Vaughan Citizen and Thornhill Liberal on October 13, 2016;
- Posted on the www.vaughan.ca online calendar, the www.vaughan.ca City Page Online; the Policy Planning Policies and Studies project page, and the City's electronic billboards.

Purpose

The purpose of this Public Hearing is to consider proposed amendments to the existing VOP 2010 policies resulting from the Community Area Policy Review for Low-Rise Residential Designations.

Background - Analysis and Options

Executive Summary

This Public Hearing report sets out the background and processes underlying the preparation of the Community Area Policy Review for Low-Rise Residential Designations study and the proposed amendments to VOP 2010 resulting as an outcome of the study. The report is structured as follows, thereby providing:

1. Background on Study the origin of the Community Area Policy Review for Low-Rise Residential Areas;
2. The Policy Context;
3. A summary of the public consultation strategy;
4. Issues identified in the Summary Report on Public Feedback received during the commenting period and Public Open Houses;
5. An overview of the Draft Policy Review: Identifying Vaughan's Established Low-Rise Residential Neighbourhoods;
6. Recommended policy amendments to VOP 2010;
7. Clarification of the Intent of the Policies
8. Next Steps; and
9. Conclusions leading to the draft 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.

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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 ended 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;

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;*

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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 City's Municipal Comprehensive Review process. 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;

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.

On October 5, 2016 Committee of the Whole considered a related staff report on the Low-Rise Residential Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods. This is a companion piece to the policy recommendations made in this report. The Guidelines address the current VOP 2010 policies and provide guidance in their application. The policy amendments provided herein are proposed to provide further clarity to the policies of VOP 2010 when addressing infill development.

Committee of the Whole recommended approval of the staff recommendation "That the draft" Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods "be approved". Further information was requested in the form of a communication. Ratification of the Committee recommendation will be considered at the Council meeting of October 19, 2016

This report will provide an update on the community and stakeholder feedback and provide Council with potential policy amendments for consideration at this Public Hearing.

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(2) Policy Context

The current policy regime governing the development of the Low-Rise Residential Area originates in a number of sources with the Vaughan Official Plan 2010. The detailed policies of VOP 2010 provide direction on the uses permitted and the development and urban design policies to be applied when considering individual proposals.

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...
 - 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));

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- 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 transit on 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).

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.

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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 set of policy objectives of the VOP which include:

- identifying Intensification Areas, consistent with the intensification objectives of the 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))

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.
- 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:

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- 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, rain barrels).

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;
- 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.

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- 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:

- 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:

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- 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 implemented 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,
- 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:

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- 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. 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;
- d. protection and enhancement of the Natural Heritage Network, including the detailed evaluation and demarcation of Core Features and Enhancement Areas;
- e. 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;

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- f. the precise location of any parks, open spaces, schools, community centres, and libraries;
- g. the proposed implementation of sustainable development policies as contained in subsection 9.1.3 of this Plan;
- h. phasing of development ; and,
- i. 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 10.11.11.29 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.

Intensification Areas Identified in Policy

The Vaughan Official Plan 2010 brings the City into conformity with provincial and regional policy regarding intensification. The Growth Plan identifies urban growth centres, intensification corridors, major transit station areas, brownfield sites and greyfields as areas where intensification is meant to be focused. Growth Plan policy 2.2.2.1.b states that population and employment will be accommodated by focusing intensification in intensification areas. Provincial Policy Statement policy 1.1.3.3 provides that, “Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs”.

Both the Region’s Official Plan and Vaughan Official Plan 2010 identify intensification areas. The Region’s urban hierarchy provides for intensification in its Centres and Corridors policy framework. The City of Vaughan identifies areas of intensification in Schedule 1 – Urban Structure, which further reinforces the location of the Centres and Intensification Corridors as the primary destination of additional density. The City’s urban structure plan has been endorsed by York Region and has been approved by the Ontario Municipal Board. As such, it is in conformity with all relevant Provincial plans and policies.

The Community Area Policy Review focuses only on areas that are designated Low-Rise Residential. This designation makes up a sizeable portion of Vaughan’s Community Areas which, as they are considered Stable Areas as stated in policy 2.2.3.2, they “are not intended to experience significant physical change”. In addition, a primary objective of the Official Plan in policy 2.1.3.2 (e) is, “ensuring the character of established communities are maintained”. When taken together, these layers of policy provide that Low-Rise Residential areas are not meant to be the recipient of a significant amount of intensification.

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 on the required implementation measures, in early 2017.

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Secondary suites represent a form of intensification that will broadly apply to the Low-Rise Residential areas. These policies do not address secondary suites, which will be permitted as of right, in the official plan and zoning by-law, subject to meeting a number of tests. These matters will be addressed in the amending planning documents that will come before Council in the near future. It is the intention that the introduction of secondary suites maintain the character of their host neighbourhoods.

(3) The Public Consultation Strategy and Issues Identified

City staff solicited feedback 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 comments were obtained from community meetings.

The following activities comprised the public consultation process, which provided the input that informed the preparation of the recommended amendments:

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 and proposed policy amendments and urban design guidelines. This was followed by a formal 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 those members of the public wanting to hold more detailed discussions with the study team.

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 mail outs, 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";
- A Feedback form;
- The Presentation Panels;
- The Open House Presentation.

c) The Technical Advisory Committee (TAC)

The Community Area Policy Review for Low-Rise Designations Technical Advisory Committee (TAC) has been comprised of internal City departmental staff and external agencies. Representation on the TAC included staff from Development Engineering and

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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 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.

d) Meeting with BILD (York Region Chapter)

On October 11, 2016 staff met with the executive of the York Region Chapter of BILD to discuss the implications of this study. The outcome of this meeting was reported by way of a communication to the Council meeting of October 19, 2016. The communication was directed as a result of the staff report to Committee of the Whole on October 5, 2016 on the "Urban Design Guidelines for Infill Development in Established Low-Rise Residential Areas".

(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

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 generally expressed concern over the proposed guidelines, deeming them to be too prescriptive, requesting more flexibility to allow stacked, back-to-back and low-rise apartments within the subject areas.

b) Neighbourhood Character

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 and on what constitutes the character of those neighbourhoods was provided as a potential remedy.

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c) Environmental

There was near-unanimous support among residents for the proposed urban design guidelines to speak to the need to preserve mature trees during infill development and that the proposed guidelines should be enacted as is 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. Requests were made for the urban design guidelines and/or policies to speak to the importance of stormwater management and other green infrastructure.

d) Transportation, Streets, and Parking

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 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

The majority of the feedback received regarding development standards were 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 by 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

Several submissions received 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

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 directly or 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 directly as part of the current engagement process.

(5) Overview of Policy Review: Identifying Vaughan's Established Low-Rise Residential Neighbourhoods

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Methodology for Determining Typologies of Established Community Areas in Vaughan

Vaughan has a long history of development extending back to the 19th Century. Most of the development has taken place since 1950. As a result the city has a variety of neighbourhood typologies that reflect the period of development, lot sizes, building types and landscape treatments. The review also considered existing Official Plan policies and zoning by-laws, as well as urban design guidelines, and Heritage Conservation District policies. It was determined that the Official Plan in some instances, needed more specific direction on how to achieve development that respects the character of the host community. Having a solid understanding of the neighbourhood types will serve to guide and assign policies and guidelines to the appropriate areas and situations.

Schedule 1 (Urban Structure) and Schedule 13 (Land Use Designations) of the VOP 2010 were used to identify the limits of Vaughan's designated Community Areas and Low-Rise Residential areas. Detailed aerial photography of the areas and the community fabric and design was then used to identify the distinct types of neighbourhoods within these areas.

Lot frontage was used as the primary determinant of neighbourhood type, since the width of a lot typically has a direct relationship to the following characteristics, which are fundamental to defining the character of a neighbourhood:

- The sizes of houses (building height and massing);
- The setbacks of houses from the street and neighbouring properties;
- The extent of land used for tree planting and other green landscaping;
- The relationship of garages to houses (on larger lots they are typically a less dominant feature).

Other defining elements of neighbourhood character include architecture, tree size and canopy, and private landscaping such as pathways or light fixtures. Since these elements vary from neighbourhood to neighbourhood and are subject to change, they were not criteria used to categorize neighbourhoods. These elements were, however, considered, in assessing the need for, and proposing, policy refinements and guidelines for all established neighbourhoods.

Based on this analysis, Vaughan's residential subdivisions generally fall into five ranges of lot frontages: 30 metres (approx. 100 feet) and greater; 21-29 metres (approx. 70-95 feet); 14-20 metres (approx. 45-65 feet); 10-14 metres (approx. 35-45 feet); and 6-9 metres (approx. 20-34 feet). It was determined that low-rise residential areas with lot frontages in the first two ranges constitute "Large-Lot Neighbourhoods", areas with frontages in the next two ranges are "Medium-Lot Neighbourhoods", and areas with lots 9 metres wide or less are "Small-Lot Neighbourhoods" (Refer to Attachment 2).

Summary of Neighbourhood Types

The three neighbourhood types exhibited the following characteristics:

a) Large Lot Neighbourhoods (approximately 21 metres frontage or greater)

- Deep front setbacks of approximately 12 metres (39 feet) or greater
- Deep rear setbacks of 15 metres (49 feet) or greater
- Wide and/or circular/semi-circular driveways
- Attached garages that generally are not dominant features, with varying orientations and designs
- Large detached houses
- Expansive landscaped front and rear yard

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Findings:

Large Lot Neighbourhoods are experiencing two types of development pressure which can ultimately alter the character of the neighbourhood if not compatible with the surrounding established development. The first is the replacement of one and one-and-a-half storey houses with “monster homes” that appear to be two-and-a-half or three storeys tall. This has been occurring in many of Vaughan’s older established neighbourhoods. However, in some cases, the transition between newly built homes versus older existing housing stock in these neighbourhoods is significant, and occasionally, garages and/or overly wide driveways dominate the front elevation of the new dwellings.

The second type of development pressure in large-lot neighbourhoods are proposals to subdivide lots into two or more lots for new detached or semi-detached houses where lot dimensions are consistent. Proposals to subdivide these properties alter the consistency of lot frontage and size of dwelling which may potentially change the character of the neighbourhood disrupting the flow of consistency and continuity of the Large Lot characteristics, as side yards are reduced and garages and driveways become more dominant features.

b) Medium Lot Neighbourhoods (approximately 10 metres frontage or greater)

- Lot frontage of 10 to 20 metres (33 to 65 feet)
- Front setbacks of 6 to 15 metres (20 to 50 feet)
- Interior side yard setbacks of typically 1.5 metres (5 feet)
- Rear setbacks of 7.5 to 10 metres (25 to 33 feet)
- Wide driveways
- Front yard landscaped area generally less than 50% of the yard.
- 2-storey detached house is the predominant housing type

Findings:

Development pressure in Medium Lot Established Neighbourhoods is less acute than in the large-lot neighbourhoods, since the housing stock in these neighbourhoods is relatively newer, and the site and zoning restrictions prevent significantly larger homes from being built. There has been an influx of development applications on medium-lot neighbourhoods proposing to intensify and replace bungalows with 2-storey homes, and rear yard additions are becoming more common. There are some instances where plans of the subdivision of wider size lots were proposed in these neighbourhoods.

c) Small Lot Neighbourhoods (approximately 6 to 9 metres frontage)

- Lot frontages of 6 to 9 metres (20 to 30 feet)
- Front setbacks of approximately 5 to 12 metres (16 to 40 feet)
- Side setbacks of approximately 0 to 1.5 metres
- Rear setbacks of approximately 6 to 10 metres
- Single or double car garages
- 2-storeys detached, semi-detached houses and townhouse building type

Findings:

Development pressures for these neighbourhoods is also less acute than in the large-lot neighbourhoods, since the housing stock is generally of recent construction, and site and zoning restrictions prevent significantly larger homes from being built. The lots are too narrow for subdivision to be considered.

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d) Arterial Areas

The results of the analysis reveal a number of instances where the lotting and development pattern along an arterial road in some parts of the Community Area is inconsistent with the surrounding neighbourhoods on either side of the arterial road. These areas are generally a result of subdivisions being built around existing houses on large, formerly rural lots, that have arterial frontage with an existing access.

Results from the review also indicate that individual lots and assembled lots along these arterial areas are typically larger than lots in the established adjacent neighbourhood areas. These lots can typically accommodate townhouse developments that would not be appropriate on sites internal to large-lot and medium-lot neighbourhoods because they would be of an incompatible character.

As these areas fall within the “Community Area” designation as per Schedule 1 (Urban Structure) of VOP 2010, they are generally not intended for intensification as per policies 2.2.3.1 to 2.2.3.4. However, there are some areas where modest intensification might be supported provided it can meet the existing VOP 2010 policy requirements. Staff is of the opinion that development along these arterial areas should be addressed through additional policies in the VOP 2010, in accordance with the supplementary urban design guidelines informing their design, so as to ensure they are compatible with the character and context of neighbouring properties and their surrounding established low-rise residential communities.

The report recommends particular policies and urban design guidelines to address a range of issues posed by recent development proposals for arterial areas as well as potential issues that may arise with future proposals, with emphasis on addressing:

- **The introduction of a private driveway / street parallel or perpendicular to the arterial street to provide frontage for dwelling units located behind units fronting the arterial** – the use of laneways, driveways or private streets to provide frontage for development at the rear of units fronting the arterial is not consistent with the pattern of development in Vaughan’s established low-rise neighborhoods, where houses generally front a public street. Front-to-back condition would be created as a result and would result in a significant loss of privacy for the units facing the arterial street.
- **The introduction of private street and pathway networks on very large sites** – Vaughan’s established low-rise residential neighbourhoods are structured and serviced by networks of local public streets that facilitate navigation that is clear and understandable and function as multi-purpose public spaces. Private streets are generally not designed to the standards of a public street and typically prevent opportunities for public connections through private or semi-private sites, which may create issues of safety and security and which limit pedestrian connectivity and porosity.
- **The use of reduced front yard and rear yard setbacks to maximize density on the site** – the clustering of townhouses on a site requiring reduced setbacks that do not reflect the prevailing setbacks in the surrounding area, creates significantly greater massing and visual impact of the houses in the adjacent established neighbourhood. Landscaped front yards should provide room for mature trees, with a minimum front setback of 4.5 metres to reinforce the green character of host neighbourhoods. Rear setbacks that do not respect the existing pattern and zoning standards for the neighbourhood may lead to adverse light, overlook and loss of privacy impacts.

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- **Loss of Mature Trees** – townhouse developments that cover much of a site invariably result in the loss of mature trees, which are a defining characteristic of many of Vaughan's established low-rise neighbourhoods.

It is important to note that the aforementioned issues, respecting arterial areas apply to designated Low-Rise Residential areas within Community Areas, as set-out in Schedule 1 of VOP 2010. In these areas the intent of VOP 2010 is for new development to respect and reinforce the established pattern and character of the area. Issues associated with townhouse development in designated "Intensification Areas" might be quite different from those discussed above, since the intent of designated "intensification" areas versus "stable" residential areas differs in the context of VOP 2010. Intensification Areas seek to achieve higher density development in centres and corridors that are, or will be supported, by a high level of transit service.

The study suggests that compatibility in low-rise residential areas along arterial streets can be achieved by respecting and maintaining the prevailing pattern of building orientation, setbacks and landscaping; and can fit or be more compatible within each distinct type of neighbourhood in the City. The recommended policy amendments and urban design guidelines (considered at the October 5, 2016 Committee of the Whole meeting) will help ensure that each infill application respects and reinforces the existing character of the host community area.

Vaughan Official Plan and Zoning By-law

Review of VOP 2010 Policies

A review of the existing policy regime in VOP 2010 and By-law 1-88 was undertaken as part of this study. The current policy regime provides guidance as to the City's expectations for development in its stable residential areas, respecting the fact that the City has established Intensification Areas where major redevelopment and infill is already permitted. Section 3 of Attachment 1, highlights the policies related to the regulation of infill development in areas designated Low-Rise Residential in the Community Areas of VOP 2010.

Key policies in Volume 1 of VOP 2010 identified in the study include:

- Community Area Policies – 2.2.1.1 (b), 2.2.3.2. and 2.2.3.3., addressing the degree of change planned in Community Areas i.e. stable areas not intended to experience significant physical change;
- Mobility Policies – 4.2.1.5, 4.2.1.26, also relevant to intensification oriented development proposals;
- Public Realm Policies – 9.1.1.2, 9.1.1.3, 9.1.1.4, 9.1.1.5, addressing requirements for public streets and accessibility including their function, layout and design;
- Urban Design Policies – 9.1.2.1, 9.1.2.2, 9.1.2.3, 9.2.2.1, containing policies on the design and form of development including compatibility criteria for new development;
- Low-Rise Residential Policies – 9.2.3.1, 9.2.3.2, establishes the development criteria for detached, semi-detached and townhouse building forms;

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- Heritage Policies – 6.2.2.9, 6.3.2.4, addresses development adjacent to a Heritage Conservation District and establishes compatibility criteria which must be considered in development applications; and that the character prescribed in the Heritage Conservation District must also be respected and complemented;
- Implementation Policies – 10.1.1, 10.1.1.14 – 10.1.1.26, 10.1.1.29, establishes the criteria and framework for policy implementation, which includes the application of the Block Plan process to coordinate the development of multi-ownership parcels.

Recommended changes to these policies resulting from the study, are discussed later in this report.

Review of Zoning By-law 1-88

The review considered existing zoning by-law permissions in the designated Community Areas as part of the establishment of “character”, as it provides the basis for understanding the pattern of development and built form controls that the new development in the area must “respect and reinforce”. Reflecting the predominance of detached houses, the most common zoning found in Community Areas is R1V, R1, R2 or R3. Section 3.8 of Attachment 1, provides a table summarizing the key regulations that apply in each zone as well as the typical low-rise residential zones where townhouses are permitted, RM1 and RM2. The study found that since the character of Vaughan’s low-rise residential areas, in many respects, is determined by zoning standards; they have informed the recommended infill guidelines.

Precedent Review: Best Practices in Other Jurisdictions

One of the tasks identified in the Council direction was to review “best practices in other jurisdictions”. The consultant has summarized the policies and guidelines of other municipalities, primarily in the Greater Golden Horseshoe, that have been developed to regulate and guide change in mature low-rise neighbourhoods. For each, it looked at the methodology and approach of the other municipalities, relevance to the City of Vaughan and provided the study some sample guidelines. The review included an examination of the cities of Toronto and Ottawa, which have been dealing with development pressures in their low-density communities for some time. It also examined the policies and guidelines adopted by some of the more mature suburban municipalities in the GTA, similar to the City of Vaughan. The following municipalities were reviewed:

- Toronto;
- Ottawa;
- Mississauga;
- Brampton;
- Markham;
- Whitchurch-Stouffville; and
- Oakville.

Generally, the official plan policies of the other municipalities were consistent in the identification of important character elements that needed to be preserved in Low-Rise areas and the use of guidelines was widespread. This research informed the preparation of the recommended changes to VOP 2010 and the design guidelines. The full review is set out in Attachment 1, Section 4 “Precedent Review”.

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Study Conclusions and Recommendations

The study concludes that there have been an increasing number of applications that seemingly counter the vision and intent for the stable Community Areas identified as set out in VOP 2010. The intent of VOP 2010 is to ensure that development respects, reinforces and is compatible with, the existing scale, lot pattern, character and form of the established neighbourhoods. However, to aid in implementation it would be beneficial if more information is provided on how the applicable policies should be applied to individual development applications to support more consistent interpretations of the Plan.

The study recommends that the City consider refining the VOP 2010 to clarify existing policies and adopting urban design guidelines to support and further clarify the existing policy regime to address the concerns over the compatibility of infill development in Community Areas with a Low-Rise Residential designation. The study proposes a number of amendments to VOP 2010 and further proposes two sets of urban design guidelines, one for general infill development in established low-rise residential areas, and one specific to infill townhouse development.

Staff support the recommendation to introduce supplementary urban design guidelines to support to policies in VOP 2010 as they relate to infill development in stable community areas designated for Low-Rise Residential uses. This was discussed in detail in the October 5, 2016 report to Committee of the Whole. These supplementary Urban Design Guidelines will provide clarity in interpreting and implementing VOP 2010 policies in the form of criteria, illustrations and language and; will also provide greater clarity during the development review process during the implementation of the Official Plan.

While the proposed VOP 2010 amendments and urban design guidelines are complementary and mutually supportive, they are being implemented independently. The guidelines are non-statutory but provide assistance in interpreting the current VOP 2010 policies. This approach was identified in the Council report in March 2016.

(6) Recommended Policy Amendments to VOP 2010

Below are the suggested modifications to the policies of VOP 2010. In the revised policies below:

- **Strikethroughs represent text proposed for deletion;**
- **Bolded text represents new text.**

Each proposed modification is followed by the rationale for the changes. The proposed amendments are also set out in Section 5.1 of the final study report, which forms Attachment 1 to this report.

- **Changes that have been made to the proposed amendments since January 2016 as a result of feedback received from the public, stakeholders and City staff have been highlighted with boxed text.**

The rationale for these changes is provided below the core rationale for each policy, if applicable, and is indicated with a ‘*’.

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Community Area Policies

Proposed amendment to Policy 2.2.3.2:

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

Rationale: The proposed amendment clarifies the meaning of “significant” in this context by relating it to a change that would alter the general character of a neighbourhood. It also recognizes that in addition to the existing criteria, the orientation of buildings in a neighbourhood is also fundamental to its character and if altered through redevelopment would mark a significant physical change to the neighbourhood’s established character.

Urban Design and Built Form Policies

Proposed amendment to Policy 9.1.2.1:

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 – 9.1.2.4** and ~~9.1.2.3~~ or, where no established neighbourhood is located, it shall help establish an appropriate physical character that is compatible with its surroundings, as set out in policy **9.1.2.4 9.1.2.5**;

Rationale: The above amendment is appropriate if proposed new policy 9.1.2.4 below is adopted.

** Rationale: Slight text change to ensure that policies are ordered numerically, if the proposed new policy 9.1.2.4 is approved.*

Proposed amendment to Policy 9.1.2.2:

In Community Areas with established development, new development, **as reflected in any zoning, variance, subdivision, consent or part lot control exemption application, will** be designed to respect and reinforce the existing physical character and uses of the surrounding area, **specifically respecting and reinforcing** ~~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 orientation of buildings;**
- e. the heights and scale of **adjacent and** immediately surrounding nearby-residential properties;
- f. the setback of buildings from the street;
- g. the pattern of rear and side-yard setbacks;
- h. **the presence of mature trees and general landscape character of the streetscape;**

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- i. **the existing topography and drainage pattern on the lot and in the adjacent and immediately surrounding properties;**
- j. conservation and enhancement of heritage buildings, heritage districts and cultural heritage landscapes;
- k. the above elements are not meant to discourage the incorporation of features that can increase energy efficiency (e.g. solar configuration, solar panels) or environmental sustainability (e.g. natural lands, rain barrels).

Rationale: The proposed amendment adds new elements that contribute to the character of a neighbourhood that should be specifically respected and reinforced. The additions to the list of elements recognize that the orientation of buildings, the presence of trees and the general landscape character are fundamental elements that help to define the character of a neighbourhood. The proposed amendment also recognizes that topography and drainage are important considerations when redeveloping a site.

** Rationale: The wording has been slightly modified further to clarify that new development should respect and reinforce the physical character of adjacent properties as well as others in the immediate surroundings, and to clarify that Policy 9.1.2.2 applies to all types of development applications.*

Proposed amendment to Policy 9.1.2.3:

Within the Community Areas there are a number of ~~older~~, established residential neighbourhoods that are characterized **exclusively or predominantly by Detached Houses located on generally large lots with frontages exceeding 20 metres** and/or by their historical, architectural or landscape value. **These neighbourhoods are generally identified on Schedule 1B “Areas Subject to Policy 9.1.2.3 – Vaughan’s Established Large Lot Neighbourhoods” [X] (~~Established Large-Lot Neighbourhoods~~).** Some of these ~~older~~ established neighbourhoods, **as well as newer including** estate lot neighbourhoods, are also characterized by their substantial rear, front and side yards, and by lot coverages that contribute to expansive amenity areas, which provide for attractive landscape development and streetscapes. ~~Often, these areas are~~ **These include neighbourhoods** at or near the core of the Local Centres of Thornhill, Concord, Kleinburg, Maple and Woodbridge, and may also be part of the respective Heritage Conservation Districts. **For clarity, the policy text prevails over the mapping shown on Schedule 1B. In addition to those areas identified on Schedule 1B, this policy shall also apply to other areas where the subdivision and redevelopment of a large lot or multiple large lots would not respect and reinforce the elements identified in Policy 9.1.2.2.**

In order to maintain the character of ~~these areas~~ **established, large-lot neighbourhoods**, 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~~ **adjoining or facing** lots, **or the average of the frontage of the adjoining lots where they differ;**
- b. Lot area: The area of new lots should be consistent with the size of ~~adjacent and nearby~~ **adjoining or facing** lots;
- c. Lot configuration: New lots should respect the existing lotting fabric **in the immediate vicinity** immediately surrounding area;

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- d. Front yards and exterior side yards: Buildings should maintain the established pattern of setbacks for the neighbourhood to retain a consistent streetscape;
- e. Rear yards: Buildings should maintain the established pattern of setbacks for the neighbourhood to minimize visual intrusion on the adjacent residential lots;
- f. **Dwelling types: A new dwelling replacing an existing one shall be of the same type, as defined in Section 9.2.3 of this Plan, except on a lot fronting an Arterial Street, as identified in Schedule 9 (Future Transportation Network), where a Semi-detached House or Townhouse dwelling replacing a detached dwelling may be permitted, subject to Policy 9.1.2.4 and the other urban design policies of this plan;**
- g. Building heights and massing: Should respect the scale of adjacent residential buildings and any city urban design guidelines prepared for these Community Areas;
- h. 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.

Rationale: The proposed amendment recognizes that in addition to the older, established neighbourhoods found in Thornhill, Concord, Kleinburg, Maple and Woodbridge, there are “newer” estate lot neighbourhoods within Community Areas with similar characteristics to be respected and reinforced.

The addition of a new schedule (Schedule 1B: Areas Subject to Policy 9.1.2.3 - Vaughan’s Large Lot Neighbourhoods), consistent with Figure 2 in the study report, will clarify which areas of the city this policy applies. By having the policy apply to established large-lot neighbourhoods generally, the question of the age of a neighbourhood and whether or not it qualifies as “older” becomes less relevant and more emphasis is placed on the characteristics of these neighbourhoods to be respected and reinforced by new development.

The proposed amendments to 9.1.2.3(a) and (b) clarify the area to be considered when lot severances are proposed, recognizing that lot frontages and areas vary across Community Areas; so long as new lots are consistent with the size of adjacent lots, that aspect of the neighbourhood’s character should be respected and reinforced. The proposed new policy regarding dwelling types recognizes that Vaughan’s large-lot neighbourhoods are defined by single detached dwellings, and more intense dwelling types might be appropriate only at the edges of the neighbourhood along arterial roads.

** Rationale: The word “older” was removed from the third sentence for consistency with the original proposed removal of the word “older” from the first sentence. The word “facing” was removed from subpoint “b” in order to account for situations where lots across the street may be significantly different in size from the new lot under study. This change recognizes that permitting the subdivision of large lots on the basis that lots across the street are narrower disregards the precedent that would be set for other large lots on the same block, which could lead to incremental and significant change to the character of the neighbourhood.*

The language was updated in subpoint “c” for clarity of interpretation.

The terms are capitalized in subpoint “f” to be consistent with their capitalization elsewhere in the VOP 2010.

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Proposed new Policy 9.1.2.4:

Notwithstanding Policy 9.1.2.3, where a lot in an established Low-Rise Residential neighbourhood fronts an Arterial Street, as identified in Schedule 9 (Future Transportation Network) of this Plan, limited intensification in the form of **Semi-detached Houses** or **Townhouses** may be permitted, subject to the following:

- a. All new dwellings shall front and address a public street **to be consistent with the orientation of existing dwellings in the established neighbourhood;**
- b. Parking **for units fronting on an Arterial Street** shall be located at the rear of units or underground, accessed by a shared private laneway or driveway requiring minimal curb cuts, to minimize the impact of parking and driveways on the streetscape;
- c. Private laneways or driveways shall not be used to provide frontage for residential dwellings;
- d. The general pattern of front, side and rear yard setbacks in the adjacent established neighbourhood shall be respected and maintained. Front yard setbacks shall be a minimum of 4.5 metres to provide an appropriate buffer between the road and the dwellings and to accommodate landscaping. Rear yard setbacks shall be a minimum of 7.5 metres;
- e. The scale and massing of townhouse developments shall respect the scale and massing of adjacent development and any applicable urban design guidelines.
- f. **~~Access to additional dwellings will be provided by a shared driveway and Developments should protect for future interconnection with adjacent properties. No additional access points onto an Arterial Street will be permitted. to minimize accesses to the Arterial Street. Access arrangements on Arterial Streets shall be to the satisfaction of York Region. arrangements shall comply with the policies of the York Regional Official Plan.~~**
- g. **Where a parcel does not front an Arterial Street, as identified on Schedule 9 (Future Transportation Network), townhouses shall not be permitted.**

Rationale: This proposed new policy recognizes that townhouse developments, as well as semi-detached houses, are not common in most of Vaughan's long established neighbourhoods and if introduced would mark a significant physical change, which would be contrary to Policy 2.2.3.2. The policy also recognizes, however, that unusually deep and/or wide lots at the edges of established communities along arterial roads may present opportunities to accommodate townhouse developments with minimal or no adverse impact on the larger established neighbourhood. The criteria in the proposed policy are intended to ensure that townhouse developments respect the physical character of the established neighbourhood and achieve compatibility.

** Rationale: The terms are capitalized in the policy language to be consistent with their capitalization elsewhere in the VOP 2010.*

Subpoint "f" was added to ensure that the proposed policy is consistent with the requirements of York Region. Regional Official Plan Policy 7.2.53 states that, "[It is the policy of Council] to restrict vehicle access from developments adjacent to Regional streets to maximize the efficiency of the Regional street system through techniques such as suitable local street access, shared driveways and interconnected properties. Exceptions may be made to this policy in Regional Centres and Corridors, and mainstreets".

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF NOVEMBER 15, 2016

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Policy 9.1.2.4 (g) has been added to clarify that new townhouse development will only be considered in the Low-Rise Residential designation on parcels where there is frontage and access onto an Arterial Street.

For clarity, proposed Policy 9.1.2.4 would be inserted after Policy 9.1.2.3 and subsequent Policies would be renumbered accordingly.

Proposed new Policy 9.1.2.5:

Where a new street network and other infrastructure are required to facilitate and service new development ~~on deep formerly rural lots~~ in established Community Areas, the City may require a Block Plan, as per Policies 10.1.1.14 - 10.1.1.15, to address such matters as:

- a. the configuration and design of streets;
- b. traffic management;
- c. extensions and connections to existing pedestrian and cycling networks;
- d. the provision of public and private services and the detailed approach to stormwater management;
- e. the protection and enhancement of the Natural Heritage Network;
- f. the precise locations of natural and cultural heritage features of the area;
- g. the precise location of any parks and open spaces;
- h. the proposed implementation of sustainable development policies as contained in subsection 9.1.3 of this Plan; and,
- i. phasing of development.

Rationale: Policy 10.1.1.14 states that the City may identify areas subject to a Block Plan through the development review process to address complexities in smaller planning units. The proposed new policy clarifies that unusually large lots within Community Areas, or assemblages of such lots, may constitute a smaller planning unit that requires a Block Plan to ensure they develop in a rational and efficient manner that fully conforms to the VOP 2010.

** Rationale: The phrase “on deep formerly rural lots” was removed because the requirement for a Block Plan may apply in more settings than on deep formerly rural lots”. For clarity, proposed Policy 9.1.2.5 would be inserted after the new proposed Policy 9.1.2.4 and subsequent Policies would be renumbered accordingly.*

Proposed amendment to Policy 9.2.2.1(c):

The following Building Types are permitted in areas designated as Low-Rise Residential, pursuant to policies in subsection 9.2.3 of this Plan:

- i. Detached House;
- ii. Semi-Detached House, **subject to Policies 9.1.2.3, 9.1.2.4, and 9.2.3.1**;
- iii. Townhouse, **subject to Policies 9.1.2.3, 9.1.2.4, and 9.2.3.2**; and,
- iv. Public and Private Institutional Buildings.

Rationale: Policy 9.2.2.1 specifically identifies which building types are permitted in Low-Rise Residential Areas. The proposed amendment to the policy qualifies that these building types are subject to additional policies within the VOP 2010 that speak to the design and compatibility of those building types. The proposed amendment is intended to aid the interpretation of this policy and clarify the relationship between the built form and urban design policies of the VOP 2010.

CITY OF VAUGHAN

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** Rationale: Modifications to Policy 9.2.2.1(c) are proposed to support and clarify the interpretation of VOP 2010.*

Proposed amendment to Policy 9.2.3.1(b):

In **established** Community Areas **where Detached Houses and Semi-Detached Houses exist, with existing development**, the scale, massing, setback and orientation of **new** 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~~ **of the same type** in the immediate area. Variations are permitted for the purposes of minimizing driveways.

Rationale: The proposed amendment clarifies that the policy is intended to apply to proposed new development in established neighbourhoods and ensure new detached and semi-detached houses are only introduced where they already exist.

Proposed amendment to Policy 9.2.3.2(b):

In **established** Community Areas ~~where Townhouses exist~~, with existing development, the scale, massing, setback and orientation of **new** Townhouses will respect and reinforce the scale, massing, setback and orientation of other built and approved ~~Townhouses~~ **development** in the ~~immediate area~~ **surrounding area provided they are and shall be consistent with Policies 9.1.2.2, 9.1.2.3 and 9.1.2.4**. Variations are permitted for the purposes of minimizing driveways and having front entrances and porches located closer to the street than garages. **For clarity, back-to-back and stacked townhouses shall not be permitted in areas designated Low-Rise Residential. Back-to-back townhouses share a rear wall as well as a sidewall(s), resulting in a building with two facades where individual entrances to the units are located with no rear yard. Stacked townhouses are defined in Policy 9.2.3.3.**

Rationale: The proposed amendment clarifies that the policy is intended to apply to proposed new development in established neighbourhoods. The prohibition against back-to-back townhouses recognizes that their form and orientation are not in keeping with the pattern and character of existing development in areas designated Low-Rise Residential.

** Rationale: Reference to existing townhouses was removed as there were areas where minimal townhouse examples to provide a precedent. Further this would now be counter to the intent of the proposed amendment and was removed.*

The word “surrounding area” is added in place of “immediate area” to support the interpretation of the geographic extent to which the Policy will apply.

The phrase “and shall be consistent with Policies 9.1.2.2, 9.1.2.3 and 9.1.2.4” is added to clarify that new townhouses should respect and reinforce the character of other built and approved development in the immediate surrounding area; they still need to be consistent with the updated provisions of VOP 2010.

Stacked townhouses are added to the final sentence to clarify that both stacked and back-to-back townhouses should not be permitted in established Community Areas.

CITY OF VAUGHAN

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Proposed amendment to Policy 9.2.3.2(c):

In ~~areas of new development~~ **developing Community Areas**, 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.

Rationale: The proposed amendment clarifies that it applies to new, still developing neighbourhoods and not any area where there is new development.

Proposed amendment to Policy 9.2.3.2(d):

Townhouses in **designated Low-Rise Residential areas** shall generally front onto a public street ~~or public open space~~. ~~In other areas where Townhouses are permitted, they shall be encouraged to front a public street or public open space.~~ Where a townhouse ~~block end unit~~ does not front a public street but flanks one Townhouse blocks not fronting onto a public street are only permitted if the unit(s) flanking a public street, **the flanking unit(s) shall** provide a front yard and front-door entrance facing the public street.

Rationale: The proposed amendment recognizes that dwellings fronting a public street or open space is a defining characteristic of Vaughan's Community Areas and ensures this pattern will be maintained with new housing, including townhouses. It also recognizes that flexibility regarding this requirement may be needed in other areas, namely intensification areas, where frontage on private streets, mews or open spaces may be more practical and desirable for achieving density and other urban design objectives.

** Rationale: The word "block" is changed to "end unit" to ensure consistency with the above Policy that encourages Townhouses to front a public street or open space. If an end unit flanks a public street, then the flanking unit(s) should be required to provide a front yard and front-door entrance facing the public street. The reference to townhouses fronting onto public open space in Low-Rise Residential areas has been removed to ensure consistency with proposed new Policy 9.1.2.4, consistent with VOP 2010.*

Proposed new Policy 9.2.3.2(f):

~~New townhouses in established Low-Rise Residential areas where townhouses do not currently exist in the immediate vicinity of the site or where the site does not front an Arterial Street, as identified in Schedule 9 (Future Transportation Network), will require an Official Plan Amendment shall not be permitted.~~

** Rationale: This policy was proposed in the January 2016 version of the study that proceeded to Council on March 22, 2016. It has been replaced by the addition of proposed new Policy 9.1.2.4 (g) which provides that "Where a parcel does not front an Arterial Street, as identified on Schedule 9 (Future Transportation Network), townhouses shall not be permitted."*

Proposed amendment to Policy 9.2.3.3(a):

The following policies and development criteria apply to Stacked Townhouses:

- a) Stacked Townhouses are attached ~~Low-Rise Residential~~ houseform buildings comprising two to four separate residential units stacked on top of each other. Stacked Townhouse units are typically massed to resemble a street Townhouse and each unit is provided direct access to ground level.

CITY OF VAUGHAN

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** Rationale: The removal of the phrase “Low-Rise Residential” to describe a stacked townhouse form is proposed in order to clarify that stacked townhouses are not a permitted built form as per Policy 9.2.2.1(c).*

(7) Clarification of the Policy Intent

The proposed amendments to VOP 2010 are intended to preserve and protect stable Low-Rise Residential neighbourhoods from incompatible development. However, it is not intended to:

- Make any existing development in the Low Rise Residential Area Legal Non-Conforming;
- Affect the legal status of any development that is currently approved and unbuilt;
- Override any specific permission contained in a site or area specific plan or secondary plan as shown on Schedules 14 a-c to VOP 2010;
- Affect the planning of New Communities, insofar as determining the appropriate mix and distribution of uses and the density and design parameters;
- Prevent any applicant from making an application to amend VOP 2010 to have a proposal considered on its merits, where it has been determined that a non-conformity exists;
- Prevent Council from directing that a comprehensive study be undertaken to address any area in the Low-Rise Residential designation which has been determined to be an area of transition that may benefit from changes in policy to guide its future evolution;

Where necessary, specific policies will be developed to ensure that the intended outcomes identified above are properly reflected in VOP 2010. This will be addressed in the Technical Report, with the benefit of the final refinement of the policies.

(8) Next Steps

A Technical Report will be provided to a future Committee of the Whole meeting that will address any issues raised at this Public Hearing. Approval of the amendments to VOP 2010 by Committee of the Whole and the subsequent ratification by Council will allow for the drafting of the implementing Official Plan Amendment for adoption by Council. On adoption, by Council the amendments would proceed to the Region of York for approval.

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 will continue to be consulted in respect to any potential impacts on the Region's arterial street network, and their comments will be addressed in the forthcoming Technical Report for a future Committee of the Whole meeting.

CITY OF VAUGHAN

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Conclusion

This report sets out the basis for a number of proposed amendments to the Vaughan Official Plan that will serve to address a series of issues that were identified by Council on October 20, 2015. The report describes the process that led to the undertaking of the supporting study, “Policy Review: Vaughan Community Areas and Low-Rise Residential Areas Study”, the underlying policy basis for the new policies, the public consultation process and the analysis that led the draft policy amendments.

Therefore, it is recommended that this report be received and that any issues raised at the Public Hearing, or raised in subsequent correspondence, be addressed by the Growth Management Portfolio’s Policy Planning and Environmental Sustainability team in a future Technical Report to the Committee of the Whole.

Attachments

1. Policy Review: Vaughan Community Areas and Low-Rise Residential Areas Study – Final Report
2. Community Consultation Summary Report – What We Heard
3. Proposed Schedule 1B for VOP 2010: Areas Subject to Policy 9.1.2.3 - Vaughan’s Large Lot Neighbourhoods
4. Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods

Report prepared by:

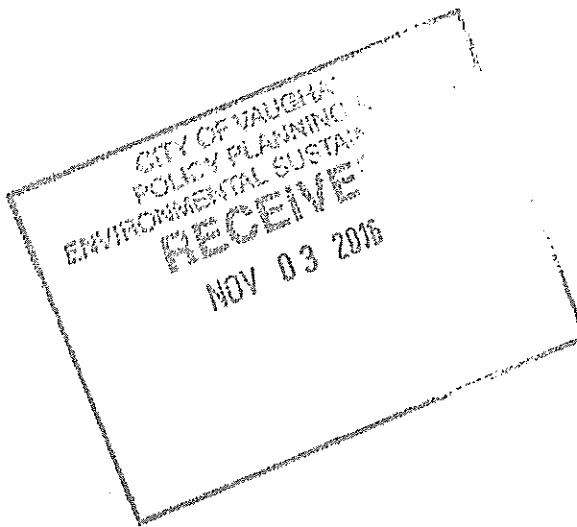
Kyle Fearon, Planner I, Policy Planning Ext: 8776
Melissa Rossi, Manager, Policy Planning Ext: 8320

Iafrate, Marilyn

From: John CUTLER <john.cutler@rogers.com>
Sent: Tuesday, November 01, 2016 6:18 PM
To: Clerks@vaughan.ca; Iafrate, Marilyn
Cc: John CUTLER; Paulette Cutler
Subject: Nov 1 Committee of Whole - Support to amend VOP2010 for Low Rise Residential Review

<p style="text-align: center;">C <u>1</u> Communication COUNCIL: <u>NOV 15/16</u> <u>PH</u> Rpt. No. <u>39</u> Item <u>2</u></p>
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This email is to voice our support for proposed amendments to VOP2010 to include policy reflected in Low Rise Residential review. We are unable to attend the mtg at 7pm but wish to provide our support.
Thank you .
Paulette & John Cutler / 437 Westridge Drive / Kleinburg.



232 Camlaren Crescent
PO Box 190
Kleinburg
ON L0J 1C0

November 2, 2016

c <u>2</u>
Communication
COUNCIL: <u>Nov 15/16</u>
PH Rpt. No. <u>39</u> Item <u>2</u>

Mr Roy McQuillin
Director
Policy, Planning & Environmental Sustainability
City of Vaughan

Dear Mr McQuillin:

I would like to correct part of what I said to you in connection with Item 2 presented at the Committee of the Whole (Public Hearing) yesterday evening.

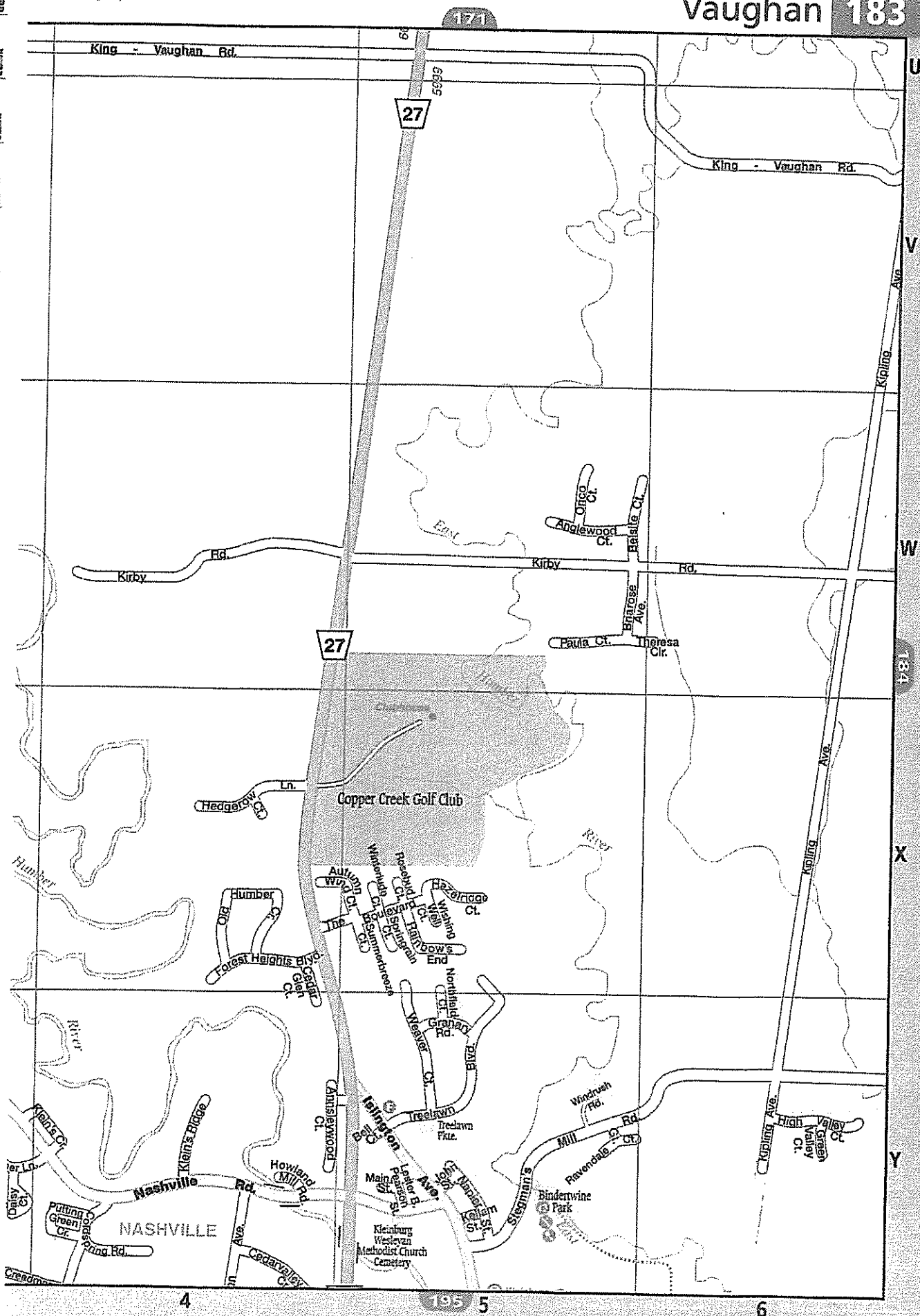
My comment regarding the new infill presently under construction on the north side of Sevilla Boulevard, here on the Kleinburg Estates Sub-Division, still stands, i.e., that its style is completely out-of-keeping with all of its surrounding properties here on this small Sub-Division, which is within the Village of Kleinburg.

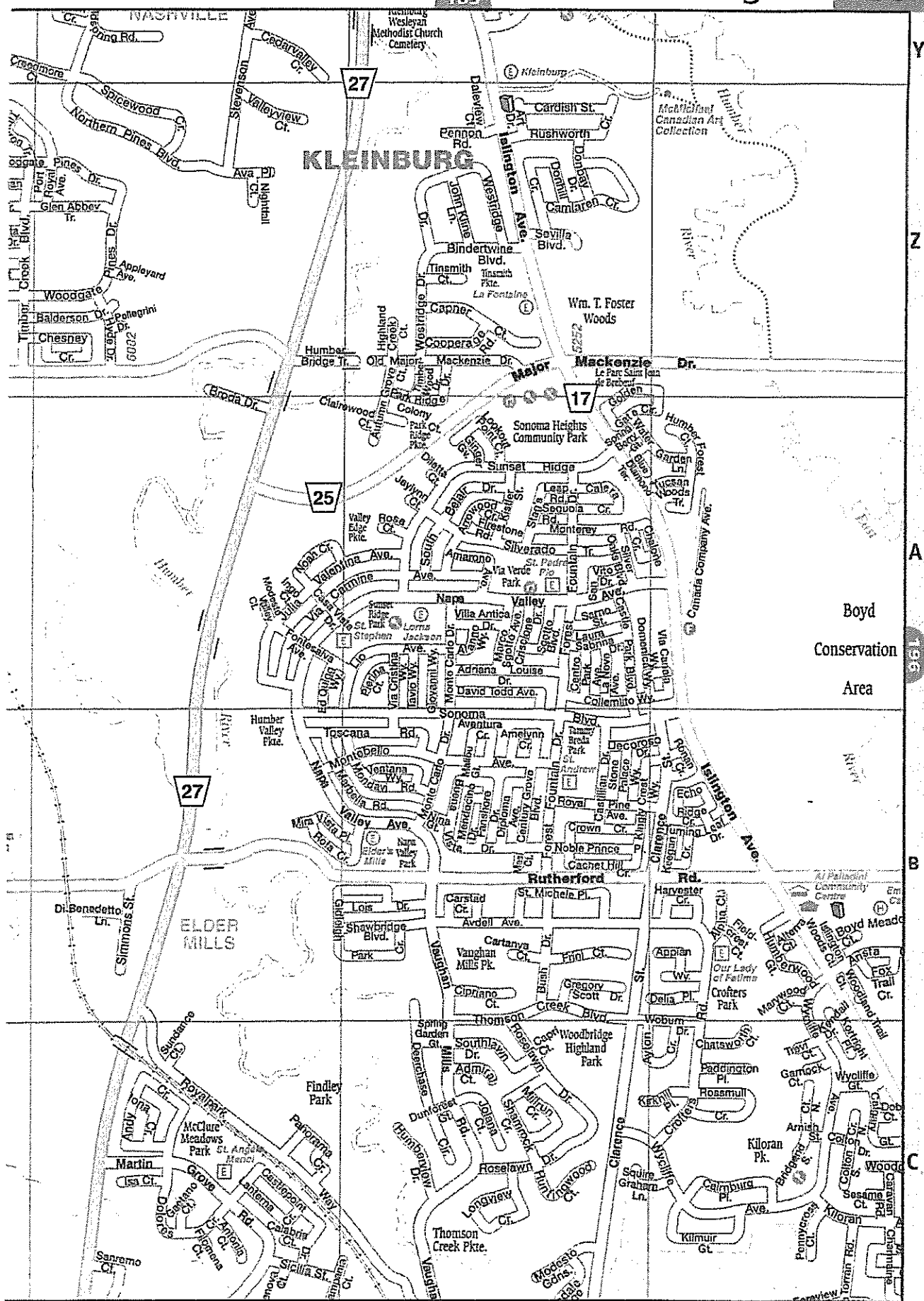
However, when I commented that I had been told that Planning had apparently allowed one property buried way over at the far end of Windrush Road north of Stegman's Mill Road to be used as an acceptable model for new infills, I now realise that this piece of information I actually received related to the approval of another infill, also presently under construction, on the west side of Napier Street (next to No.60) immediately around the corner from Kellam Street, which is well within Kleinburg's Heritage Core which Windrush Road is not! It is also completely out-of-keeping with all of its surrounding properties!

In closing, I would like to add that I hate to see Vaughan losing its stock of modest-sized (by today's standards) detached family homes with good backyards, to profit-driven infillers, which drives young families into unsuitable highrise condos and townhomes with no immediate outdoor space.

Yours sincerely

Alexandra Hatfield





SENT BY EMAIL: clerks@vaughan.ca

November 1, 2016

City of Vaughan
Development Planning Department
2141 Major Mackenzie Drive
Vaughan, ON L6A 1T1

c <u>3</u>
Communication
COUNCIL: <u>Nov 15/16</u>
PH Rpt. No. <u>39</u> Item <u>2</u>

Attention: Mayor and Members of Council

**RE: Committee of the Whole (Public Hearing), Report No. 39
Item 2
Community Area Policy Review For Low-Rise Residential Designations
Amendments to the Vaughan Official Plan 2010 File 15.120.1**

This letter is being submitted on behalf of various companies with land holdings that TACC Developments manages including: Nashville Developments Inc. and its associated companies, Copper Creek Golf Club, 1045501 Ontario Limited, Kirby 27 Developments Limited and landowners within Block 41 with respect to the proposed amendments to Vaughan OP 2010 (VOP2010) and how they relate to the development potential of these lands.

TACC Developments requests a meeting with City staff to discuss the proposed policies and our concerns presented in this letter.

The following provides an overview of some of the policies and our concerns. The landowners TACC represents retain the right to provide additional comment or object to other proposed policy amendments.

Proposed Policy 2.2.3.2

The proposed amendment does not consider that some areas in Vaughan should have the *"general character of established neighbourhoods"* altered in order to maximize the use of infrastructure investments being made by the City, Region and Province. An example of investment in infrastructure that may not be maximized is within the community of Nashville. The Region has recently invested in the installation of a water line through the community, the City is planning for expansion of sanitary sewers to the area and the Province has committed to the extension of highway 427 to Major Mackenzie Drive. In the context of Places to Grow it makes little sense to reinforce and protect single family dwellings on half

acre to one acre lots, when the lands will be best suited for use of a mix of housing types and tenures once infrastructure is in place.

Proposed Policy 9.1.2.2

The addition of language that requires the height and scale of adjacent and immediately surrounding residential uses be respected and reinforced does not consider or permit adequate transition between building types and densities on larger parcels that abut existing built up areas or areas that are currently planned that abut stable communities. There needs to be a recognition that while there are very few larger parcels in the stable communities they do exist and that within the context of affordability and land values new built forms and lot sizes should be permitted.

Furthermore, the proposed policy could have a negative impact on development applications on lands that abut the Proposed Stable Community Areas and could require changes to approved Block Plans that currently conform to VOP2010 and site specific Official Plan Amendments.

Proposed Policy 9.1.2.3

There is a reference to the inclusion of a new Schedule 1B. This schedule was not made available to the public for review prior to the public hearing, despite being referenced it was not attached to the report. Of concern is how the policies proposed in 9.1.2.2 will impact lands that abut the lands identified on this schedule.

Sub-section (a) requires that any new lot have an equal or larger frontage than existing lots. Historically, in Nashville, the primary rationale for having wide lots was to allow for adequate spacing of wells and septic tanks on each property. Once the area is fully serviced, lot width should no longer be of concern and instead, a focus on efficiently using the infrastructure should be considered. This policy will have a negative long term economic impact on the City as fewer properties will be contributing to the capital and operating costs of municipally owned infrastructure.

In the context of Nashville, Maple and Woodbridge Subsection (f) is contrary to the policies of each of these communities' Heritage Conservation District Plans as these documents contain built form guidelines that allow for semidetached and townhouses without requiring justification as required in Policy 9.1.2.4. Based on the Ontario Heritage Act, this could create a conflict between City documents that should be avoided.

Conclusion

TACC Developments, on behalf of various landowners has concerns with respect to the proposed amendments to Vaughan OP2010 and how these amendments could impact the future use of these lands.

TACC Developments requests a meeting with City staff to discuss the concerns raised and any others that may arise as further review occurs.

If you have any additional questions, please do not hesitate to contact the undersigned.

Yours truly,

TACC DEVELOPMENTS INC



Per:

Aaron Hershoff, MBA, M.C.I.P., R.P.P.
Development Manager

cc: Mr. Jeffery Abrams, City Clerk
Mr. John Mackenzie, Deputy City Manager, Planning and Growth Management
Mr. Roy McQuillin, Director of Policy Planning and Environmental Sustainability
Ms. Melissa Rossi, Manager, Policy Planning
Mr. Ira Kagan, Kagan Shastri LLP



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P – 1736

November 1st, 2016

By E-mail only: Jeffrey.abrams@vaughan.ca

City of Vaughan
2141 Major Mackenzie Drive
Vaughan, Ontario
L6A 1T1

Attention: Mayor and Members of Council

**Re: Community Area Policy Review of Low-Rise Residential Designations
Amendments to the Vaughan Official Plan 2010
Committee of the Whole (Public Hearing) – November 1, 2016
City File #15.120.1
On behalf of 9733 Keele Development Inc.
9773 Keele Road
Part of Lot 19, Concession 3
City of Vaughan**

c. 6
Communication
COUNCIL: Nov 15/16
CW(PH) Rpt. No. 39 Item 2

Dear Mayor and Members of Council,

KLM Planning Partners Inc. is the land use planning consultant for 9773 Keele Development Inc. ("Client"), the owner of 9773 Keele Street in the City of Vaughan. The subject lands are located on the east side of Keele Street across the street from Merino Road and south of Barhill Road. The subject lands are designated "Low-Rise Residential" as per Schedule 13 (Land Use) in the Vaughan Official Plan 2010 ("Vaughan 2010 OP"). Further, Keele Street is identified as a "Major Arterial Road on Schedule 9 (Future Transportation Network) and a "Regional Transit Priority Network" on Schedule 10 (Major Transit Network) in the Vaughan 2010 OP.

On behalf of our client, we have reviewed the proposed amendments to the City of Vaughan Official Plan 2010 relating to the Community Area Policy Review for Low-Rise Designations and we are not supportive of the proposed changes. We are of the opinion that the proposed amendments and modifications are too restrictive and that development applications would be better judged by their own merits through the development review process.

The Vaughan Official Plan is intended to address long-term planning direction of a municipality, and is required to be in conformity with Provincial and Regional land use policy. More specifically, the Provincial Policy Statement (PPS) requires that municipal Official Plans be consistent with its

policies relating to the wise use of land in the Province. This includes, but is not limited to supporting intensification and more transit-supportive land use patterns and providing an appropriate range of housing types and densities, which are required in order to encourage the creation of more compact, diverse and complete communities.

Our client had a pre-consultation meeting with City staff with regards to redevelopment of the subject lands for eleven (11) townhouse units and the retention of a heritage home on a common element road. We are currently in the process of preparing the applications to support the proposed development. It is our opinion, that the proposed development on the subject lands would contribute to the City in meeting their intensification goals and objectives as well as providing transit supportive form of development. Further, the proposed development represents an efficient use of land and services and provides an appropriate transition from the arterial road to the surrounding neighbourhood.

Our client is especially concerned with the proposed new Policy 9.1.2.4 which effectively prohibits townhouses within the Low-Rise Residential designation except those fronting an arterial road. The proposed new Policy 9.1.2.4 recognizes that limited intensification in the form of townhouses may be permitted along arterial roads, however, it contains prescriptive policies to permit a form of development that is more characteristic of the surrounding area and not the character of the Arterial Road it is situated on. In our opinion, the proposed policies would lend itself to an inefficient use of land. These prescriptive policies require dwellings to front a public street and prohibit residential units from having frontage onto a private laneway or driveway (i.e. common element roads) as well as specific setback requirements. As such, the development as proposed for the subject lands would not be permitted if these policy amendments are approved.

Further, the Policy Review carried out by Urban Strategies Inc. acknowledges that the development pattern along Arterial Roads in the Community Area is inconsistent with the surrounding neighbourhoods on either side of the Arterial Road. However, the proposed amendments to the Vaughan 2010 OP will limit opportunities for appropriate intensification along arterials by restricting the form of development that is characteristic of the surrounding area. It is our opinion, that the proposed amendments go against the intensification objectives that encourage a more efficient use of land, services and public transit.

A balance can be struck through the development process to provide both an appropriate form of intensification along arterials that is respectful and compatible with the surrounding Community Area. The proposed amendments interfere with the planning process and impose restrictive standards that promote a development form that is not conducive to support the intensification objectives of the Official Plan.

In addition, it is our opinion that the subject lands being situated on Keele Street represent an appropriate form of intensification that is both respectful and compatible with the surrounding neighbourhood, and that appropriate site layout, built-form, massing and setbacks will be reviewed by staff through the required development application process.

The proposed development concept is of a similar nature to other development applications along Keele Street. Given the depth of the subject lands, the proposed amendments would provide for development that is an inefficient use of the subject lands.

We kindly request that we be notified of any future reports and/or public meetings and open houses regarding this Study and ask that we receive any notice of the Committee of the Whole or Council in this matter. We reserve the right to provide additional comments on the proposed matter related to the subject lands as it evolves.

Thank you for the opportunity to comment and we look forward to participating further in the review. If you have any questions, please contact the undersigned.

Yours very truly,

KLM PLANNING PARTNERS INC.

A handwritten signature in black ink, appearing to read 'Ryan Mino-Leahan', written over a horizontal line.

Ryan Mino-Leahan, BURPI, MCIP, RPP
Associate / Senior Planner

Copy John Mackenzie, Deputy City Manager, Planning and Growth Management
Roy McQuillin, Director of Policy Planning and Environmental Sustainability
Melissa Rossi, Manager, Policy Planning
Kyle Fearon, Planner 1, Policy Planning
Carol Birch, Development Planning
9773 Keele Development Inc.



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P – 2344

November 1st, 2016

By E-mail Only: Jeffery.abrams@vaughan.ca

City of Vaughan
2141 Major Mackenzie Drive
Vaughan, Ontario
L6A 1T1

<p>c 7 Communication COUNCIL: Nov 15/16 CW(PH) Rpt. No. 39 Item 2</p>

Attention: Mayor and Members of Council

**Re: Community Area Policy Review for Low-Rise Residential Designations
Amendments to the Vaughan Official Plan 2010
Committee of the Whole (Public Hearing) – November 1, 2016
City File #15.120.1
On behalf of A. Baldassarra Architects Inc.
11 and 19 Donna Mae Crescent
City of Vaughan**

Dear Mayor and Members of Council,

KLM Planning Partners Inc. is the land use planning consultant for A. Baldassarra Architects Inc. ("client"), the owner of 11 and 19 Donna Mae Crescent in the City of Vaughan. The subject lands are generally located south of Centre Street and west of Yonge Street. The subject lands are designated "Low Rise Residential" in Schedule 13 (Land Use) of the Vaughan Official Plan 2010.

On behalf of our clients, we have reviewed the proposed amendments to the City of Vaughan Official Plan 2010 relating to the Community Area Policy Review for Low-Rise Designations and we are concerned with the proposed changes, specifically Policy 9.1.2.2 and 9.1.2.3 and its implications on our clients proposed development for the subject lands. Further, the subject lands have been included within the large lot neighbourhood as shown in the Proposed Schedule 1B (Vaughan's Established Large-Lot Neighbourhoods).

A pre-consultation meeting with City staff with regards to proposed development of the subject lands for the creation of 4 new lots on a proposed extension of Donna Mae Crescent (Public Road) was held in July 2015. During the pre-consultation meeting, the City did not identify the need for an Official Plan Amendment to facilitate the proposed development. We are concerned that as a result of the proposed changes to the Official Plan that new policies will have implications on the

development as proposed. We are in process of submitting the required applications and necessary supporting materials and information.

We kindly request that we be notified of any future reports and/or public meetings and open houses regarding this Study and ask that we receive any notice of the Committee of the Whole or Council in this matter. We reserve the right to provide additional comments on the proposed matter related to the subject lands as it evolves.

Thank you for the opportunity to comment and we look forward to participating further in the review. If you have any questions, please contact the undersigned.

Yours very truly,

KLM PLANNING PARTNERS INC.

A handwritten signature in black ink, appearing to read 'R. Mino-Leahan', written over a horizontal line.

Ryan Mino-Leahan, BURPI, MCIP, RPP
Associate / Senior Planner

Copy John Mackenzie, Deputy City Manager, Planning and Growth Management
Roy McQuillin, Director of Policy Planning and Environmental Sustainability
Melissa Rossi, Manager, Policy Planning
Kyle Fearon, Planner 1, Policy Planning
Laura Janotta, Development Planning
A. Baldassarra Architects Inc.



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P-2715

November 1st, 2016

c <u>8</u>
Communication
COUNCIL: <u>Nov 15/16</u>
CW(PH) Rpt. No. <u>39</u> Item <u>2</u>

By Email Only: Jeffrey.abrams@vaughan.ca

City of Vaughan
2141 Major Mackenzie Drive
Vaughan, Ontario
L6A 1T1

Attention: Mayor and Members of Council

**Re: Community Area Policy Review for Low-Rise Residential Designations
Proposed Amendments to Vaughan Official Plan 2010
File No.: 15.120.1
Hatpin Developments Inc.
10274, 10286 and 10296 Keele Street
Part of Block 724, Registered Plan 65M-2086 and Part of the East Half of Lot 22
and Part of Lot 23, Concession 4
City of Vaughan**

Dear Mayor and Members of Council,

KLM Planning Partners Inc. is the land use planning consultant for Hatpin Developments Inc., owner of the above noted subject lands. The subject lands consist of the four (4) parcels at the north-west corner of Keele Street and McNaughton Road. The properties are currently vacant, with the exception of 10286 Keele Street, which supports a vacant dwelling. The lands have an area of approximately 0.98 ha (2.42 ac), with approximate frontages of 115 m (377.3 ft) on Keele Street and 66 m (216.5 ft) on McNaughton Road.

As per Schedule 1 – Urban Structure of the City of Vaughan Official Plan 2010 (“VOP 2010”), the subject lands are within a “Community Area” and are further designated “Low Rise Mixed Use” as per Schedule 13 – Land Use.

An application for a Zoning By-law Amendment was submitted to the City of Vaughan on October 19, 2016 to facilitate the future development of the lands with (54) residential units including

sixteen (16) three-storey stacked townhouse units fronting onto McNaughton Road and thirty-eight (38) block townhouse units. Fourteen (14) of the block townhouse units front directly onto Keele Street, while the remaining units are internal to the site, fronting onto the proposed pedestrian mews. All of the units have private garages accessed through an internal condominium road, with a connection to Keele Street at the north-east corner of the site.

On behalf of our client, we have reviewed the proposed amendments to VOP 2010, as it pertains to the Community Area Policy Review for Low-Rise Designations. Following our review, it is our understanding that the intent of the proposed amendments is to direct more intense forms of residential development (i.e. townhouses and semi-detached dwellings) towards the edges of neighbourhoods, along arterial roads, and establish policies to regulate the built form of such developments to ensure compatibility with existing development. That said, it is unclear as to where the proposed policies are applicable, and have concern that the proposed policies may be applicable to areas designated "Low Rise Mixed Use".

We are of the opinion that if the proposed policies are applicable to lands in the "Low Rise Mixed Use" designation it will prevent our client's lands from being developed as proposed, in accordance with the existing "Low Rise Mixed Use" policies as outlined in Section 9.2.2.2 of VOP 2010. Generally, lands within this designation are located on arterial roads and are largely separated from stable, low-rise residential neighbourhoods. As per Section 9.2.2.2.f of VOP 2010, the permitted residential building types within the "Low Rise Mixed Use" designation include: *townhouses, stacked townhouses and low-rise buildings*. These permitted building types and the increased heights and densities associated with the "Low Rise Mixed Use" designation suggest that these are areas where intensification is encouraged and can be accommodated.

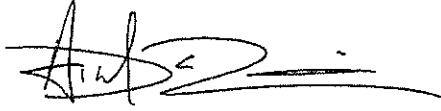
Conversely, the proposed amendments would seem to conflict with the aforementioned and would limit the development of the subject lands by:

- Requiring that all new dwelling units have frontage on a public street;
- Not permitting stacked and back-to-back townhouse units;
- Not allowing private laneways or driveways to be used for the purpose of providing frontage for a dwelling unit; and,
- Requiring minimum front and rear yard setbacks of 4.5 metres and 7.5 metres respectively.

For the reasons outlined above, we recommend that the proposed amendments to the Vaughan Official Plan 2010 not apply to lands designated "Low Rise Mixed Use" and request consideration of this in any decisions related to the proposed amendments. Further, we request notification of any decision made by Council with regard to the proposed changes to the Vaughan Official Plan 2010.

Yours very truly,

KLM PLANNING PARTNERS INC.



Keith MacKinnon, BA, MCIP, RPP

Partner

FOR

- c. John Mackenzie, Deputy City Manager, Planning and Growth Management
- Roy McQuillin, Director of Policy Planning and Environmental Sustainability
- Melissa Rossi, Manager, Policy Planning
- Kyle Fearon, Planner I, Policy Planning
- Jason Bottoni, Hatpin Developments Inc.
- Matthew Creador, Hatpin Developments Inc.



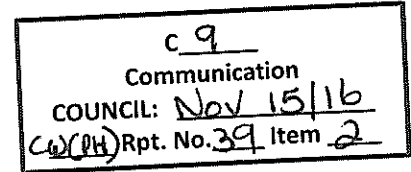
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klmplanning.com

P-2527

November 1, 2016

By E-mail Only: jeffrey.abrams@vaughan.ca

City of Vaughan
c/o Jeffrey A. Abrams, City Clerk
2141 Major Mackenzie Drive
Vaughan, Ontario
L6A 1T1



Attention: Mayor and Members of Council

**Re: Community Area Policy Review for Low-Rise Residential Designations
Amendments to the Vaughan Official Plan 2010
Committee of the Whole (Public Hearing) – November 1, 2016
City File #15.120.1
On behalf of Kleinburg Village Development Corp.
357, 365 and 375 Stegman's Mill Road
Related Files: OP.15.006, Z. 15.025 & DA. 16.071
City of Vaughan**

Dear Mayor and Members of Council:

KLM Planning Partners Inc. ("KLM Planning") is the land use planning consultant for Kleinburg Village Development Corp. ("Client"), owner of the lands situated in the City of Vaughan at 357, 365 and 375 Stegman's Mill Road in the village of Kleinburg ("subject lands").

This letter is in response to the Report from the Deputy City Manager, Planning and Growth Management and Director of Policy Planning and Environmental Sustainability being considered at a statutory Public Hearing this evening (November 1, 2016) in response to proposed amendments to the Vaughan Official Plan ("VOP 2010") resulting from the Community Area Policy Review.

The above-noted lands are designated "Low-Rise Residential" on Schedule 13 (Land Use) of VOP 2010 and are further designated as "Village Residential" by Map 12.4A (Kleinburg Core) and are subject to the policies in both Volume 1 (city-wide policies) and Volume 2 (area-specific policies).

We have submitted a number of development applications on behalf of our client, being an amendment to the Official Plan (File:OP.15.006) and Zoning By-law (File:Z.15.025) filed on October 5, 2015 and an application for site plan approval filed on July 20, 2016. The purpose of the applications is to facilitate the development of 28 single family dwelling units on the subject lands. The OPA and ZBLA were deemed complete on October 30, 2015 and the Site Plan Application was deemed complete on July 29, 2016. The development applications were subject to a statutory Public Hearing on February 2, 2016.

KLM Planning has been involved throughout the Community Area Policy Review process on behalf of several clients throughout the City through the submission of letters to the City of Vaughan at the Statutory Public Hearing on June 16, 2015, as well as providing detailed comments to the Policy Planning Department in response to the public consultation process in addition to participating in the Public Open House at the Vellore Village Community Centre on May 11, 2016.

We have now had an opportunity to review the aforementioned planning staff report which proposes a number of amendments to VOP 2010 as a further response to the "Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods", which were approved by Council on October 19, 2016. While many of the policy changes proposed deal with the location and development criteria for townhouses within the Low-Rise Residential areas in the City of Vaughan, it also proposes a number of amendments and modifications that deal with policies pertaining to new development respecting and reinforcing the character of the surrounding community and introduces new elements that define the character of a community including the orientation of dwellings, presence of mature trees and topography and drainage.

While we concur that some clarification was required with regard to the appropriate location of townhouses within the "Low-Rise Residential" designated areas of the City, we are of the view that the existing policies within VOP 2010 provide enough direction to landowners, developers and builders as well as the professional city staff who are responsible for reviewing and commenting on development proposals.

In the case of the subject lands, the owner has proposed a unique development which consists of 28 single family residential dwellings which are connected underground by a laneway system providing access to private garages located within the basement of each unit. This design was a deliberate approach to the development of these lands to be consistent with the Kleinburg Nashville Heritage Conservation District Study and Plan and to emphasize the pedestrian focused development by locating service areas below grade. However, it is unclear what impact the proposed amendments will have on the proposed development concept.

Many of the proposed amendments to VOP 2010 concerning frontage on a public street, minimum front yard and rear yard setbacks and the orientation of dwellings are very prescriptive requirements that in our view are inappropriate in the context of an Official Plan. The Official Plan is to provide general policies which guide development and that are implemented through the Zoning By-law. In most cases, a subsequent development application such as a Zoning By-law

Amendment, Draft Plan of Subdivision, Consent or Minor Variance is required to support redevelopment. Each of these development applications is subject to a public process and is subject to review and assessment by City staff who are trained professionals in their field of expertise. Our experience in Kleinburg has illustrated the level of review and attention to detail exuded by City Staff.

What is clear however is that Vaughan planning staff are attempting to create specific criteria in the Official Plan to ensure a specific type of development is achieved on all infill sites in the City. This is counterproductive to good land use planning in which development applications are assessed on the merits of their proposal which both respond to varying local conditions and at the same time respect and reinforce development within the same community (i.e. does not mean the same as).

We reiterate that the Official Plan is intended to be an overall guiding document, which in our view generally exists within the Council approved version of VOP 2010. Introducing more specific policy criteria within the Official Plan as proposed removes the ability for landowners including our client and City staff to have meaningful discussion and review of development applications that respond to varying site conditions. To impose such prescriptive design criteria within an Official Plan introduces a "one size fits all" approach to land use planning. As we know, land use planning is a balancing act to ensure development is both supportive of intensification and redevelopment that is being pushed by the Province in response to creating communities that are sustainable over the long term, diverse, transit-supportive and pedestrian friendly.

As Vaughan continues to intensify to accommodate a growing population, it needs to consider ways to support development that is both reflective of existing policy direction but supportive of the character of existing communities. To be clear this does not mean that new development needs to be the same as what exists in the surrounding community, but rather needs to respect the character and be compatible with existing uses.

In fact, we would recommend staff consider amendments to the existing policies to ensure that when an amendment to the official plan is required, that development which is compatible can be supported by both the City of Vaughan and developers as a means in which to provide housing which contributes to the diversity and range of housing available to the residents of Vaughan that responds to market conditions ensuring a full range of housing options and related amenities can be achieved in accordance with Provincial Policy and similar initiatives.

We are of the opinion that developments along Arterial and Collector Roads including the development proposed on the subject lands are appropriate locations for moderate intensification as it is situated on lands with generally more convenient access to public transit and other services and in the case of the subject lands direct access within walking distance of the village core of Kleinburg.

We kindly request that we be notified of any future reports and/or public meetings and open houses regarding this Study and ask that we receive any notice of the Committee of the Whole

or Council in this matter. We reserve the right to provide additional comments on the proposed matter related to the subject lands as it evolves.

Thank you for the opportunity to comment and we look forward to participating further in the review. If you have any questions, please contact the undersigned.

Yours very truly,

KLM PLANNING PARTNERS INC.

A handwritten signature in black ink, appearing to read 'RML', is positioned above the printed name of the signatory.

Ryan Mino-Leahan, MCIP, RPP
Associate/Senior Planner

Copy John Mackenzie, Deputy City Manager, Planning and Growth Management
 Roy McQuillin, Director of Policy Planning and Environmental Sustainability
 Melissa Rossi, Manager, Policy Planning
 Kyle Fearon, Planner 1, Policy Planning
 Mark Antoine, Development Planning
 Kleinburg Village Development Corp.

Subject: FW: Policy Review: Vaughan Community Areas and
Attachments: Updated Contact Staff and Deadlines for Council ar

C 1
COMMUNICATION
CW (PH) - November 1, 2016
ITEM - 2

From: Rossi, Melissa
Sent: October-19-16 10:00 AM
To: Abrams, Jeffrey; Britto, John
Cc: Fearon, Kyle; McQuillin, Roy
Subject: FW: Policy Review: Vaughan Community Areas and Low-Rise Residential Areas Study

Please include as part of November 1, 2016 Public Hearing Communications pertaining to File #5.120.1.

Thank you,
Melissa

Melissa Rossi MES (PI), M.C.I.P., R.P.P.
Manager, Policy Planning
Tel: 905 832 8585 ext. 8320 | melissa.rossi@vaughan.ca
City of Vaughan | Policy Planning & Environmental Sustainability
2141 Major Mackenzie Drive, Vaughan, Ontario, L6A 1T1
vaughan.ca



From: Joe Collura [<mailto:joe.collura@gmail.com>]

Sent: October-19-16 6:58 AM

To: Fearon, Kyle

Cc: Rossi, Melissa; DeFrancesca, Rosanna; Tamburini, Nancy; Cugliari, Anne-Elise; DiGirolamo, Diana; Tanya Varvara; Elvira Caria; Soroichinsky, Tim; moconesi@295.ca

Subject: Policy Review: Vaughan Community Areas and Low-Rise Residential Areas Study

Morning Kyle,

I note the final Community Areas and Low-Rise Residential Areas report that has been prepared. I also acknowledge the tremendous amount of work you (& I'm sure Melissa) have invested into this worth while study including the engagement of many Vaughan residents. I found the report thoughtful & very relevant. The content serves to improve the development process while clarifying & reinforcing the spirit of the VOP. I cannot see any reason Council would not support the recommendations. I wanted to pause, extend my appreciation & let you know these efforts do not go unnoticed.

My hope is that all developments will be held to this standard & that Planning acknowledges the need for this specificity particularly in existing communities including those with large lot where the character & compatibility must continue to be respected & maintained. This report speaks EXACTLY to an existing application many residents I represent are continuing to deal with & I will be interested to see how these finding will form part of any final decision in that regard.

For now, thanks once again & I look forward to the Public Hearing. Have a great day!

https://www.vaughan.ca/projects/policy_planning_projects/Pages/Low-Rise-Residential-Designations.aspx

From: john zipay <jjzipay@hotmail.com>
Sent: October-25-16 1:51 PM
To: Clerks@vaughan.ca
Subject: Fw: Low-Rise Policy Review Letter
Attachments: Mayor Bevelaqua and Members of Council, October 2016.pdf; Townhouse Guidelines Review.pdf

C 2
COMMUNICATION
CW (PH) - NOVEMBER 1 / 2016
ITEM - 2

Please forward these documents to the Mayor and members of City Council and the Deputy City Manager of Planning for the Nov 1 public hearing concerning the proposed official plan amendments for the Low Rise Residential designation. Please confirm receipt of this communication.

Thanks,
John Zipay

From: Pamela Zipay <pamelazipay@hotmail.com>
Sent: October 25, 2016 1:12 PM
To: John Zipay
Subject: Low-Rise Policy Review Letter

Sent from Outlook

John Zipay and Associates
2407 Gilbert Court
Burlington, On
L7P 4G4
jjzipay@hotmail.com
(416) 305-7989

October 24, 2016

Mayor Bevelacqua and Members of Council
City of Vaughan
2141 Major Mackenzie Drive
Vaughan, Ontario

Dear Council Members

Re: Submission Concerning The Community Area
Policy Review For Low-Rise Residential Designations

November 1, 2016 Public Meeting

The firm of John Zipay and Associates has been retained by the City Park Homes group of companies (listed at the end of this letter), a Vaughan based builder, to review the proposed policies and the related Official Plan Amendments and to provide comment, especially as the policies relate to townhouse development. I wish to note that while the public hearing is intended to consider the OPA, I have not received an actual copy of a Draft Official Plan Amendment from the City and I am uncertain as to whether a Draft Official Plan Amendment is available for review.

The comments in this report are made in the context of several current planning documents which include the City of Vaughan Official Plan, the York Region Official

Plan, the Provincial Growth Plan and the Provincial Policy Statement, all of which encourage the creation of more compact, diverse and complete communities.

As you are aware, 45% of residential growth is to be achieved through intensification within Vaughan's built-up areas. Densities, which are supportive of public transit, are encouraged along transit routes. A diversity of housing opportunities in terms of tenure, affordability, size and form are to be provided. Development should be compatible with established communities to ensure that their character is maintained. Intensification is encouraged to make more efficient use of services and public transit.

With the realization that intensification is a fact of life within the future development scenario of Vaughan as it transforms into a more compact and diverse urban structure, the challenge is to determine where intensification is appropriate and at what density.

The focus of this review is the Low-Rise Residential Designated areas within the established Community Areas. The current Official Plan clearly recognizes that townhouses, semi-detached and single family housing forms are compatible and are capable of co-existing within the community areas. After much discussion through public workshops, the City of Vaughan, through VOP2010 consciously approved an Official Plan which accepted that Low-Rise ground related housing forms should include single detached, semi-detached and townhouses as compatible forms of development that can co-exist. This Official Plan was approved with the inclusion of policies which provided guidance as to where townhouses might be appropriate and also included criteria by which to evaluate development applications.

It is appreciated that change within an established area is often a difficult thing to manage because of the expectation from many people that anything that is not the same is therefore not compatible. As planners we know that this expectation is inaccurate which is why the VOP 2010 contains a series of compatibility policies which were designed to assist in evaluating development proposals within established Community Areas. If the Planning Department is of the opinion that some of these policies require clarification, we may agree so long as the revisions or additions do not arbitrarily prohibit or have the effect of prohibiting certain residential housing forms. Clarification to help make the implementation of compatibility policies better understood

is quite different from the inclusion of policies which prohibit certain forms of townhouse development. More will be said about this aspect later.

In a broader policy context, the current Official Plan may need refinement to clearly enunciate and identify where certain forms of residential redevelopment/intensification within Low-Rise Residential Designated established Community Areas are unsuitable. It is perfectly reasonable to expect, for example, that townhouse dwellings, semi-detached dwellings and small lot single detached dwellings are not appropriate in the midst of a large lot residential estate subdivision or perhaps even within the interior of a stable community area. I am of the opinion that when presented with an inappropriate application, the current VOP 2010 contains appropriate policies to allow one to support that conclusion.

The proposed new policy 9.1.2.4 re-affirms that semi-detached and townhouse dwellings may be permitted as a limited form of intensification along arterial roads. This makes perfect sense as the positioning of these residential forms along an arterial road has numerous benefits such as:

- 1) being located on the periphery of established stable Community Areas;
- 2) having easy access to public transit;
- 3) direct access to a major road thereby avoiding through traffic to the interior of an established neighbourhood;
- 4) frequently having easier and more direct access to public and commercial services.

Having established that arterial roads are appropriate for townhouse re-development, it appears that the sub-clauses of the proposed policy are counterproductive and will only lead to more conflict between the City and the development industry. While, on the one hand, the policy explicitly recognizes that these ground related forms of relatively low density are appropriate, the sub-clauses attempt to severely restrict the amount of development and the form of that redevelopment.

For example, Proposed New Policy 9.1.2.4 states the following:

Policy 9.1.2.4 “All new dwellings shall front and address a public street to be consistent with the orientation of existing dwellings in the established neighbourhood.”

It is difficult to accept and agree with this policy given that arterial roads are often not representative of the established development within the interior of the neighbourhood. It is fair to say that arterial roads are the outside perimeter or border of the neighbourhood. Even the consultant report prepared by Urban Strategies Inc. for the City of Vaughan, dated October, 2016 appears to support this view. Consider the following statement from the report.

“The results of the analysis reveal a number of instances where the lotting and development pattern along an arterial road in a Community Area is inconsistent with the surrounding neighbourhoods on either side of the arterial road.”

Speaking of these large lots, the report further states,

“Because they are not integral parts of the established neighbourhoods, they raise questions about how the VOP 2010 Urban design and Low-Rise Residential policies that apply should be interpreted.”

The Consultant report clearly recognizes that the large lots along the arterial roads that are suitable for re-development are an anomaly and are already “inconsistent with the

surrounding neighbourhood” and further are “not integral parts of the established neighbourhoods”.

Further, the Urban Strategies Report states;

“These lots can generally accommodate townhouse developments that are not appropriate on sites internal to large-lot and medium-lot neighbourhoods because they would be of an incompatible character. That these arterial areas typically front arterial streets, where there is generally more convenient access to public transit and other services, suggests that denser forms of housing are appropriate.”

Given that the existing lots along arterial roads have been categorized by the Consultant Report as “inconsistent with the surrounding neighbourhood” and are “not integral parts of established neighbourhoods”, why does the first sub-clause of policy 9.1.2.4 require that “all new dwellings (townhouses) shall front and address a public street to be consistent with the orientation of existing dwellings in the established neighbourhood”?

It would seem that because these lots have little or no relationship with the existing community, it is by their inherent nature that an opportunity is available to be creative and imaginative in how they are developed so long as the development is compatible and not necessarily the same as the development internal to the neighbourhood. The prescribed policy is detrimental to any creative process in that it severely restricts design options for a development. By virtue of the requirement that all new dwellings shall front on a public street and address a public street, serious consequences follow:

- 1) Such a requirement eliminates common element condominiums and Block townhouse development which use private internal roads to facilitate these forms of development.

- 2) On deep lots, it would force the proponent to build a public road which would reduce the number of units that could otherwise be built with a common element or a block townhouse form of development and in some cases where a lot is deep, but not wide enough to accommodate a public road, the result could be refusal to approve the application.
- 3) The policy will increase costs and liability to the Municipality in assuming public roads that may not necessarily be required to complete a transportation network.
- 4) This policy will force the requirement for an Official Plan amendment for Block and common element townhouses. This only adds bureaucratic process and foster a public preoccupation to oppose the development thereby attempting to defeat the OPA application. We all know the NIMBY phenomenon is alive and well when it comes to the Townhouse redevelopment. This will only drive the process into a political and public quagmire which quite frankly gives the public false hope as the matter will likely proceed to an OMB hearing where the prospect of approval is very high.

Policy 9.1.2.4 c) This policy states as follows:

“Private laneways or driveways shall not be used to provide frontage for residential dwellings”.

As with policy 9.1.2.4 a) this policy also eliminates the common element and Block townhouse form without having to process an official amendment.

Since it has been concluded, through the Consultant Report, that lots fronting arterial roads are suitable for townhouse development, and that those areas are “inconsistent with the surrounding neighbourhood” and “not integral parts of established

neighbourhoods”, we question the necessity of introducing policies that have the effect of prohibiting common element and Block townhouse developments.

The impacts of these policy proposals are as follows:

- 1) The proposed official plan policies would appear to prohibit block townhouses and common element townhouses and would appear to require an Official Plan Amendment in order to proceed with such an application. For these forms of townhouse development this adds to the cost of housing through processing fees, time delay because of more processing time, and a high probability of OMB and legal costs as people object and challenge the application to the OMB causing even more delay.
- 2) There appears to be a deliberate intention to prohibit block and common element forms which limits the scope of design options for any given site. This is short sighted. All forms of townhouse development should be permitted without the necessity of an Official Plan Amendment and more appropriately development proposals should be vetted and reviewed through the site plan application process. Each site is unique and amenable to different design solutions.
- 3) The density of common element and block townhouses is generally significantly higher than with street townhouses. The proposed policies appear to favour street townhouses and appear to be designed to discourage other forms of townhouse development which will result in less diversity, less affordable and less efficient development which is contrary to Regional and Provincial policies. This is a serious consequence and defies good planning.
- 4) Policies which discourage common element condominiums and block townhouse developments are not supportive of public transit and an efficient use of public services and infrastructure. The proposed policies are flawed.

The proposed policies impose severe restrictions which are contrary to the intent of the policies in Vaughan OP2010 which encourages affordable housing and encourages a diversity of housing opportunities in respect to tenure, size and form.

Policy 9.1.2.4 b) "Parking shall be located at the rear of units or underground, accessed by a shared private laneway or driveway requiring minimal curb cuts, to minimize the impact of parking and driveways on the streetscape."

This policy, coupled with the requirement for a 7.5 metre rear yard can have a number of negative impacts.

- 1) If parking is forced underground, the cost of units and thus relative affordability is affected negatively.
- 2) Rear laneways are an appropriate method of accommodating parking for dwellings that face an arterial road. However, in some situations a flankage condition may be more appropriately oriented to the arterial road in which case rear yard parking would not be feasible. This policy fails to accommodate this potential orientation. Where a flankage condition is appropriate, the design of the flankage façade can be upgraded to be compatible with nearby development.

The options for parking and street orientation should be flexible and determined through the site plan process and not rigidly prescribed. Site plan approval can address all of the design issues.

Policy 9.1.2.4 d) addresses the requirement of yard setbacks being the same as those in the adjacent established neighbourhood and prescribes specific yard setbacks. Official Plan Policy is not the appropriate document to prescribe what should be a zoning regulation. The current Zoning By-Law contains Townhouse zones, which have prescribed yard requirements. Depending on the circumstances, yard requirements can and have been varied for specific development the result of having been vetted through the site plan review process. Any variance can be dealt with through Committee of

Adjustment or an implementing by-law based on an approved site plan as part of the development application process. A policy which prescribes strict universal yard requirements has no regard for design variation based on the evaluation of specific site conditions and therefore misses the point of design guidelines. The zoning by-law is the more appropriate tool to prescribe yard requirements and site plan is the appropriate tool to evaluate any variation to the by-law requirement based on design and site conditions.

The staff report states that “unusually deep and/or wide lots at the edges of established communities along arterial roads may present opportunities to accommodate townhouse developments with minimal or no adverse impact on the larger established neighbourhoods.” From the above statement it is clear that large lots on arterial roads offer the best locations for townhouse infill redevelopment. This is a low impact form of intensification. What is of concern is the highly restrictive nature of the proposed policies which will require certain forms of Townhouse development to be subject to an Official Plan Amendment. I would caution that as the municipality makes it more difficult through bureaucratic process, to deal with townhouse applications, land may, at a later time become the subject of higher density development such as mid-rise apartments. Keep in mind that Provincial initiatives generally foster more density as time passes. This trend is likely to continue.

The reports prepared by the Planning Department and Urban Strategies are somewhat conflicting. On the one hand, each report has concluded that the large lots along arterial roads, because of their location on the periphery of neighbourhoods, do not really relate to the internal neighbourhood and they acknowledge that arterial locations represent the best opportunity for townhouse infill development within the low-rise residential communities. On the other hand, each report has proposed policies which severely restrict townhouse development by imposing policies that require frontage on a public road for all units; forbid the use of private laneways for frontage and impose extraordinary parking access and location requirements that are expensive and totally different from that which occurs within the adjacent neighbourhood. The policies

eliminate common element condominium and block townhouses as-of-right because these forms cannot meet the requirements of the new policies.

Further, the implication is that more efficient design solutions are eliminated; diversity of residential stock is diminished; affordability is negatively impacted; less efficient street townhouse development is encouraged while more efficient development forms are discouraged.

The Policy Report ignores some very pragmatic benefits associated with common element and Block townhouse development which reduces cost to the municipality. These include the following:

- 1) garbage pickup is private
- 2) snow removal is private
- 3) road maintenance cost is zero to the City.
- 4) street lighting costs and sewer maintenance costs are private internal to the site.

City Park Homes has built two townhouse developments in the City of Vaughan, Ravines of Islington and West Woodbridge Village, the former consisting of 13 units and the latter 56 units.

In the case of Ravines of Islington, if the new policies and guidelines as proposed were applied, they would result in the refusal of the development because it could not comply with the proposed policies and guidelines. While the lot is deep, there is insufficient width to provide a public street. The rear yard requirements would not comply and there is a flankage condition facing Islington Avenue.

With regard to West Woodbridge Village, a total of 56 dwelling units were approved and serviced by a common element condominium road. If the plan was approved on the basis of a public road as required by the proposed policies using a 17.5m public right-of-way, the plan would only yield 24 units. The impact of requiring all units to front a public road is severe. In this particular case, the use of a private condominium road facilitated the preservation of heritage structures on Kipling Avenue.

The point is, one design solution does not fit all circumstances. This is why a prescriptive approach as proposed, is untenable. The policies should be flexible with

sufficient guidance to allow professional planning staff to use their training and skills to evaluate the design merit of applications taking into account site conditions that vary from one location to another. The prescriptive approach being proposed does not accommodate innovation or flexibility which can be achieved through site plan control. These two examples illustrate that the common element condominium townhouse is more efficient with respect to unit yield, service efficiency, and in providing ground related housing which contributes to meeting the intensification goals of the Province, Region of York and City of Vaughan. In every situation where a private common element road is substituted with a public road, the impact is a reduction in units and accordingly diminishes the ability of the municipality to achieve an appropriate level of intensification through a low-rise form of development.

We are not opposed to developing townhouse projects with a public road. Our opposition is to the requirement that all projects must be designed so that all townhouse units must face a public road. This fails to recognize that deep lots which are suitable for townhouse development may not be able to accommodate a public road.

We are in receipt of communication C6, October 19, 2016, CW Report 34 item 9 from Mr. John MacKenzie, Deputy City Manager, Planning and Growth Management. The willingness to have further consultation and review of private driveways or internal laneways is appreciated. However, we have a fundamental disagreement with the requirement that an Official Plan Amendment will be required simply because of private road access as opposed to public access. Whether the development is serviced by a private or public road should have no bearing on the outcome of a townhouse application as this form is recognized as a compatible type of housing with single and semi-detached forms under the City of Vaughan Official Plan 2010.

City Park Homes has three current townhouse development applications which are in process and all three have received notice of complete application from the City. Given that the submission of these applications has preceded Council consideration of the proposed Official Plan Amendments and Guidelines for townhouses within the Low-Rise Residential designation, it is City Park Homes' position that these applications should be processed under the planning policies in effect at the time the complete applications were made and that the proposed Official Plan Amendments and guidelines should not

be applied retroactively to existing development applications. Accordingly, it is requested that written confirmation be provided to City Park Homes concerning the City's intentions with regard to processing the current applications which have been deemed to be complete through notice received from the Planning Department. While this letter addresses the proposed Official Plan Amendments, attached are comments regarding the proposed design guidelines which have been dealt with separately by Council. The concerns with the guidelines are similar with respect to private versus public road proposals. There are other issues concerning the guidelines which are addressed in the attachment.

A number of issues have been raised in this submission which are a deep concern to our client and the development industry. A fair balance between restriction and permission should be exercised through the implementation of public policy. It is our opinion that fair balance will not be exercised through the proposed Official Plan policies and guidelines.

Sincerely,

A handwritten signature in black ink, appearing to be 'John Zipay', with a stylized, flowing script.

John Zipay MCIP, RPP, MSc, U.R.P.

cc: John MacKenzie
Leo Longo
G. Borean
Chris Zeppa, President City Park Homes
Michael Pozzebon, York Chapter of the Building Industry Land Association
Danielle Chin, Senior Manager, BILD
Jeffrey Abrams, City Clerk, Vaughan

List of City Park Homes Group of Companies

Ultra Towns Inc.

Ravines of Islington Encore Inc.

Pine Valley Enclave Ltd.

Pine Valley Enclave II Ltd

Nashville Kleinburg Holdings Inc.

Townhouse Guidelines Review

Guideline Number 5.1

- 1) Requires townhouse “dwellings” to have their front entrance on a public street.

Private driveways or laneways should not be used to provide frontage for townhouses either flanking the street or located to the rear of dwellings fronting the street.

Comment

Not all lot configurations will lend themselves to having each dwelling face a public street within a townhouse development. In the case of deep lots such as Pine Valley Enclave and Ravines of Islington, there is insufficient lot width to provide a public street orientation for all units.

If a public street as opposed to the private condominium road were implemented for these sites, the density of the project would be dramatically reduced because of the space required for a public street. In the case of Pine Valley, a public road would result in approximately 19 units instead of the 28 that were approved with the private condominium road.

This project was approved as a common element development with a private road serving the units in the interior of the block with the front entrance of interior units facing

the private road. The as approved development by the O.M.B. has 4 units adjacent to Pine Valley which, in fact, are oriented to Pine Valley with their front door facing the public street. Garages for these units are located to the rear facing the interior of the site with access to the private condominium road. The view from the public street presents a front yard condition and screens the interior from public view.

The proposed guideline would not allow this development and many others because it is developed as a private road. The resultant reduction in density is totally contrary to the Provincial, Regional and City planning documents which encourage density and efficient use of land and services.

The guideline should be amended so as not to prohibit townhouse development on private condominium roads while at the same time it should require the first row of townhouse dwellings, which are adjacent to an existing public road, to be oriented to the existing public street where feasible.

The guideline should be replaced with the following:

Replacement Wording

5.1 In an infill situation where either a Block Townhouse development or Common Element Townhouse development is proposed, dwellings which are adjacent to an existing public street should be oriented to have their front entrance facing the existing public street where feasible. Interior dwellings may be serviced by

private condominium roads. A flankage condition facing a public street may be considered provided that architectural treatment of the structure is designed to be compatible with the prevailing streetscape and their front elevation.

Guideline 5.2

“Front paths should provide direct access to each unit from the sidewalk.”

Comment

Needs to be reworded for clarity.

Replacement Wording

5.2 Where a townhouse dwelling unit faces a public street, a front path should be provided to give direct access from the dwelling unit to the public sidewalk.

Guideline 5.10

“The rear of the townhouse unit should be setback 12 metres from the rear laneway. A minimum landscaped buffer from the rear property line to the laneways should be provided.”

Comment

This guideline assumes that a garage accessed from the rear of a dwelling unit will be either detached or projecting some distance from the rear face of the building and

consequently, an extra 6.0m is required to provide a rear yard amenity area. It fails to recognize other design scenarios. For example, the garage could be built recessed into the main structure which would not require such a deep setback to accommodate an amenity area. Another example might be the provision of amenity space above a projecting garage which would negate the necessity of providing such a deep setback. The main intent seems to be the provision of a minimum amenity area. This could be quantified and determined through the site plan process as design options could be vetted rather than rigidly prescribed. In some situations, market influence would dictate that amenity space could be less for some units where purchasers don't want as large an outdoor space.

Replacement Wording

Where the garage of a townhouse unit is located in the rear of the unit and accessed by a rear laneway, the setback from the face of the garage to the laneway should be 6.0m when the garage is attached and forms part of the dwelling structure. Where the garage is detached, sufficient space should be provided for an additional parking space and appropriate amenity area which would be determined through the site plan process.

Guideline 5.31

5.31 “Artificially raised or lowered grades, or low-lying areas where water collects outside of swales or rain gardens are prohibited.”

Comment

I have spoken with others about this guideline and it is not clear what is intended.

Either scrap it because it doesn't make sense or revise it. In my opinion, there are enough guidelines and grading control through the site plan and subdivision process to ascertain an appropriate grading plan of a site.

The guideline as written makes no sense. What is the meaning of “artificially raised or lowered”? As soon as you put a tractor blade to the ground, the grading is changed and therefore is artificial. The purpose of grading is to drain water from a site so that it does not flow onto neighbouring land and is dispersed in an environmentally appropriate manner or to provide appropriate topography across a site to accommodate roads, sidewalks and services. That is why grading plans are reviewed by the Engineering Department and the Toronto Region Conservation Authority. This guideline is unnecessary and unclear.

Guideline 5.30

5.30 “Generally, there should be minimal changes to the existing grades on the site, and the existing natural grades at the property lines should be maintained.”

Comment

The wording of this guideline will only result in an argument between the approval authority and the proponent of a project. What is meant by “minimal changes to the existing grades”? The Hayhoe Mills site being developed by Citizen would not meet the intent of this guideline as there has been dramatic changes to the natural grading which was recently approved by the City and the TRCA.

A significant point to consider is that because infill redevelopment occurs in areas that are already developed, the ground has, in many situations, already been modified on adjacent properties and on the subject redevelopment site. More often than not, the “natural grades” no longer exist because of retaining walls, raised gardens, lawns and accessory structures.

Replacement Wording

5.30 “Approved grading changes on a site should be such that no adverse impact is imposed on adjacent properties and to ensure that the grading along an adjacent property line is maintained as existing on the adjacent property prior to development unless it can be demonstrated that a change is needed. Grading

plans approval will be subject to review through the site plan or subdivision process and grading changes should only be made to accommodate safe access of pedestrians and vehicles, appropriate water management and site servicing, and a compatible relationship between adjacent properties.”

Subject: FW: Committee of the Whole November 1, 2016--
Agenda . Please acknowledge Receipt.

Attachments: Keele Street Comments on Low Density Residential Study Vaughan may 2016.pdf; Keele
Street Public Hearing June 16, 2015-Helen.pdf; Letter of Objection-- Public Hearing
November 1^J 2016.pdf

From: hlepek@primus.ca [<mailto:helen.lepek@gmail.com>]

Sent: Monday, October 31, 2016 11:54 AM

To: Clerks@vaughan.ca

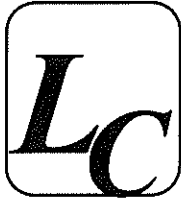
Cc: Michael Guglietti; Dona Fiore; tonyb@abai.ca; Fearon, Kyle

Subject: Committee of the Whole November 1, 2016-- Letter of Objection for Addendum Agenda . Please acknowledge Receipt.

Hi,

Letter of objection is attached including two earlier letters with more details. Please acknowledge receipt and include this letter in the distribution of addendum items to Council members.

Lepek Consulting Inc.
2 Edith Drive Suite 503
Toronto, ON M4R 2H7
Phone: 416-485-3390
Cell: 416-723-7396



LEPEK CONSULTING INC.
LAND USE PLANNING AND DEVELOPMENT CONSULTING

Helen Lepek, Hon. B.A., M.C.I.P., R.P.P.

October 31, 2016

e-mail clerks@vaughan.ca
City of Vaughan
Planning Department
2141 Major Mackenzie Drive
Maple, ON

Re: Item 2: Committee of the Whole Meeting Agenda for November 1, 2016
Proposed Amendments to the Vaughan Official Plan 2010 - (File #15.120.1) Low-Rise
Residential Designation on behalf of Stevenwave Co-Tenancy 9796, 9804 and 9818 Keele
Street City of Vaughan

This is further to comment letters dated June 25, 2015 and May 15, 2016. These letters set out our very serious concerns with the proposed guidelines which are now proposed to be formalized by amendments to the Vaughan Official Plan 2010. We would like our objection letter added to the addendum items agenda and distributed to Council.

We object to the staff-recommended official plan amendment policies. We feel they are overly restrictive and do not afford an opportunity to utilize arterial road locations effectively. **We believe that interior neighbourhoods can be protected without these strict restrictions on lot sizes, orientation, lanes, etc. being proposed for arterial roads.**


Furthermore, the proposed policy changes do not recognize specific locations such as this one, where there is a separation by a watercourse from the interior neighbourhood. Planning by definition is the management of change. It is appropriate and good planning to allow the arterial roads to be intensified. The approach should be flexible and innovative, not just aimed at maintaining the status quo. Arterials, where the best opportunities for intensification exist, should be treated with flexibility

For these reasons, we are objecting to the recommended Official Plan amendments and urge Council to reconsider their adoption.

Copies of our earlier letters are attached. Kindly acknowledge receipt.

Yours truly,

LEPEK CONSULTING INC.

A handwritten signature in black ink, appearing to read 'Helen Lepek', with a long horizontal flourish extending to the right.

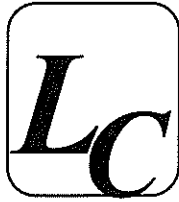
per: Helen Lepek, M.C.I.P., R.P.P.

copies:

Stevenwave-Co-tenancy

A. Baldassara

Kyle Fearon



LEPEK CONSULTING INC.
LAND USE PLANNING AND DEVELOPMENT CONSULTING

Helen Lepek, Hon. B.A., M.C.I.P., R.P.P.

June 8, 2015

e-mail policyplanning@vaughan.ca
City of Vaughan
Policy Planning Department
2141 Major Mackenzie Drive
Maple, ON

Attention: Melissa Rossi Senior Planner

Re: Stevenwave Co-Tenancy 9796, 9804 and 9818 Keele Street—City of Vaughan
Council Public Hearing: Low-Rise Residential Designation Policy Review June 16, 2015
File No. 15.120 Low-Rise Residential Designation Policy Review.

I am writing this letter on behalf of the above-noted properties. We have been working for some time on a townhouse proposal for the Subject Lands. Please note that I am writing this letter in advance of a staff report being issued as I will be out of the country until June 23, 2015. I am writing this without the benefit of having reviewed an information report. Upon my return, I will be reviewing the report and minutes of the Public Hearing. I may be submitting additional comments.

I. History

We have been working on a proposal for townhouse development at this location since 2013.

A pre-consultation meeting was held with City staff on August 23, 2013. Following that meeting, we developed a work program and the steps towards submission of rezoning and site plan applications were initiated. Included in the steps to submission was consultation with the TRCA to determine the development envelope since there is a watercourse located to the west of the subject lands. We have also investigated servicing and heritage issues.

II. The Interim Control By-law 120-2014

The Interim Control By-law was enacted during our pre-submission investigations. Brattys LLP filed an appeal to the By-law No. 120-14 on October 29, 2014. We are a party to the OMB Hearing scheduled to commence on October 26, 2015.

III. Planning Justification

We believe that the redevelopment of the Subject Lands for townhouses is supportable for the following reasons:

1. Townhouses are a permitted use in the Low-Rise Residential designation in the Vaughan Official Plan 2010.
2. Intensification in urban serviced areas is supported by the Provincial Policy Statement 2014.
3. The massing provided by townhouse units provides an opportunity for attractive streetscapes along a wider arterial road (Keele Street).
4. The location at the intersection of an arterial and local road provides for opportunities for appropriate access and parking without compromising traffic movements on Keele Street.
5. There is physical separation between this property and the residential neighbourhood to the west. A natural buffer and distance separation is created by the existing watercourse, the Ramsey Armitage Park and the Maple Lions Centre.
6. Architectural compatibility with the Maple Heritage District for uses along Keele Street can be achieved through site plan design.

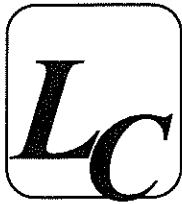
I will be reviewing the Urban Strategies Inc. report upon my return and as indicated may be making additional submissions. Please provide these comments

Yours truly,
LEPEK CONSULTING INC.

A handwritten signature in black ink, appearing to read 'Helen Lepek', followed by a long horizontal line.

per: Helen Lepek, M.C.I.P., R.P.P.

copies:
Stevenwave-Co-tenancy
Brattys LLP - C. Facciolo



LEPEK CONSULTING INC.
LAND USE PLANNING AND DEVELOPMENT CONSULTING

Helen Lepek, Hon. B.A., M.C.I.P., R.P.P.

May 25, 2016

e-mail kyle.fearon@vaughan.ca
City of Vaughan
Planning Department
2141 Major Mackenzie Drive
Maple, ON

Attention: Mr. Kyle Fearon

**Re: Stevenwave Co-Tenancy 9796, 9804 and 9818 Keele Street—City of Vaughan
Low-Rise Residential Designation Policy Review
File No. 15.120 Low-Rise Residential Designation Policy Review.**

This is further to the letter dated June 25, 2015 (copy attached) which I wrote on behalf of the above-noted project and the City's request for comments on the Community Area Policy Review Study for Low-Rise Residential designation tabled at Committee of the Whole in March of this year.

We have now had an opportunity to review the study. These comments are directed to development along arterials in general, but more particularly to Keele Street and the above-noted properties.

Comments related these specific properties have been bolded, boxed and italicized.

One of the purposes of the report was to review policies for redevelopment along arterial roads particularly with respect to uses such as townhouses and semi-detached dwellings. A policy directed at such uses is welcome. However, we have the following comments related to these new policies

Loss of Trees Policy 9.1.2.2 h.

It is inevitable that there will be some loss of trees with townhouse developments and tree preservation will be encouraged, however, this should not be used as a reason to preclude townhouse development on specific sites. Hopefully, that is not the intent since there are policies directed at loss of trees in Section 5.3 (Townhouse Infill Guidelines).

Arterial Roads- Policy 9.1.2.4

1. The word “limited” should be deleted in the third line. Arterial roads are a good location for intensification. Additional arterial road locations should be designated as Intensification Areas

Keele Street is designated as a Major Arterial on Schedule 9 to the official plan. On Schedule 10: Major Transit Network of the Official Plan it is designated “Regional Transit Priority Network”. As such, Keele Street is a location that should provide opportunities for intensification. This can be done without being identical to the forms of housing in the interior of Community areas. Appropriate locations on Keele Street (such as this one) should be identified as suitable for intensification.

2. Item c. Townhouses on private laneways should be permitted. Back to back or laneway houses are a good and acceptable form of housing along arterials. The report’s assessment of best practices in other jurisdictions does not include the Town of Richmond Hill which does approve this form of housing fronting on arterial roads.

Lands abutting an arterial are often not an integral part of the neighbourhood. Such lands are “fringe” to the neighbourhood. With reference to our lands, the subject lands do not directly abut existing houses to the west. There is Maple Legion Hall and Ramsey Armitage Park, a linear park, separating these lands from the lands to the west. This provides a great opportunity for transit supportive townhouse development oriented to Keele Street that will not interfere with the interior low density neighbourhood.

3. Items d. and e.

We do not agree. There has to be compatibility and recognition of the existing neighbourhood but the townhouses should not have to mimic the pattern of front, side, and rear yard requirements.

Section 5.3 Proposed Townhouse Infill guidelines

Arterial roads provide opportunities for the creativity of site layouts. Some of the proposed guideline standards hamper this. In this regard:

- Private laneway development should be permitted.
- Setbacks from the arterial road should be a minimum of 3 metres as permitted by the Region in other municipalities.
- 3 Storey height should be permitted even if adjacent properties are of a different height.

- Townhouse units do not need to be separated by 12 metres from a rear lane to function well and be well-designed.
- Townhouses need an amenity space but it need not necessarily be at grade private fenced backyard. Nor does it need to be 7.5 metres of rear yard.
- Rear areas do not have to have 50% of their area as soft landscaping in order to be attractive.

Note: in the case of this specific site—there is a park abutting the westerly limit of the property.

- Townhouse units do not have to have a minimum 12 metre depth. There are instances where a wider than 6 metre unit with a shallower than 12 metre depth will create an attractive livable home.

I repeat below the planning justification for this property sent in my 2015 letter:

Planning Justification

We believe that townhouses are supportable in this location for the following reasons:

1. 3 storey townhouses are a permitted use in the Low-Rise Residential designation in the Vaughan Official Plan 2010.
2. Intensification in urban serviced areas is supported by the Provincial Policy Statement.
3. The massing provided by townhouse units provides an opportunity for attractive streetscapes along a wider arterial road (Keele Street)
4. The location at the intersection of an arterial and local road provides for opportunities for appropriate access and parking without compromising traffic movements on Keele Street.
5. There is physical separation between this property and the residential neighbourhood to the west. A natural buffer and distance separation is created by the existing watercourse, the Ramsey Armitage Park and the Maple Lions Centre.
6. Architectural compatibility with the Maple Heritage District for uses along Keele Street can be achieved through site plan design.

Please keep me informed of meetings related to this study and its implementation. Thanks.

Yours truly,

LEPEK CONSULTING INC.

A handwritten signature in black ink, appearing to read 'Helen Lepek', with a long horizontal flourish extending to the right.

per: Helen Lepek, M.C.I.P., R.P.P.

copies:

Stevenwave-Co-tenancy

A. Baldassara

Subject: FW: Letter Regarding Community Area Policy Review
Attachments: Letter to City of Vaughan_Hayhoe - OPA.pdf

C 6
COMMUNICATION
CW (PH) - NOVEMBER 1, 2016
ITEM - 2

From: Joe Balderston [<mailto:jbalderson@bruttoconsulting.ca>]
Sent: Monday, October 31, 2016 11:27 AM
To: Bevilacqua, Maurizio <Maurizio.Bevilacqua@vaughan.ca>; Abrams, Jeffrey <Jeffrey.Abrams@vaughan.ca>; Fearon, Kyle <Kyle.Fearon@vaughan.ca>
Cc: Justin Malfara <jmalfara@bruttoconsulting.ca>; Claudio Brutto <cbrutto@bruttoconsulting.ca>
Subject: Re: Letter Regarding Community Area Policy Review for Low-Rise Residential Designations

Dear Sir,

Apologies, see attached.

Regards,

Joe Balderston, BURPI
Planner

Office: 6-999 Edgeley Blvd, Vaughan On L4K 5Z4
Tel: (905) 761-5497 | Cell: (416) 409-6112 |
Email: jbalderson@bruttoconsulting.ca

From: Joe Balderston
Sent: October 31, 2016 11:24:53 AM
To: maurizio.bevilacqua@vaughan.ca; jeffrey.abrams@vaughan.ca; kyle.fearon@vaughan.ca
Cc: Justin Malfara; Claudio Brutto
Subject: Letter Regarding Community Area Policy Review for Low-Rise Residential Designations

Good Morning,

As Planning Consultants for the owners of the lands located at 61-83 Hayhoe Avenue, please refer to the attached letter expressing our opinions and concerns regarding the Community Area Policy Review for Low-Rise Residential Designations re: November 1st, 2016 - Public Meeting.

Regards,

Joe Balderston, BURPI
Planner

Office: 6-999 Edgeley Blvd, Vaughan On L4K 5Z4
Tel: (905) 761-5497 | Cell: (416) 409-6112 |
Email: jbalderson@bruttoconsulting.ca

Brutto Consulting

999 Edgeley Blvd - Unit 6
Vaughan, ON L4K 4Z4

Tel. (905) 851-1201 Fax (905) 761-9890
info@bruttoconsulting.ca

October 31, 2016

Mr. Mayor Maurizio Bevilacqua, and Members of Council

Mr. Jeffrey A. Abrams , City Clerk

Mr. Kyle Fearon, Planner 1

City of Vaughan

2141 Major Mackenzie Drive

Vaughan, Ontario, L6A 1T1

**Re: Submission Concerning the Community Area Policy Review for Low-Rise Residential
Designations re: November 1st, 2016 – Public Meeting**

Dear Sir,

We are the Planning Consultants for the owners of the lands located at 61-83 Hayhoe Avenue, Vaughan. On behalf of our Clients we are submitting the following letter to express our interest and concerns having regard to the City of Vaughan's Low Rise Residential Policy Review. Included herein is a general overview of our concerns to the proposed policies within the Draft Community Areas and Low-Rise Residential Areas Study and Policy Review for Low-Rise Residential Designations Report dated January 2016.

Overview of Low Rise Residential Policy Review VOP 2010

Included within the Low Rise Residential Policy Review are two components that we have concerns with. The first component relates to proposed policies that apply to new development within "Large Lot Areas" whereby the second components relates to new development fronting onto arterial roads. These concerns have been identified in greater detail within the following sections of this letter.

Additional clarification and clarity is required to the Draft Community Areas and Low-Rise Residential Areas Study and Policy Review for Low-Rise Residential Designations Report dated January 2016, to address new forms of development, including developments fronting arterial roads, and proposed lots having greater density, built form, and/or decreased lot sizes than those of the surrounding area.

Proposed Amendment to Policy 9.2.3.1

Policy 9.1.2.4 included within the Draft Community Areas and Low-Rise Residential Areas Study states that all new dwellings (semi-detached & townhouse dwellings) shall have frontage onto a public street, and that laneways or private driveways shall be discouraged. The following policy requires further consideration and clarity as infill developments having frontage onto, and requiring access from an arterial road have not been appropriately considered.

In the event of lots fronting onto arterial roads, the City of Vaughan and Regional Municipality of York will typically discourage multiple driveways intersecting with the roadway. In turn, a private driveway parallel to the arterial roadway is required to permit said developments. Policy 9.2.3.1 shall consider this.

Moreover, section 9.1.2.4 expresses that parking for units fronting on an Arterial Street shall be located at the rear of units or underground. This often at time is not feasible for low density developments such as semi-detached and townhouse dwellings. Parking at the rear of the dwelling will further reduce rear yard private amenity space for residents and will force each unit to be closer to the roadway, further reducing privacy for residents, and potentially aiding to increased noise and light disturbances stemming from vehicle traffic. It is our recommendation that parking shall still be permitted within a front yard garage and driveway, as this helps establish a suitable front yard setback, and has no impact on surrounding land uses.

Lastly, Policy 9.1.2.4 proposes that the scale and massing of townhouse developments shall respect the scale and massing of adjacent development and any applicable urban design guidelines. Given that Policy 9.1.2.4 addresses semi-detached and townhouse built forms, further clarification and direction is required for the scale and massing of semi-detached dwellings.

Proposed Amendment to Policy 9.1.2.3

The proposed policy amendment to Section 9.1.2.3 of the Official Plan speaks to the character of existing established neighborhoods and how new development shall be structured. More specifically the proposed policy states that “In the case of lot creation, new lots should be equal to or exceed the frontages of the adjacent nearby and facing adjoining or facing lots, or the average of the frontage of the adjoining lots where they differ.”

In our opinion, this policy will limit the possibility for intensified land uses even if they are found to be compatible with the existing surrounding uses. In respecting large-lot neighborhoods it is acknowledged that a transition between any built form should be warranted. Contrary to the proposed policies of Section 9.1.2.3, the compatibility between two different types of built form in our opinion can be achieved without limiting lot sizes to that of the existing uses. Examples include but are not limited to, increased setbacks between lower and higher density uses, limitations to building height, vegetation buffers, or a transition in lot widths, with the largest lot being adjacent to existing large lots.

Proposed Amendment to Policy 9.1.2.4

Lastly, proposed Policy 9.2.3.1 states that “In established Community Areas where Detached Houses and Semi-Detached Houses exist, with existing development, the scale, massing, setback and orientation of new 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 of the same type in the immediate area. Variations are permitted for the purposes of minimizing driveways.”

In respect to this policy further direction is required to address how the scale, massing, setback and orientation of new detached dwellings or semi-detached dwellings will be determined if the surrounding area is comprised of only one type of built form, be it detached dwellings or semi-detached dwellings.

Furthermore, this policy is restrictive, as this level of direction in our opinion is more appropriate to be addressed through the Zoning By-law. Keeping in touch with the basis and intent of Policy 9.2.3.1 the scale, massing, setback and orientation of new Detached Houses and Semi Detached Houses should be appropriate, desirable, and compliant with the land use and built form characteristics of the surrounding area.

Conclusion

In turn, it is of our opinion that the proposed policies within the Draft Community Areas and Low-Rise Residential Areas Study and Policy Review for Low-Rise Residential Designations Report dated January 2016 should recognize the concerns and opinions expressed within this letter.

If you have any questions please do not hesitate to contact me at any time.

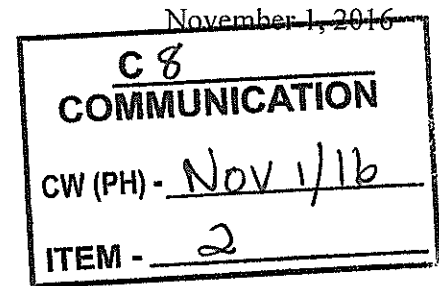
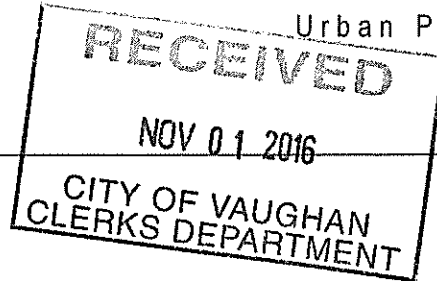
Respectfully,



Claudio P. Brutto, MCIP, RPP
President
Brutto Consulting



Urban Planners • Project Managers



By E-Mail Only to jeffrey.abrams@vaughan.ca

City of Vaughan
2141 Major Mackenzie Drive
Vaughan, Ontario
L6A 1T1

Attn: Mayor Maurizio Bevilacqua and Members of Council
c/o Jeffrey A. Abrams, City Clerk

Re: Item 2: Committee of the Whole Meeting, November 1, 2016
Community Area Policy Review for Low-Rise Residential Designations
Proposed Amendments to the Vaughan Official Plan 2010

Evans Planning Inc. are the planning consultants for Centreville Homes (Merino) Inc. and Centreville Development Corporation. For the past several years, our Client has been actively pursuing development applications within the *Low-Rise Residential* designation, including working with City Staff, attending at Council meetings and public meetings, and participating in the process associated with the Community Area policy examination. Our Client initiated an appeal to the earlier Interim Control By-law (Ontario Municipal Board Case No. PL141252).

We have actively participated throughout the process associated through a series of submissions to the City and the attendance at the open house meeting summarized below:

- March 1, 2016 – Submission addressed to Mayor Bevilacqua and Members of Council:
 - Item 14: Committee of the Whole Meeting, March 1, 2016 Community Area Policy Review for Low-Rise Residential Designations Centreville Homes (Merino) Inc., 9770 Keele Street, Vaughan Centreville Development Corporation, 9846 Keele Street, Vaughan Implementation Options Community Area Policy Review for Low-Rise Residential Designations;
- May 10, 2016 – Open House:
 - North Thornhill Community Centre, Room A/B; 300 Pleasant Ridge Ave, Vaughan, Ontario;
- May 31, 2016 – Submission addressed to Kyle Fearon, Policy Planning & Environmental Sustainability:



- Implementation Options: Community Area Policy Review For Low-Rise Residential Designations, 9846 Keele Street, Part of Lot 19, Concession 4, City of Vaughan;
- October 5, 2016 – Correspondence to Committee of Whole Item 9:
 - Verbal Communication regarding 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;

Upon reviewing the Staff Report, which was made publicly available on Thursday, October 27, 2016, we believe that the proposed amendments to the Vaughan Official Plan 2010 (VOP 2010) and Urban Design Guidelines are prohibitive in context, restrictive in nature, provide for an inefficient use of land and municipal services and are contrary to the Provincial mandates regarding intensification.

These policies ultimately create impossible conditions to accommodate residential townhouse developments within the City of Vaughan's Low-Rise neighbourhoods and if applied in as written are effectively, prohibitive to the intensification efforts which contemplated medium-density development and promote stagnation as redevelopment is encouraged to not alter the existing character of the neighbourhood.

Lastly, enforcing these policies is contradictory to that of the recent Provincial recommendations regarding the 2015 Coordinated Land Use Planning Review, conducted by the Ministry of Municipal Affairs and Housing. The Advisory Panel's recent recommendations of an additional 60 per cent of annual new residential development is to be directed to the existing built-up areas within the municipality. It is their mandate to direct the concentration of growth toward arterial roads, to support the large investment in public transit. It is logical then, the focus of townhouse redevelopment, subject to appropriate building standard setbacks, within By-law 1-88, should be directed toward arterial roads.

Proposed Vaughan Official Plan (VOP) 2010 Amendments: Prohibitive Policies

With respect to the *Community Area Policy Review*, the approach by Urban Strategies Inc. is to provide for a "one size fits all" solution to Vaughan's *Low Rise Residential* neighbourhoods, when in fact, many neighbourhoods are unique and such amendments would be detrimental to City-wide development.

Upon review of the policy amendments, a rationale below identifies how the proposed amendments and urban design guidelines are prohibitive in context of matching existing technical criteria, restricted to areas of existing townhouse developments and provide for an inefficient use of land and municipal services.



Prohibitive in Context

The Urban Strategies Inc. report indicates that “infill townhouse developments on arterial streets in low-rise residential areas can fit compatibly with each distinct type of neighbourhood in the city” within Section 2.4. The report states that such a condition can exist if the pattern of landscaping, building orientation, setbacks is maintained. Since townhousing, is by its very nature a different form of housing—namely more intense, typified by smaller lots, shorter frontages, lesser setbacks, higher coverages, this condition cannot be achieved, and in essence the setting cannot be created where townhousing can meet these standards. The criteria provided in the proposed policy will hinder, if not eliminate, the creation or redevelopment of townhouse development along arterial roads such as Keele Street.

The report also recognizes the older larger lots located within the older communities of the City. The clear intent of policy and guideline amendments is to prevent the redevelopment of these locations, regardless of the context of the area. Large lots fronting onto busy arterial roads may no longer reflect an appropriate form of residential use and could be candidate sites to provide alternate housing choices and to utilize local centre land more efficiently. However, with the introduction of policies which require frontages to equal to that which exists, the requirement to continue to maintain outdated setbacks, and lot coverages created in times past will prohibit the opportunity to redevelop lands which may possess desirable redevelopment qualities.

Although medium-density housing may not exist along or immediately adjacent to some arterial roads within the *Low Rise Residential* designations, the gradual evolution to an alternate built form along a prominent arterial roads is discouraged, and the larger scale benefits from this transition are effectively lost. It is the Provincial, Regional and Municipal mandate to allocate and direct growth along arterial roads to support the large investments made in public transit. Opportunity should be made available in the Official Plan for the arterial streetscape to be dynamic and allow for change appropriately over time as alternative forms of housing are often needed to sustain the long term viability of areas.

Restrictive in Nature

Another narrative of the proposed policies and guidelines is to “...ensure new townhouses are only introduced where they already exist”. Until each situation is assessed on its own merits, it is unreasonable to impose a blanket control that townhouses can only be redeveloped where other townhouses presently exist.

Limiting building typology will reduce and suppress the opportunity for providing affordable housing with the City, and would significantly reduce the opportunity to offer a range of mix of housing types and limit to areas comprised of singular building typologies. In the existing



Low Rise Residential neighbourhood, medium density developments have previously been approved, often in proximity to the existing single family subdivisions and over time, have become integrated into the fabric of the community. These developments now play a vital role in the provision of alternate forms of housing choices in Vaughan. Located at 9589 Keele Street, “Villas in Old Maple”, is an existing medium density development constructed in 2013, within the *Low Rise Residential* designation. The built form is two storeys in height and consists of 22 units. In addition, a four storey apartment building is located nearby, at 9519 Keele Street.

It is clear from the examples above, that the City of Vaughan has recently accepted applications for medium density developments within proximity to single family subdivisions. According to the policy amendments put forth by the study, these developments would not be considered as they alter the general character of the established neighbourhoods. It is fair to say that these redevelopments have become part of the existing fabric and are functioning well while adjacent to existing single detached dwellings. Further proven, the issue of compatibility was measured based on the function of coexistence between the differing building typologies.

We respectfully submit that the criteria of this proposed policy be amended to allow for the opportunity of townhouse development along arterial roads, by reinforcing the notion that compatible, does not necessarily mean identical. The provision of adequate buffering in the form of separation of landscaping or architectural treatment should be employed rather than developing controls which cannot be satisfied. It would appear that the language addressed within these policies are to limit or permanently prevent any townhouse development where there is not any previously existing townhouse development which includes “arterial areas” defined in the study

Inefficient Use of Municipal Land & Services

The proposed amendments create situations that do not represent an efficient use of land and municipal services. The amendments do not address situations wherein the lands to be developed are large in size and possess considerable depths. This provision does not support the creation of lane-fronting units. Consequently, prime urban lands will only be able to re-develop at an inefficient scale. The provision to require new units to front onto a public street will prevent urban lands from being utilized wisely and efficiently. The redevelopment of many large lots in Vaughan, under this policy regime, would stifle the use of the rear portions of these landholdings. The result would be an inefficient, irregular pattern of development and would result in the underutilization of many sites capable of supporting townhouse redevelopment.

Further, the qualifying criteria needed to facilitate medium density redevelopment are such that it is virtually impossible to achieve. The policy amendments provided do not afford the opportunity for many areas of Vaughan, to move forward with a built form transition.



It is suggested that the policies be revised to recognize the locational attributes of any particular site seeking medium-density residential development. Said conditions should reflect the arterial road, access to public transit and other community amenities as criteria for key locations of redevelopment.

We believe that the proposed amendments create situations that do not represent an efficient use of land and municipal services, and do not promote growth within neighbourhoods.

Stacked Townhouses should be permitted along arterial roads as within Section 9.2.3.3 of the VOP 2010, as they are an attached *Low-Rise Residential* building form. This form of development represents an efficient use of land and can be an alternative to properties with large, wide frontages and shallow depths.

It is clear that enforcing these policies is opposite that of the recent Provincial recommendations regarding the 2015 Coordinated Land Use Planning Review, conducted by the Ministry of Municipal Affairs and Housing. The policies effectively suffocates growth in these areas and directly contradicts the recent recommendations issued by the Advisory Panel with respect to preventing the additional 60 per cent of annual new residential development directed to the existing built-up areas within the municipality.

2015 Coordinated Land Use Planning Review

As part of the 2015 Coordinated Land Use Planning Review, conducted by the Ministry of Municipal Affairs and Housing, the Advisory Panel for the Policy Review has released its recommendations on May 10, 2016 for consideration to changes to the four Provincial Plans:

- The Growth Plan for the Greater Golden Horseshoe
- The Greenbelt Plan
- The Oak Ridges Moraine Conservation Plan
- The Niagara Escarpment Plan

Given the pressures of significant growth within the Province, strategies have been developed to forecast growth and to establish criteria policies for building complete communities. Specifically, the following three amendments have a direct impact on the subject land and the City of Vaughan as whole:

- Strengthening protections for employment lands and transit corridors
- Requiring zoning along transit corridors to provide adequate density to support transit



- Requiring at least 60 per cent of annual new residential development to be within the exiting built-up area of a municipality

It is evident that the findings of the initial policy direction of the 2015 Coordinated Land Use Planning Review and above proposed amendments, is that it is good planning to direct additional growth and concentration of populations to existing transit corridors and arterial roads. The local implication for the proposed policies and guidelines is that it would seem increasingly logical to locate increased density forms of development along these transit corridors, such as Keele Street. In order to reap the benefits of focused urban growth, it is imperative to support the Provincial and Municipal investments in public transit infrastructure along these corridors. Therefore, it is suggested that the potential amendments and guidelines to the VOP 2010 be revised to reflect these latest policy directive to encourage appropriate density increases where municipal service utilization can be maximized.

Summary

Given the relatively recent approval of the existing VOP policies, which included significant consultation and public engagement, we believe the existing policies do not require specific criteria relating to technical matters such as matching adjacent setbacks, orientation only on public streets and limiting townhouse typology to location that contain existing townhouse typologies.

We respectfully request, that the policies contained within the Urban Strategies Inc. report not be adopted, as it is submitted that they are inordinately restrictive and on an overall basis counter-productive to modern-day city building principles. The recommended policies and guidelines are prohibitive and conflicting in nature. While policies generally acknowledge that townhouse development may be appropriate for lands adjacent to the arterial road system, the implementing policies would be difficult, if not impossible, to satisfy, thereby negating the opportunity to redevelop with medium density residential uses.

It is the policy mandate of the Province, Region and the City of Vaughan to concentrate new population growth and densities within the municipality toward arterial roads, community services and recreational amenities. Therefore, medium density redevelopment should be promoted at appropriate locations adjacent to arterial roads.

Street townhouses, as per the VOP 2010 are considered *Low-Rise Residential*, grade-related uses. It is evident that throughout many other municipalities and the specific sites mentioned in this correspondence, multiple-unit dwellings can coexist adjacent to single family dwellings, provided an adequate buffer is utilized.



Urban Planners • Project Managers

Furthermore, in light of recent Provincial recommendations regarding the 2015 Coordinated Land Use Planning Review wherein the Advisory Panel has recommended that 60 per cent of annual new residential development is to be directed to the existing built-up areas within the municipality, alternative, efficient forms of housing in appropriate locations should be encouraged, rather than stifled. It would seem that the product of the recommended policies brought forth in this study, will hamper the potential for future residential growth to utilize the amenities associated with an arterial road location.

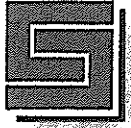
On behalf of our Client, I would like to thank you for the opportunity to provide this letter to you.

Should you have any questions with respect to the foregoing, please do not hesitate to contact the undersigned.

Yours truly,

Paul Tobia
Associate Planner
Evans Planning Inc.

cc Mr. John Mackenzie, Deputy City Manager, Planning and Growth Management
Roy McQuillin, Director of Policy Planning and Environmental Sustainability
Melissa Rossi, Manager, Policy Planning
Kyle Fearon, Planner, Policy Planning
Centreville Homes (Merino) Inc.,
Centreville Development Corporation



GLEN SCHNARR & ASSOCIATES INC.
URBAN & REGIONAL PLANNERS, LAND DEVELOPMENT CONSULTANTS

PARTNERS:

GLEN SCHNARR, MCIP, RPP
GLEN BROLL, MCIP, RPP
COLIN CHUNG, MCIP, RPP

ASSOCIATES:

JASON AFONSO, MCIP, RPP
KAREN BENNETT, MCIP, RPP
CARL BRAWLEY, MCIP, RPP
JIM LEVAC, BAA, MCIP, RPP

November 1, 2016

Refer To File: 984-001

Chairman & Members of Committee of the Whole
City of Vaughan
2141 Major Mackenzie Drive
Vaughan, Ontario L6A 1T1

Attn: Mr. John Britto
Committee Coordinator

C 9
COMMUNICATION
CW (PH) - <u>Nov 1/16</u>
ITEM - <u>2</u>

Dear Mr Britto:

Re: Agenda Item # 2 Staff Report Re: Community Area Policy Review For Low-Rise Residential Designations, Amendments to the Vaughan Official Plan 2010
Related file: DA.15.081
Southwest Corner of Springside Road & Parktree Drive
Clustergarden Estates Inc.

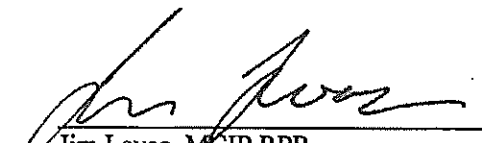
Glen Schnarr and Associates Inc. (GSAI) are planning consultants for Clustergarden Estates Inc., registered owner of the above-noted lands at the southwest corner of Springside Road and Parktree Drive. We currently are in the advanced stages of a Site Plan Approval application with the City of Vaughan which we have been working with City staff to perfect since 2015. The proposed development includes 41 back-to-back townhouse units with underground parking. A Minor Variance application (file A020/16) was also submitted concurrently for the proposed development but was deferred earlier this year and is expected to be reactivated shortly.

Having briefly reviewed the report, we have identified areas of concern with policy changes being recommended. In particular, the proposed amendment to Policy 9.2.3.2(b) seeks to prohibit back-to-back townhouses from the Low-Rise Residential Designation. Given that this proposal has reached advanced stages of the development application process with the City, our client would like to request that Committee and Council grandfather or exempt the subject development from the adoption of any proposed Official Plan Amendments respecting infill townhouse development.

Could you kindly include this correspondence on the Committee of the Whole and Council agenda for receipt. Thank you.

Yours very truly,

GLEN SCHNARR & ASSOCIATES INC.


Jim Levac, MCIP RPP
Associate

Copy: B. Waltman, Clustergarden Estates Inc.

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HUMPHRIES PLANNING GROUP INC.

October 31, 2016

City of Vaughan
Clerks Department
2141 Major Mackenzie Drive
Vaughan, ON L6A 1T1

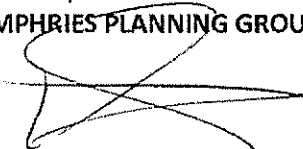
C 10 COMMUNICATION
CW (PH) - <u>Nov 1/16</u>
ITEM - <u>2</u>

Attn: Mr. Jeff Abrams
Clerk

Re: November 1 2016 Committee of the Whole Public Meeting
Community Area Policy Review
Low-Rise Residential Designations
File 15.120.1

Humphries Planning Group represents 1275621 Ontario Inc, 1321362 Ontario Inc, and 1275620 Ontario Inc collective owners of various properties throughout the City of Vaughan. The proposed policy changes remain of great concern pending confirmation of mapping which clearly illustrates the lands to which the proposed policy is expected to apply. Mapping attached with the report appears to remain unaltered from that which was presented at the October Committee of the Whole Meeting. As previously indicated, areas already subject to approved secondary plans should not be subject to the recommended policy changes.

Yours truly
HUMPHRIES PLANNING GROUP INC.


Rosemarie L. Humphries BA, MCIP RPP
President

cc. Mayor and Members of Council
Mr. John Mackenzie
client

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**WESTON
CONSULTING**

planning + urban design

Mayor and Members of Council
c/o Mr. Jeffrey Abrams, City Clerk
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November 1, 2016

File 7550/7672

C 11
COMMUNICATION
CW (PH) - <u>Nov 1/16</u>
ITEM - <u>2</u>

Dear Mayor and Members of Council,

**RE: Community Area Policy Review for Low-Rise Residential Designations
Amendments to the Vaughan Official Plan 2010 (City File No. 15.120.1)
Committee of the Whole (Public Hearing) on November 1, 2016**

Weston Consulting is the planning consultant for Sunfield Homes and is currently working with our client on multiple infill projects in the City. At this time, no formal applications have been filed; however, we have discussed potential development concepts with City staff and completed a formal pre-application consultation process with one of the projects.

This letter is provided in response to the Draft Official Plan Amendment for the Community Area Policy Review for Low-Rise Residential Designations to be heard at the Committee of the Whole Public Hearing scheduled for November 1, 2016. The following preliminary comments are provided in addition to previously provided correspondence on October 4, 2016 regarding *Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods* ('Guidelines').

The proposed amendment to the Official Plan appears to contradict an important component of the Guidelines. The third paragraph in Section 1.2 of the Guidelines acknowledge that the requirements outlined within the document are guidelines only. This is very important and we previously recommended that the City bold and/or underline this text prior to approving this document. It is our understanding that this paragraph was not emphasized in the final version of the guideline adopted by Council. This paragraph states, in part, the following:

"...not all of the design guidelines listed in this document will apply or be appropriate in every infill situation. Exceptions to the guidelines may be considered by City staff to be acceptable and will not require Council approval. Where an exception is proposed, however, the applicant will be required to demonstrate that the guidelines cannot be satisfied given the conditions of the site, and that the exception will not prevent the development from meeting the intent of the Official Plan."

Infill development projects all have their own unique constraints and characteristics. It is not realistic to assume that each individual infill project will be able to comply with all the guidelines provided in this document. The proposed amendment to the Official Plan is now making many of the guidelines formal policies in the Official Plan and removing any ability for deviation occurring without Council approval through an Official Plan Amendment. This contradicts the flexibility of the guidelines that staff recently supported and recommended to Council on the basis of good planning principles.

The following list, while not exhaustive, provide examples of proposed policies that are more appropriately dealt with through guidelines that would allow flexibility in keeping with the third paragraph of Section 1.2 of the Design Guidelines referenced above:

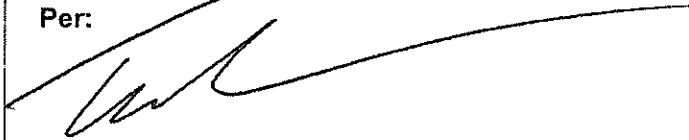
1. **Frontage and Access onto Arterial Streets:** Although provisions have been made to allow properties adjacent to Arterial Streets to intensify, in many cases these properties do not have direct access to the arterial street. It would appear that the City is contemplating restricting intensification in the form of semi-detached and townhouse dwellings to only those properties that both front and have access to an Arterial Street.
2. **Adjacent and Immediately Surrounding Context –** Revisions being considered to Policy 9.1.2.2(e) require new development to respect and reinforce the height and scale of adjacent and immediately surrounding residential properties whereas currently the Official Plan requires new development to respect and reinforce the height and scale of nearby residential properties. This further scoping the geographic extent from 'nearby' to 'adjacent and immediately surrounding' is overly restrictive. It is reasonable for variation to occur in the height and scale of development within a community and a proposed development should not be held to the same standard of the adjacent and immediately surrounding properties when other development nearby but slightly further away may be consistent with what is being proposed.
3. **Prohibition on Stacked and Back-to-Back Townhouses:** Townhouses are now subject to Policy 9.2.3.2 which states that *"For clarity, back-to-back and stacked townhouses shall not be permitted in areas designated Low-Rise Residential"*. This prohibition on more affordable forms of low density housing should be removed. Instead, the development of these building types in low-rise residential areas of the City should be subject to design guidelines and a specific zoning that ensures only appropriate sites are developed for stacked and back-to-back townhouses.
4. **Lot Frontages:** Revisions being considered to Policy 9.1.2.3 with respect to lot frontages would prohibit lot creation resulting in new lots that do not equal or exceed "the frontages of the adjoining lots, or the average of the frontage of the adjoining lots where they differ." This contradicts other proposed changes that do permit, subject to conditions, semi-detached and townhouse dwellings along arterials that would likely require reduced lot frontages when compared to adjoining lots.

We appreciate your consideration of the above and look forward to further participation in the Official Plan Review process. Please provide us with future notice of meetings, reports or draft policies in relation to this matter. Should you have any questions, please contact the undersigned at (ext. 232) or Michael Vani (ext. 252).

Yours truly,

Weston Consulting

Per:



Tim Jessop MES, MCIP, RPP
Associate

- c. Larry Lecce, Sunfield Homes (email only)
Roy McQuillin, Melissa Rossi, Bill Kiru & Clement Messere, City of Vaughan (email only)

HUMPHRIES PLANNING GROUP INC.

October 31, 2016
HPGI: 16465

C 12
COMMUNICATION
CW (PH) - <u>Nov 1/16</u>
ITEM - <u>2</u>

Clerks Department
City of Vaughan
2141 Major Mackenzie Drive
Vaughan, ON L6A 1T1

Attn: Mr. Jeff Abrams
Clerk

Re: Committee of the Whole Public Meeting November 1 2016
Item #2 - Community Area Policy Review
Low-Rise Residential Designations
Amendments to the Vaughan Official Plan 2010
File 15.120.1

Humphries Planning Group represents Marlin Spring Investments. We have reviewed the staff report for the above noted matter and note that many of our previous stated concerns outlined in correspondence to the City of Vaughan dated September 30, 2016 have not been addressed. Despite the fact that the staff report states that the guidelines are not operative/ non-statutory to the VOP 2010 amendments, they are still intended to be used for interpretation purposes and by default will be utilized as if they were statutory. The guidelines and proposed policies make no allowance for site specific circumstances as related to compliance resulting in the mandatory filing of Official Plan Amendments for situations wherein such should not be required. A degree of tolerance/ discretion should be provided. We enclose our previous correspondence illustrating this concern.

Yours truly
HUMPHRIES PLANNING GROUP INC.


Rosemarie L. Humphries BA, MCIP RPP
President

cc. Mayor and Members of Council
Mr. John Mackenzie
Client

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HUMPHRIES PLANNING GROUP INC.

September 30th, 2016

Clerks Department
City of Vaughan
2141 Major Mackenzie Dr.
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Attn: Mayor and Members of Council

Re: October 5th 2016 Committee of the Whole – Item 9
Urban Design Guidelines for infill development in established low-rise residential neighbourhoods
City File 15.120.2

Humphries Planning Group Inc. (HPGI) represents Marlin Spring Investments. On behalf of Marlin Spring Investments, HPGI has evaluated the "Draft Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods" (the Draft UDGs). It is HPGI's opinion that as currently proposed the Draft UDGs are not appropriate for approval as they represent a 'one size fits all' approach, which, although appropriate in some contexts, is not appropriate for every infill development circumstance in the City of Vaughan.

Design guidelines are intended to present a series of performance standards which are generally desirable for development. It is reasonable to expect that a proposed development in site specific circumstances should be able to vary from guidelines where the proposed development is able to demonstrate that the overall intent of the guidelines are maintained and/or certain aspects of the guidelines are just not applicable as found on a case by case basis. The proposed guidelines should incorporate some degree of flexibility in the planning process, as no policy document can adequately anticipate and provide appropriate policy for every possible site specific context. The Staff Recommendation Report prepared in support of the Draft UDGs on the other hand indicates that once approved, any variation from the policies of the Draft UDGs would result in the need for an Official Plan Amendment Application (emphasis added):

"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

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amendment to the Official Plan would be necessary. The Guidelines would serve to confirm the expectations of the Plan."

The draft UDGs are being presented as 'guidelines' for development, operatively it would be akin to Official Plan Policy, and any variation from them would require an Amendment to the Official Plan. This will result in a number of unnecessary Official Plan Amendment Applications in order to support development proposals which simply seek to address site specific conditions not anticipated by the Draft UDGs.

As part of our review of the staff report and proposed guidelines we wish to note/demonstrate several examples of where non compliance with the proposed guidelines would still meet the intent of the guidelines but would require an Official Plan amendment because the guidelines would not be met in all aspects as noted below:

- i) For example, the Draft Townhouse Infill Guidelines (part of the Draft UDGs) only consider a specific context for infill townhouse development; a context where the development site is surrounded by existing residential development on all sides. This results in guidelines such as 1.5m buffer to side yards and the 3m buffer to rear yards. However, these guidelines may not be appropriate if a site abuts an open space area of the Natural Heritage Network wherein rear yards would be desirable rather than a rear laneway with garages.
- ii) Similarly, the Draft Townhouse Infill Guidelines also only consider one type of development lot, one which is relatively deep and therefore can accommodate units with a minimum depth of 12m and also provide for a 12m setback to a rear lane, a 6m rear lane, and a 3m buffer from that lane to adjacent properties. While these prescriptive guidelines for depth and rear yard setback may be appropriate in a number of scenarios, lotting fabric along arterial roads is not consistent, and it is likely that several lots will not be able to meet these specific guidelines. However, that should not preclude creative designs which accomplish the goals of the Official Plan and provide an appropriate transition to adjacent lands/Low-Rise Development.

The fact that design guidelines require a degree of flexibility when being applied is even recognized within the Draft UDGs, which note that (emphasis added):

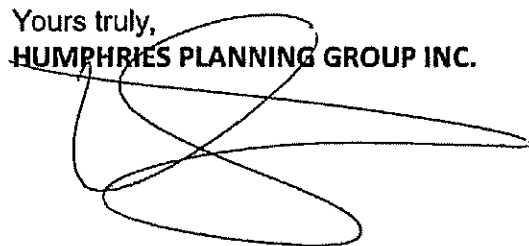
"While all infill projects in Vaughan's established Community Areas should respect these guidelines, since many infill developments are unique, not all of the design guidelines listed in this document will apply or be appropriate in every infill situation. Exceptions to the guidelines may be considered by City staff to be acceptable and will not require Council approval. Where an exception is proposed, however, the applicant will be required to demonstrate that the guideline cannot be satisfied given the conditions of the site, and that the

exception will not prevent the development from meeting the intent of the Official Plan."

However, despite this wording, as noted above, it would appear that staff expect the Draft UDGs to be read as prescriptive Official Plan policy which cannot be varied from without an Official Plan Amendment. As such HPGI, on behalf of Marlin Spring Investments, objects to the approval of the Draft Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods as recommended by staff in their current form and request that the matter be deferred. We further request that council consider establishing a policy framework that would exempt development applications on a site by site basis from having to apply for unnecessary Official Plan Amendment applications where it is demonstrated that guidelines which cannot be met is the result of site specific circumstances.

We continue to remain interested in this matter and request notification of any decisions.

Yours truly,
HUMPHRIES PLANNING GROUP INC.



Rosemarie L. Humphries BA, MCIP, RPP
President

cc. James Stevenson, Marlin Spring Investments
Kyle Fearon, Vaughan Policy Planning & Environmental Sustainability



**WESTON
CONSULTING**

planning + urban design

City of Vaughan
2141 Major Mackenzie Drive
Vaughan ON
L6A 1T1

Attn: Jeffrey Abrams, City Clerk

C 13
COMMUNICATION
CW (PH) - <u>Nov 1/16</u>
ITEM - <u>2</u>

November 1, 2016
File 6728/6729

Dear Sir,

**RE: Community Area Policy Review For Low-Rise Residential Designation
Amendments to the Vaughan Official Plan 2010**

Weston Consulting was the former planning consultant for Centra (Keele) Inc. and has since been retained by Laurier Group, the new owners of the lands in the City of Vaughan municipally known as:

1. 9785 and 9797 Keele Street and a parcel known as PCL-176; and
2. 9560 and 9570 Keele Street (collectively the 'subject lands').

This letter is provided in response to the Staff Report and document entitled *Policy Review: Vaughan Community Areas and Low-Rise Residential Areas Study* prepared by Urban Strategies dated October 2016. This letter is further to the correspondence provided on May 31, 2016 and October 5, 2016 in response to the document entitled *Draft Policy Review: Vaughan Community Areas and Low-Rise Residential Areas Study*, dated January 2016 and September 2016 respectively.

The above noted lands are designated Low Rise Residential in the City of Vaughan Official Plan ("VOP") and are within the Maple Heritage Conservation District. We have submitted development applications for the subject lands, which are under review.

We are in review of the Staff Report and appended report prepared by Urban Strategies which was made available on Thursday October 27, 2016 for the following upcoming Public Hearing held on Tuesday November 1, 2016 with regard to the *Community Area Policy Review for Low Rise Designations Proposed Amendments to the Vaughan Official Plan 2010*. This Staff Report and appended Draft Report prepared by Urban Strategies was provided five days prior to the scheduled public hearing. The Planning Act requires a notice to be circulated 20 days prior to the public meeting which includes *where and when a copy of the proposed official plan or plan amendment and information and materials will be available to the public for inspection*. As we understand, a copy of the proposed Official Plan Amendment has yet to be made available to the public and the circulated notice does not specify when the Official Plan Amendment will be

released. As such, we respectfully request that the public hearing for this item be deferred until the public has had an opportunity to review the proposed Official Plan Amendment document.

In addition, the document provided and proposed policy do not address the principles of clergy and transition for applications currently in process. In order to ensure fairness and clarity regarding the interpretation of any guidelines and policy we recommend the introduction of transition clauses within the proposed Official Plan policies for comments received and items already addressed. This would provide clarity in relation to the applicable policies for applications that were submitted under the existing policy framework such for the applications for the above noted subject lands.

Based on our review, we do not support the policy changes to 2.2.3.2, 9.1.2.1, 9.1.2.2, 9.1.2.3, 9.1.2.4, 9.1.2.5, 9.2.2.1, 9.2.3.1, 9.2.3.2 and 9.2.3.3. In particular, proposed policy 9.1.2.4 addresses lots on Arterial Streets and specifies numerical requirements of front and rear yard setbacks. We reiterate that these provisions should not be contained in an Official Plan and should be assessed at the Zoning By-law stage of the development process. This policy also prohibits frontage on private driveways and laneways. This policy inhibits appropriate infill development and densities which in our opinion are appropriate on Arterial Roads that are planned for higher order transit. Inhibiting appropriate density on Arterial Road is contrary to intensification principles in the Growth Plan to the Greater Golden Horseshoe, Provincial Policy Statement, and Regional Official Plan Policies. Furthermore, the proposed policy changes are inconsistent with other applications and developments that have been approved on the basis of these planning principles.

It is our opinion, that the proposed policies as a whole are too prescriptive and restrictive from Official Plan documents and are contrary to the direction proposed at the Provincial policy level. We appreciate the Committee's consideration of the above comments and we request to continue to be provided with any further notice of any meetings, reports or draft policies in relation to this matter. Should you have any questions, please contact the undersigned at (ext. 241) or Julia Pierdon (ext. 307).

Yours truly,
Weston Consulting
 Per

Ryan Guetter, BES, MCIP, RPP
 Vice President

c. John MacKenzie, City of Vaughan
 Aaron Platt, Davies Howe
 Clients

Magnifico, Rose

Subject:

FW: File#15.120.1--VOP 2010

C 14
COMMUNICATION
CW (PH) - <u>Nov 1/16</u>
ITEM - <u>2</u>

From: Giannotti, Antonietta [<mailto:Antonietta.Giannotti@td.com>]

Sent: Tuesday, November 01, 2016 2:18 PM

To: Policyplanning; Fearon, Kyle; Birch, Carol

Cc: antoniettagia@gmail.com

Subject: File#15.120.1--VOP 2010

I am a resident of Southview Drive, which is located at the Southeast corner of Keele and Highway 7.

I don't know if I can make the meeting tonight at 7:00pm

However I would like to have my say:

I would like to see this passed as I am a believer in leaving lots the way they are, we cannot have developers come in and divide properties whenever and wherever they want.

We are zoned as R1V Old Village Residential, builders want to come in to divide properties so they can line their pockets, let's preserve what we have.

I am totally against changing the zoning that we have, let's leave it the way it is.

This should include all of Vaughan as I believe the city receives many applications of this sort.

I was at the last meetings, which I believe were June 28th 2016 and Sept 9th 2015, I also did submit an email to Carol Birch prior to that, however I do not see my name on the list, but I do get correspondence with regards to this item.

Thank you

Antonietta and Joe Giannotti
161 Southview Dr
Concord Ontario
L4K 2K9
antoniettagia@gmail.com
4168167479

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C15 2

Community Area Policy Review for Low-Rise Residential Designations Amendments to the Vaughan Official Plan 2010

File 15.120.1

Wards 1 to 5

Public Hearing October 31, 2016

My Name: Roger Dickinson
My Address: 133 Donhill Crescent, Kleinburg

I am pleased to see the references to the Heritage Conservation District Plans and the recognition of the status of those plans.
However I would like to include additional references;

C 15
COMMUNICATION
CW (PH) - <u>Nov 1 / 16</u>
ITEM - <u>2.</u>

Page 2.48 of the Hearing document

3.6/Heritage Policies
Policy 6.2.2.9, first paragraph,
after the first sentence insert
"complying with the Heritage Conservation District Plan and"

Page 2.66 of the Hearing document

Urban Design and Built Form Policies
Proposed amendment to Policy 9.1.2.3
second paragraph
after "In order to maintain the character of established, large-lot neighbourhoods" insert
"the requirements of the respective Heritage Conservation District Plan and"

Page 2.73 of the Hearing document

Low-Rise Residential Infill Guidelines
first paragraph
after "..... surrounding neighbourhood" insert
"the requirements of the local Heritage Conservation District Plan will apply and"

I congratulate ^{2 / COUNCIL} staff on an excellent document and endorse the proposed policy changes and the Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods.



Roger Dickinson

**2. COMMUNITY AREA POLICY REVIEW
FOR LOW-RISE RESIDENTIAL DESIGNATIONS
AMENDMENTS TO THE VAUGHAN OFFICIAL PLAN 2010
FILE 15.120.1
WARDS 1 TO 5**

P.2016.36

Recommendation

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

1. THAT the Public Hearing report and presentation on the City-wide Community Area Policy Review for Low-Rise Residential Designations Study and the proposed amendments to the Vaughan Official Plan 2010 (VOP 2010) BE RECEIVED; and that any issues identified be addressed in a future Technical Report to Committee of the Whole.

Contribution to Sustainability

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

- To ensure sustainable development and redevelopment.

Economic Impact

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

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

- Notices were mailed and/or e-mailed on October 7, 2016 to stakeholders that attended or provided comment in respect of the Committee of the Whole meeting that was held on the Low-Rise Residential Policy Review that took place on March 1, 2016;
- Notices were mailed and/or e-mailed to all Ratepayers Associations in Vaughan on October 7, 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;
- Advertised in the Vaughan Citizen and Thornhill Liberal on October 13, 2016;
- Posted on the www.vaughan.ca online calendar, the www.vaughan.ca City Page Online; the Policy Planning Policies and Studies project page, and the City's electronic billboards.

Purpose

The purpose of this Public Hearing is to consider proposed amendments to the existing VOP 2010 policies resulting from the Community Area Policy Review for Low-Rise Residential Designations.

Background - Analysis and Options

Executive Summary

This Public Hearing report sets out the background and processes underlying the preparation of the Community Area Policy Review for Low-Rise Residential Designations study and the proposed amendments to VOP 2010 resulting as an outcome of the study. The report is structured as follows, thereby providing:

1. Background on Study the origin of the Community Area Policy Review for Low-Rise Residential Areas;
2. The Policy Context;
3. A summary of the public consultation strategy;
4. Issues identified in the Summary Report on Public Feedback received during the commenting period and Public Open Houses;
5. An overview of the Draft Policy Review: Identifying Vaughan's Established Low-Rise Residential Neighbourhoods;
6. Recommended policy amendments to VOP 2010;
7. Clarification of the Intent of the Policies
8. Next Steps; and
9. Conclusions leading to the draft 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 ended 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;

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 City's Municipal Comprehensive Review process. 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;

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.

On October 5, 2016 Committee of the Whole considered a related staff report on the Low-Rise Residential Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods. This is a companion piece to the policy recommendations made in this report. The Guidelines address the current VOP 2010 policies and provide guidance in their application. The policy amendments provided herein are proposed to provide further clarity to the policies of VOP 2010 when addressing infill development.

Committee of the Whole recommended approval of the staff recommendation "That the draft" Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods "be approved". Further information was requested in the form of a communication. Ratification of the Committee recommendation will be considered at the Council meeting of October 19, 2016

This report will provide an update on the community and stakeholder feedback and provide Council with potential policy amendments for consideration at this Public Hearing.

(2) Policy Context

The current policy regime governing the development of the Low-Rise Residential Area originates in a number of sources with the Vaughan Official Plan 2010. The detailed policies of VOP 2010 provide direction on the uses permitted and the development and urban design policies to be applied when considering individual proposals.

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...
 - 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 transit on 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).

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 set of policy objectives of the VOP which include:

- identifying Intensification Areas, consistent with the intensification objectives of the 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))

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.

- 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, rain barrels).
- 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;

- 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:

- 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 implemented 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,
- 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. 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;
- d. protection and enhancement of the Natural Heritage Network, including the detailed evaluation and demarcation of Core Features and Enhancement Areas;
- e. 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;
- f. the precise location of any parks, open spaces, schools, community centres, and libraries;
- g. the proposed implementation of sustainable development policies as contained in subsection 9.1.3 of this Plan;
- h. phasing of development ; and,
- i. 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 10.11.11.29 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.

Intensification Areas Identified in Policy

The Vaughan Official Plan 2010 brings the City into conformity with provincial and regional policy regarding intensification. The Growth Plan identifies urban growth centres, intensification corridors, major transit station areas, brownfield sites and greyfields as areas where intensification is meant to be focused. Growth Plan policy 2.2.2.1.b states that population and employment will be accommodated by focusing intensification in intensification areas. Provincial Policy Statement policy 1.1.3.3 provides that, "Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs".

Both the Region's Official Plan and Vaughan Official Plan 2010 identify intensification areas. The Region's urban hierarchy provides for intensification in its Centres and Corridors policy framework. The City of Vaughan identifies areas of intensification in Schedule 1 – Urban Structure, which further reinforces the location of the Centres and Intensification Corridors as the primary destination of additional density. The City's urban structure plan has been endorsed by York Region and has been approved by the Ontario Municipal Board. As such, it is in conformity with all relevant Provincial plans and policies.

The Community Area Policy Review focuses only on areas that are designated Low-Rise Residential. This designation makes up a sizeable portion of Vaughan's Community Areas which, as they are considered Stable Areas as stated in policy 2.2.3.2, they "are not intended to experience significant physical change". In addition, a primary objective of the Official Plan in policy 2.1.3.2 (e) is, "ensuring the character of established communities are maintained". When taken together, these layers of policy provide that Low-Rise Residential areas are not meant to be the recipient of a significant amount of intensification.

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 on the required implementation measures, in early 2017.

Secondary suites represent a form of intensification that will broadly apply to the Low-Rise Residential areas. These policies do not address secondary suites, which will be permitted as of right, in the official plan and zoning by-law, subject to meeting a number of tests. These matters will be addressed in the amending planning documents that will come before Council in the near future. It is the intention that the introduction of secondary suites maintain the character of their host neighbourhoods.

(3) The Public Consultation Strategy and Issues Identified

City staff solicited feedback 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 comments were obtained from community meetings.

The following activities comprised the public consultation process, which provided the input that informed the preparation of the recommended amendments:

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 and proposed policy amendments and urban design guidelines. This was followed by a formal 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 those members of the public wanting to hold more detailed discussions with the study team.

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 mail outs, 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";
- A Feedback form;

- The Presentation Panels;
- The Open House Presentation.

c) The Technical Advisory Committee (TAC)

The Community Area Policy Review for Low-Rise Designations Technical Advisory Committee (TAC) has been comprised of internal City departmental staff and external agencies. Representation on the TAC included 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 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.

d) Meeting with BILD (York Region Chapter)

On October 11, 2016 staff met with the executive of the York Region Chapter of BILD to discuss the implications of this study. The outcome of this meeting was reported by way of a communication to the Council meeting of October 19, 2016. The communication was directed as a result of the staff report to Committee of the Whole on October 5, 2016 on the "Urban Design Guidelines for Infill Development in Established Low-Rise Residential Areas".

(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

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 generally expressed concern over the proposed guidelines, deeming them to be too prescriptive, requesting more flexibility to allow stacked, back-to-back and low-rise apartments within the subject areas.

b) Neighbourhood Character

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 and on what constitutes the character of those neighbourhoods was provided as a potential remedy.

c) Environmental

There was near-unanimous support among residents for the proposed urban design guidelines to speak to the need to preserve mature trees during infill development and that the proposed guidelines should be enacted as is 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. Requests were made for the urban design guidelines and/or policies to speak to the importance of stormwater management and other green infrastructure.

d) Transportation, Streets, and Parking

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 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

The majority of the feedback received regarding development standards were 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 by 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

Several submissions received 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

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 directly or 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 directly as part of the current engagement process.

(5) Overview of Policy Review: Identifying Vaughan's Established Low-Rise Residential Neighbourhoods

Methodology for Determining Typologies of Established Community Areas in Vaughan

Vaughan has a long history of development extending back to the 19th Century. Most of the development has taken place since 1950. As a result the city has a variety of neighbourhood typologies that reflect the period of development, lot sizes, building types and landscape treatments. The review also considered existing Official Plan policies and zoning by-laws, as well as urban design guidelines, and Heritage Conservation District policies. It was determined that the Official Plan in some instances, needed more specific direction on how to achieve development that respects the character of the host community. Having a solid understanding of the neighbourhood types will serve to guide and assign policies and guidelines to the appropriate areas and situations.

Schedule 1 (Urban Structure) and Schedule 13 (Land Use Designations) of the VOP 2010 were used to identify the limits of Vaughan's designated Community Areas and Low-Rise Residential areas. Detailed aerial photography of the areas and the community fabric and design was then used to identify the distinct types of neighbourhoods within these areas.

Lot frontage was used as the primary determinant of neighbourhood type, since the width of a lot typically has a direct relationship to the following characteristics, which are fundamental to defining the character of a neighbourhood:

- The sizes of houses (building height and massing);
- The setbacks of houses from the street and neighbouring properties;
- The extent of land used for tree planting and other green landscaping;
- The relationship of garages to houses (on larger lots they are typically a less dominant feature).

Other defining elements of neighbourhood character include architecture, tree size and canopy, and private landscaping such as pathways or light fixtures. Since these elements vary from neighbourhood to neighbourhood and are subject to change, they were not criteria used to categorize neighbourhoods. These elements were, however, considered, in assessing the need for, and proposing, policy refinements and guidelines for all established neighbourhoods.

Based on this analysis, Vaughan's residential subdivisions generally fall into five ranges of lot frontages: 30 metres (approx. 100 feet) and greater; 21-29 metres (approx. 70-95 feet); 14-20 metres (approx. 45-65 feet); 10-14 metres (approx. 35-45 feet); and 6-9 metres (approx. 20-34 feet). It was determined that low-rise residential areas with lot frontages in the first two ranges constitute "Large-Lot Neighbourhoods", areas with frontages in the next two ranges are "Medium-Lot Neighbourhoods", and areas with lots 9 metres wide or less are "Small-Lot Neighbourhoods" (Refer to Attachment 2).

Summary of Neighbourhood Types

The three neighbourhood types exhibited the following characteristics:

a) Large Lot Neighbourhoods (approximately 21 metres frontage or greater)

- Deep front setbacks of approximately 12 metres (39 feet) or greater
- Deep rear setbacks of 15 metres (49 feet) or greater
- Wide and/or circular/semi-circular driveways
- Attached garages that generally are not dominant features, with varying orientations and designs

- Large detached houses
- Expansive landscaped front and rear yard

Findings:

Large Lot Neighbourhoods are experiencing two types of development pressure which can ultimately alter the character of the neighbourhood if not compatible with the surrounding established development. The first is the replacement of one and one-and-a-half storey houses with “monster homes” that appear to be two-and-a-half or three storeys tall. This has been occurring in many of Vaughan’s older established neighbourhoods. However, in some cases, the transition between newly built homes versus older existing housing stock in these neighbourhoods is significant, and occasionally, garages and/or overly wide driveways dominate the front elevation of the new dwellings.

The second type of development pressure in large-lot neighbourhoods are proposals to subdivide lots into two or more lots for new detached or semi-detached houses where lot dimensions are consistent. Proposals to subdivide these properties alter the consistency of lot frontage and size of dwelling which may potentially change the character of the neighbourhood disrupting the flow of consistency and continuity of the Large Lot characteristics, as side yards are reduced and garages and driveways become more dominant features.

b) Medium Lot Neighbourhoods (approximately 10 metres frontage or greater)

- Lot frontage of 10 to 20 metres (33 to 65 feet)
- Front setbacks of 6 to 15 metres (20 to 50 feet)
- Interior side yard setbacks of typically 1.5 metres (5 feet)
- Rear setbacks of 7.5 to 10 metres (25 to 33 feet)
- Wide driveways
- Front yard landscaped area generally less than 50% of the yard.
- 2-storey detached house is the predominant housing type

Findings:

Development pressure in Medium Lot Established Neighbourhoods is less acute than in the large-lot neighbourhoods, since the housing stock in these neighbourhoods is relatively newer, and the site and zoning restrictions prevent significantly larger homes from being built. There has been an influx of development applications on medium-lot neighbourhoods proposing to intensify and replace bungalows with 2-storey homes, and rear yard additions are becoming more common. There are some instances where plans of the subdivision of wider size lots were proposed in these neighbourhoods.

c) Small Lot Neighbourhoods (approximately 6 to 9 metres frontage)

- Lot frontages of 6 to 9 metres (20 to 30 feet)
- Front setbacks of approximately 5 to 12 metres (16 to 40 feet)
- Side setbacks of approximately 0 to 1.5 metres
- Rear setbacks of approximately 6 to 10 metres
- Single or double car garages
- 2-storeys detached, semi-detached houses and townhouse building type

Findings:

Development pressures for these neighbourhoods is also less acute than in the large-lot neighbourhoods, since the housing stock is generally of recent construction, and site and

zoning restrictions prevent significantly larger homes from being built. The lots are too narrow for subdivision to be considered.

d) Arterial Areas

The results of the analysis reveal a number of instances where the lotting and development pattern along an arterial road in some parts of the Community Area is inconsistent with the surrounding neighbourhoods on either side of the arterial road. These areas are generally a result of subdivisions being built around existing houses on large, formerly rural lots, that have arterial frontage with an existing access.

Results from the review also indicate that individual lots and assembled lots along these arterial areas are typically larger than lots in the established adjacent neighbourhood areas. These lots can typically accommodate townhouse developments that would not be appropriate on sites internal to large-lot and medium-lot neighbourhoods because they would be of an incompatible character.

As these areas fall within the “Community Area” designation as per Schedule 1 (Urban Structure) of VOP 2010, they are generally not intended for intensification as per policies 2.2.3.1 to 2.2.3.4. However, there are some areas where modest intensification might be supported provided it can meet the existing VOP 2010 policy requirements. Staff is of the opinion that development along these arterial areas should be addressed through additional policies in the VOP 2010, in accordance with the supplementary urban design guidelines informing their design, so as to ensure they are compatible with the character and context of neighbouring properties and their surrounding established low-rise residential communities.

The report recommends particular policies and urban design guidelines to address a range of issues posed by recent development proposals for arterial areas as well as potential issues that may arise with future proposals, with emphasis on addressing:

- **The introduction of a private driveway / street parallel or perpendicular to the arterial street to provide frontage for dwelling units located behind units fronting the arterial** – the use of laneways, driveways or private streets to provide frontage for development at the rear of units fronting the arterial is not consistent with the pattern of development in Vaughan’s established low-rise neighborhoods, where houses generally front a public street. Front-to-back condition would be created as a result and would result in a significant loss of privacy for the units facing the arterial street.
- **The introduction of private street and pathway networks on very large sites** – Vaughan’s established low-rise residential neighbourhoods are structured and serviced by networks of local public streets that facilitate navigation that is clear and understandable and function as multi-purpose public spaces. Private streets are generally not designed to the standards of a public street and typically prevent opportunities for public connections through private or semi-private sites, which may create issues of safety and security and which limit pedestrian connectivity and porosity.
- **The use of reduced front yard and rear yard setbacks to maximize density on the site** – the clustering of townhouses on a site requiring reduced setbacks that do not reflect the prevailing setbacks in the surrounding area, creates significantly greater massing and visual impact of the houses in the adjacent established neighbourhood. Landscaped front yards should provide room for mature trees, with a minimum front setback of 4.5 metres to reinforce the green character of host neighbourhoods. Rear setbacks that do not respect the existing pattern and zoning standards for the neighbourhood may lead to adverse light, overlook and loss of privacy impacts.

- **Loss of Mature Trees** – townhouse developments that cover much of a site invariably result in the loss of mature trees, which are a defining characteristic of many of Vaughan's established low-rise neighbourhoods.

It is important to note that the aforementioned issues, respecting arterial areas apply to designated Low-Rise Residential areas within Community Areas, as set-out in Schedule 1 of VOP 2010. In these areas the intent of VOP 2010 is for new development to respect and reinforce the established pattern and character of the area. Issues associated with townhouse development in designated "Intensification Areas" might be quite different from those discussed above, since the intent of designated "intensification" areas versus "stable" residential areas differs in the context of VOP 2010. Intensification Areas seek to achieve higher density development in centres and corridors that are, or will be supported, by a high level of transit service.

The study suggests that compatibility in low-rise residential areas along arterial streets can be achieved by respecting and maintaining the prevailing pattern of building orientation, setbacks and landscaping; and can fit or be more compatible within each distinct type of neighbourhood in the City. The recommended policy amendments and urban design guidelines (considered at the October 5, 2016 Committee of the Whole meeting) will help ensure that each infill application respects and reinforces the existing character of the host community area.

Vaughan Official Plan and Zoning By-law

Review of VOP 2010 Policies

A review of the existing policy regime in VOP 2010 and By-law 1-88 was undertaken as part of this study. The current policy regime provides guidance as to the City's expectations for development in its stable residential areas, respecting the fact that the City has established Intensification Areas where major redevelopment and infill is already permitted. Section 3 of Attachment 1, highlights the policies related to the regulation of infill development in areas designated Low-Rise Residential in the Community Areas of VOP 2010.

Key policies in Volume 1 of VOP 2010 identified in the study include:

- Community Area Policies – 2.2.1.1 (b), 2.2.3.2. and 2.2.3.3., addressing the degree of change planned in Community Areas i.e. stable areas not intended to experience significant physical change;
- Mobility Policies – 4.2.1.5, 4.2.1.26, also relevant to intensification oriented development proposals;
- Public Realm Policies – 9.1.1.2, 9.1.1.3, 9.1.1.4, 9.1.1.5, addressing requirements for public streets and accessibility including their function, layout and design;
- Urban Design Policies – 9.1.2.1, 9.1.2.2, 9.1.2.3, 9.2.2.1, containing policies on the design and form of development including compatibility criteria for new development;
- Low-Rise Residential Policies – 9.2.3.1, 9.2.3.2, establishes the development criteria for detached, semi-detached and townhouse building forms;
- Heritage Policies – 6.2.2.9, 6.3.2.4, addresses development adjacent to a Heritage Conservation District and establishes compatibility criteria which must be considered in development applications; and that the character prescribed in the Heritage Conservation District must also be respected and complemented;

- Implementation Policies – 10.1.1, 10.1.1.14 – 10.1.1.26, 10.1.1.29, establishes the criteria and framework for policy implementation, which includes the application of the Block Plan process to coordinate the development of multi-ownership parcels.

Recommended changes to these policies resulting from the study, are discussed later in this report.

Review of Zoning By-law 1-88

The review considered existing zoning by-law permissions in the designated Community Areas as part of the establishment of “character”, as it provides the basis for understanding the pattern of development and built form controls that the new development in the area must “respect and reinforce”. Reflecting the predominance of detached houses, the most common zoning found in Community Areas is R1V, R1, R2 or R3. Section 3.8 of Attachment 1, provides a table summarizing the key regulations that apply in each zone as well as the typical low-rise residential zones where townhouses are permitted, RM1 and RM2. The study found that since the character of Vaughan’s low-rise residential areas, in many respects, is determined by zoning standards; they have informed the recommended infill guidelines.

Precedent Review: Best Practices in Other Jurisdictions

One of the tasks identified in the Council direction was to review “best practices in other jurisdictions”. The consultant has summarized the policies and guidelines of other municipalities, primarily in the Greater Golden Horseshoe, that have been developed to regulate and guide change in mature low-rise neighbourhoods. For each, it looked at the methodology and approach of the other municipalities, relevance to the City of Vaughan and provided the study some sample guidelines. The review included an examination of the cities of Toronto and Ottawa, which have been dealing with development pressures in their low-density communities for some time. It also examined the policies and guidelines adopted by some of the more mature suburban municipalities in the GTA, similar to the City of Vaughan. The following municipalities were reviewed:

- Toronto;
- Ottawa;
- Mississauga;
- Brampton;
- Markham;
- Whitchurch-Stouffville; and
- Oakville.

Generally, the official plan policies of the other municipalities were consistent in the identification of important character elements that needed to be preserved in Low-Rise areas and the use of guidelines was widespread. This research informed the preparation of the recommended changes to VOP 2010 and the design guidelines. The full review is set out in Attachment 1, Section 4 “Precedent Review”.

Study Conclusions and Recommendations

The study concludes that there have been an increasing number of applications that seemingly counter the vision and intent for the stable Community Areas identified as set out in VOP 2010. The intent of VOP 2010 is to ensure that development respects, reinforces and is compatible with, the existing scale, lot pattern, character and form of the established neighbourhoods. However, to aid in implementation it would be beneficial if more information is provided on how the applicable policies should be applied to individual development applications to support more consistent interpretations of the Plan.

The study recommends that the City consider refining the VOP 2010 to clarify existing policies and adopting urban design guidelines to support and further clarify the existing policy regime to address the concerns over the compatibility of infill development in Community Areas with a Low-Rise Residential designation. The study proposes a number of amendments to VOP 2010 and further proposes two sets of urban design guidelines, one for general infill development in established low-rise residential areas, and one specific to infill townhouse development.

Staff support the recommendation to introduce supplementary urban design guidelines to support to policies in VOP 2010 as they relate to infill development in stable community areas designated for Low-Rise Residential uses. This was discussed in detail in the October 5, 2016 report to Committee of the Whole. These supplementary Urban Design Guidelines will provide clarity in interpreting and implementing VOP 2010 policies in the form of criteria, illustrations and language and; will also provide greater clarity during the development review process during the implementation of the Official Plan.

While the proposed VOP 2010 amendments and urban design guidelines are complementary and mutually supportive, they are being implemented independently. The guidelines are non-statutory but provide assistance in interpreting the current VOP 2010 policies. This approach was identified in the Council report in March 2016.

(6) Recommended Policy Amendments to VOP 2010

Below are the suggested modifications to the policies of VOP 2010. In the revised policies below:

- **Strikethroughs represent text proposed for deletion;**
- **Bolded text represents new text.**

Each proposed modification is followed by the rationale for the changes. The proposed amendments are also set out in Section 5.1 of the final study report, which forms Attachment 1 to this report.

- **Changes that have been made to the proposed amendments since January 2016 as a result of feedback received from the public, stakeholders and City staff have been highlighted with boxed text.**

The rationale for these changes is provided below the core rationale for each policy, if applicable, and is indicated with a ‘*’.

Community Area Policies

Proposed amendment to Policy 2.2.3.2:

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

Rationale: The proposed amendment clarifies the meaning of “significant” in this context by relating it to a change that would alter the general character of a neighbourhood. It also recognizes that in addition to the existing criteria, the orientation of buildings in a neighbourhood is also fundamental to its character and if altered through redevelopment would mark a significant physical change to the neighbourhood’s established character.

Urban Design and Built Form Policies

Proposed amendment to Policy 9.1.2.1:

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 – 9.1.2.4** and 9.1.2.3 or, where no established neighbourhood is located, it shall help establish an appropriate physical character that is compatible with its surroundings, as set out in policy **9.1.2.4 9.1.2.5**;

Rationale: The above amendment is appropriate if proposed new policy 9.1.2.4 below is adopted.

** Rationale: Slight text change to ensure that policies are ordered numerically, if the proposed new policy 9.1.2.4 is approved.*

Proposed amendment to Policy 9.1.2.2:

In Community Areas with established development, new development, **as reflected in any zoning, variance, subdivision, consent or part lot control exemption application, will** be designed to respect and reinforce the existing physical character and uses of the surrounding area, **specifically respecting and reinforcing** ~~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 orientation of buildings;**
- e. the heights and scale of **adjacent and immediately surrounding** ~~nearby~~ residential properties;
- f. the setback of buildings from the street;
- g. the pattern of rear and side-yard setbacks;
- h. **the presence of mature trees and general landscape character of the streetscape;**
- i. **the existing topography and drainage pattern on the lot and in the adjacent and immediately surrounding properties;**
- j. conservation and enhancement of heritage buildings, heritage districts and cultural heritage landscapes;
- k. the above elements are not meant to discourage the incorporation of features that can increase energy efficiency (e.g. solar configuration, solar panels) or environmental sustainability (e.g. natural lands, rain barrels).

Rationale: The proposed amendment adds new elements that contribute to the character of a neighbourhood that should be specifically respected and reinforced. The additions to the list of elements recognize that the orientation of buildings, the presence of trees and the general landscape character are fundamental elements that help to define the character of a neighbourhood. The proposed amendment also recognizes that topography and drainage are important considerations when redeveloping a site.

** Rationale: The wording has been slightly modified further to clarify that new development should respect and reinforce the physical character of adjacent properties as well as others in the immediate surroundings, and to clarify that Policy 9.1.2.2 applies to all types of development applications.*

Proposed amendment to Policy 9.1.2.3:

Within the Community Areas there are a number of ~~older~~, established residential neighbourhoods that are characterized **exclusively or predominantly** by **Detached Houses located on generally large lots with frontages exceeding 20 metres** and/or by their historical, architectural or landscape value. **These neighbourhoods are generally identified on Schedule 1B “Areas Subject to Policy 9.1.2.3 – Vaughan’s Established Large Lot Neighbourhoods” [X] (~~Established Large-Lot Neighbourhoods~~).** Some of these ~~older~~ established neighbourhoods, ~~as well as newer including~~ estate lot neighbourhoods, are also characterized by their substantial rear, front and side yards, and by lot coverages that contribute to expansive amenity areas, which provide for attractive landscape development and streetscapes. ~~Often, these areas are~~ **These include neighbourhoods** at or near the ~~core of the~~ **Local Centres** of Thornhill, Concord, Kleinburg, Maple and Woodbridge, and may also be part of the respective Heritage Conservation Districts. **For clarity, the policy text prevails over the mapping shown on Schedule 1B. In addition to those areas identified on Schedule 1B, this policy shall also apply to other areas where the subdivision and redevelopment of a large lot or multiple large lots would not respect and reinforce the elements identified in Policy 9.1.2.2.**

In order to maintain the character of ~~these areas~~ **established, large-lot neighbourhoods**, 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~~ **adjoining or facing** lots, **or the average of the frontage of the adjoining lots where they differ;**
- b. Lot area: The area of new lots should be consistent with the size of ~~adjacent and nearby~~ **adjoining or facing** lots;
- c. Lot configuration: New lots should respect the existing lotting fabric **in the immediate vicinity immediately surrounding area;**
- d. Front yards and exterior side yards: Buildings should maintain the established pattern of setbacks for the neighbourhood to retain a consistent streetscape;
- e. Rear yards: Buildings should maintain the established pattern of setbacks for the neighbourhood to minimize visual intrusion on the adjacent residential lots;
- f. **Dwelling types: A new dwelling replacing an existing one shall be of the same type, as defined in Section 9.2.3 of this Plan, except on a lot fronting an Arterial Street, as identified in Schedule 9 (Future Transportation Network), where a Semi-detached House or Townhouse dwelling replacing a detached dwelling may be permitted, subject to Policy 9.1.2.4 and the other urban design policies of this plan;**
- g. Building heights and massing: Should respect the scale of adjacent residential buildings and any city urban design guidelines prepared for ~~these~~ Community Areas;
- h. 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.

Rationale: The proposed amendment recognizes that in addition to the older, established neighbourhoods found in Thornhill, Concord, Kleinburg, Maple and Woodbridge, there are “newer” estate lot neighbourhoods within Community Areas with similar characteristics to be respected and reinforced.

The addition of a new schedule (Schedule 1B: Areas Subject to Policy 9.1.2.3 - Vaughan's Large Lot Neighbourhoods), consistent with Figure 2 in the study report, will clarify which areas of the city this policy applies. By having the policy apply to established large-lot neighbourhoods generally, the question of the age of a neighbourhood and whether or not it qualifies as "older" becomes less relevant and more emphasis is placed on the characteristics of these neighbourhoods to be respected and reinforced by new development.

The proposed amendments to 9.1.2.3(a) and (b) clarify the area to be considered when lot severances are proposed, recognizing that lot frontages and areas vary across Community Areas; so long as new lots are consistent with the size of adjacent lots, that aspect of the neighbourhood's character should be respected and reinforced. The proposed new policy regarding dwelling types recognizes that Vaughan's large-lot neighbourhoods are defined by single detached dwellings, and more intense dwelling types might be appropriate only at the edges of the neighbourhood along arterial roads.

** Rationale: The word "older" was removed from the third sentence for consistency with the original proposed removal of the word "older" from the first sentence. The word "facing" was removed from subpoint "b" in order to account for situations where lots across the street may be significantly different in size from the new lot under study. This change recognizes that permitting the subdivision of large lots on the basis that lots across the street are narrower disregards the precedent that would be set for other large lots on the same block, which could lead to incremental and significant change to the character of the neighbourhood.*

The language was updated in subpoint "c" for clarity of interpretation.

The terms are capitalized in subpoint "f" to be consistent with their capitalization elsewhere in the VOP 2010.

Proposed new Policy 9.1.2.4:

Notwithstanding Policy 9.1.2.3, where a lot in an established Low-Rise Residential neighbourhood fronts an Arterial Street, as identified in Schedule 9 (Future Transportation Network) of this Plan, limited intensification in the form of **Semi-detached Houses or **Townhouses** may be permitted, subject to the following:**

- a. **All new dwellings shall front and address a public street to be consistent with the orientation of existing dwellings in the established neighbourhood;**
- b. **Parking for units fronting on an Arterial Street shall be located at the rear of units or underground, accessed by a shared private laneway or driveway requiring minimal curb cuts, to minimize the impact of parking and driveways on the streetscape;**
- c. **Private laneways or driveways shall not be used to provide frontage for residential dwellings;**
- d. **The general pattern of front, side and rear yard setbacks in the adjacent established neighbourhood shall be respected and maintained. Front yard setbacks shall be a minimum of 4.5 metres to provide an appropriate buffer between the road and the dwellings and to accommodate landscaping. Rear yard setbacks shall be a minimum of 7.5 metres;**
- e. **The scale and massing of townhouse developments shall respect the scale and massing of adjacent development and any applicable urban design guidelines.**
- f. **Access to additional dwellings will be provided by a shared driveway and Developments should protect for future interconnection with adjacent properties ~~No additional access points onto an Arterial Street will be permitted.~~**

to minimize accesses to the Arterial Street. Access arrangements on Arterial Streets shall be to the satisfaction of York Region. ~~arrangements shall comply with the policies of the York Regional Official Plan.~~

- g. Where a parcel does not front an Arterial Street, as identified on Schedule 9 (Future Transportation Network), townhouses shall not be permitted.**

Rationale: This proposed new policy recognizes that townhouse developments, as well as semi-detached houses, are not common in most of Vaughan's long established neighbourhoods and if introduced would mark a significant physical change, which would be contrary to Policy 2.2.3.2. The policy also recognizes, however, that unusually deep and/or wide lots at the edges of established communities along arterial roads may present opportunities to accommodate townhouse developments with minimal or no adverse impact on the larger established neighbourhood. The criteria in the proposed policy are intended to ensure that townhouse developments respect the physical character of the established neighbourhood and achieve compatibility.

** Rationale: The terms are capitalized in the policy language to be consistent with their capitalization elsewhere in the VOP 2010.*

Subpoint "f" was added to ensure that the proposed policy is consistent with the requirements of York Region. Regional Official Plan Policy 7.2.53 states that, "[It is the policy of Council] to restrict vehicle access from developments adjacent to Regional streets to maximize the efficiency of the Regional street system through techniques such as suitable local street access, shared driveways and interconnected properties. Exceptions may be made to this policy in Regional Centres and Corridors, and mainstreets".

Policy 9.1.2.4 (g) has been added to clarify that new townhouse development will only be considered in the Low-Rise Residential designation on parcels where there is frontage and access onto an Arterial Street.

For clarity, proposed Policy 9.1.2.4 would be inserted after Policy 9.1.2.3 and subsequent Policies would be renumbered accordingly.

Proposed new Policy 9.1.2.5:

Where a new street network and other infrastructure are required to facilitate and service new development ~~on deep formerly rural lots~~ in established Community Areas, the City may require a Block Plan, as per Policies 10.1.1.14 - 10.1.1.15, to address such matters as:

- a. the configuration and design of streets;**
- b. traffic management;**
- c. extensions and connections to existing pedestrian and cycling networks;**
- d. the provision of public and private services and the detailed approach to stormwater management;**
- e. the protection and enhancement of the Natural Heritage Network;**
- f. the precise locations of natural and cultural heritage features of the area;**
- g. the precise location of any parks and open spaces;**
- h. the proposed implementation of sustainable development policies as contained in subsection 9.1.3 of this Plan; and,**
- i. phasing of development.**

Rationale: Policy 10.1.1.14 states that the City may identify areas subject to a Block Plan through the development review process to address complexities in smaller planning units. The proposed new policy clarifies that unusually large lots within Community Areas, or assemblages of such lots, may constitute a smaller planning unit that requires a Block

Plan to ensure they develop in a rational and efficient manner that fully conforms to the VOP 2010.

** Rationale: The phrase “on deep formerly rural lots” was removed because the requirement for a Block Plan may apply in more settings than on deep formerly rural lots”. For clarity, proposed Policy 9.1.2.5 would be inserted after the new proposed Policy 9.1.2.4 and subsequent Policies would be renumbered accordingly.*

Proposed amendment to Policy 9.2.2.1(c):

The following Building Types are permitted in areas designated as Low-Rise Residential, pursuant to policies in subsection 9.2.3 of this Plan:

- i. Detached House;
- ii. Semi-Detached House, **subject to Policies 9.1.2.3, 9.1.2.4, and 9.2.3.1;**
- iii. Townhouse, **subject to Policies 9.1.2.3, 9.1.2.4, and 9.2.3.2;** and,
- iv. Public and Private Institutional Buildings.

Rationale: Policy 9.2.2.1 specifically identifies which building types are permitted in Low-Rise Residential Areas. The proposed amendment to the policy qualifies that these building types are subject to additional policies within the VOP 2010 that speak to the design and compatibility of those building types. The proposed amendment is intended to aid the interpretation of this policy and clarify the relationship between the built form and urban design policies of the VOP 2010.

** Rationale: Modifications to Policy 9.2.2.1(c) are proposed to support and clarify the interpretation of VOP 2010.*

Proposed amendment to Policy 9.2.3.1(b):

In **established** Community Areas **where Detached Houses and Semi-Detached Houses exist**, ~~with existing development~~, the scale, massing, setback and orientation of **new** 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 of the same type~~ in the immediate area. Variations are permitted for the purposes of minimizing driveways.

Rationale: The proposed amendment clarifies that the policy is intended to apply to proposed new development in established neighbourhoods and ensure new detached and semi-detached houses are only introduced where they already exist.

Proposed amendment to Policy 9.2.3.2(b):

In **established** Community Areas ~~where Townhouses exist~~, ~~with existing development~~, the scale, massing, setback and orientation of **new** Townhouses will respect and reinforce the scale, massing, setback and orientation of other built and approved ~~Townhouses~~ **development** in the ~~immediate area~~ **surrounding area provided they are and shall be consistent with Policies 9.1.2.2, 9.1.2.3 and 9.1.2.4.** Variations are permitted for the purposes of minimizing driveways and having front entrances and porches located closer to the street than garages. **For clarity, back-to-back and stacked townhouses shall not be permitted in areas designated Low-Rise Residential. Back-to-back townhouses share a rear wall as well as a sidewall(s), resulting in a building with two facades where individual entrances to the units are located with no rear yard. Stacked townhouses are defined in Policy 9.2.3.3.**

Rationale: The proposed amendment clarifies that the policy is intended to apply to proposed new development in established neighbourhoods. The prohibition against back-to-back townhouses recognizes that their form and orientation are not in keeping with the pattern and character of existing development in areas designated Low-Rise Residential.

** Rationale: Reference to existing townhouses was removed as there were areas where minimal townhouse examples to provide a precedent. Further this would now be counter to the intent of the proposed amendment and was removed.*

The word “surrounding area” is added in place of “immediate area” to support the interpretation of the geographic extent to which the Policy will apply.

The phrase “and shall be consistent with Policies 9.1.2.2, 9.1.2.3 and 9.1.2.4” is added to clarify that new townhouses should respect and reinforce the character of other built and approved development in the immediate surrounding area; they still need to be consistent with the updated provisions of VOP 2010.

Stacked townhouses are added to the final sentence to clarify that both stacked and back-to-back townhouses should not be permitted in established Community Areas.

Proposed amendment to Policy 9.2.3.2(c):

~~In areas of new development~~ **developing Community Areas**, 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.

Rationale: The proposed amendment clarifies that it applies to new, still developing neighbourhoods and not any area where there is new development.

Proposed amendment to Policy 9.2.3.2(d):

Townhouses **in designated Low-Rise Residential areas** shall generally front onto a public street ~~or public open space.~~ **In other areas where Townhouses are permitted, they shall be encouraged to front a public street or public open space.** Where a townhouse ~~block end unit~~ **block end unit** does not front a public street but flanks one ~~Townhouse blocks not fronting onto a public street are only permitted if the unit(s) flanking a public street,~~ **the flanking unit(s) shall provide a front yard and front-door entrance facing the public street.**

Rationale: The proposed amendment recognizes that dwellings fronting a public street or open space is a defining characteristic of Vaughan’s Community Areas and ensures this pattern will be maintained with new housing, including townhouses. It also recognizes that flexibility regarding this requirement may be needed in other areas, namely intensification areas, where frontage on private streets, mews or open spaces may be more practical and desirable for achieving density and other urban design objectives.

** Rationale: The word “block” is changed to “end unit” to ensure consistency with the above Policy that encourages Townhouses to front a public street or open space. If an end unit flanks a public street, then the flanking unit(s) should be required to provide a front yard and front-door entrance facing the public street. The reference to townhouses fronting onto public open space in Low-Rise Residential areas has been removed to ensure consistency with proposed new Policy 9.1.2.4, consistent with VOP 2010.*

Proposed new Policy 9.2.3.2(f):

~~New townhouses in established Low-Rise Residential areas where townhouses do not currently exist in the immediate vicinity of the site or where the site does not front an Arterial Street, as identified in Schedule 9 (Future Transportation Network), will require an Official Plan Amendment shall not be permitted.~~

** Rationale: This policy was proposed in the January 2016 version of the study that proceeded to Council on March 22, 2016. It has been replaced by the addition of proposed new Policy 9.1.2.4 (g) which provides that "Where a parcel does not front an Arterial Street, as identified on Schedule 9 (Future Transportation Network), townhouses shall not be permitted.*

Proposed amendment to Policy 9.2.3.3(a):

The following policies and development criteria apply to Stacked Townhouses:

- a) Stacked Townhouses are attached **Low-Rise Residential** houseform buildings comprising two to four separate residential units stacked on top of each other. Stacked Townhouse units are typically massed to resemble a street Townhouse and each unit is provided direct access to ground level.

** Rationale: The removal of the phrase "Low-Rise Residential" to describe a stacked townhouse form is proposed in order to clarify that stacked townhouses are not a permitted built form as per Policy 9.2.2.1(c).*

(7) Clarification of the Policy Intent

The proposed amendments to VOP 2010 are intended to preserve and protect stable Low-Rise Residential neighbourhoods from incompatible development. However, it is not intended to:

- Make any existing development in the Low Rise Residential Area Legal Non-Conforming;
- Affect the legal status of any development that is currently approved and unbuilt;
- Override any specific permission contained in a site or area specific plan or secondary plan as shown on Schedules 14 a-c to VOP 2010;
- Affect the planning of New Communities, insofar as determining the appropriate mix and distribution of uses and the density and design parameters;
- Prevent any applicant from making an application to amend VOP 2010 to have a proposal considered on its merits, where it has been determined that a non-conformity exists;
- Prevent Council from directing that a comprehensive study be undertaken to address any area in the Low-Rise Residential designation which has been determined to be an area of transition that may benefit from changes in policy to guide its future evolution;

Where necessary, specific policies will be developed to ensure that the intended outcomes identified above are properly reflected in VOP 2010. This will be addressed in the Technical Report, with the benefit of the final refinement of the policies.

(8) Next Steps

A Technical Report will be provided to a future Committee of the Whole meeting that will address any issues raised at this Public Hearing. Approval of the amendments to VOP 2010 by Committee of the Whole and the subsequent ratification by Council will allow for the drafting of the implementing Official Plan Amendment for adoption by Council. On adoption, by Council the amendments would proceed to the Region of York for approval.

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 will continue to be consulted in respect to any potential impacts on the Region's arterial street network, and their comments will be addressed in the forthcoming Technical Report for a future Committee of the Whole meeting.

Conclusion

This report sets out the basis for a number of proposed amendments to the Vaughan Official Plan that will serve to address a series of issues that were identified by Council on October 20, 2015. The report describes the process that led to the undertaking of the supporting study, "Policy Review: Vaughan Community Areas and Low-Rise Residential Areas Study", the underlying policy basis for the new policies, the public consultation process and the analysis that led the draft policy amendments.

Therefore, it is recommended that this report be received and that any issues raised at the Public Hearing, or raised in subsequent correspondence, be addressed by the Growth Management Portfolio's Policy Planning and Environmental Sustainability team in a future Technical Report to the Committee of the Whole.

Attachments

1. Policy Review: Vaughan Community Areas and Low-Rise Residential Areas Study – Final Report
2. Community Consultation Summary Report – What We Heard
3. Proposed Schedule 1B for VOP 2010: Areas Subject to Policy 9.1.2.3 - Vaughan's Large Lot Neighbourhoods
4. Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods

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/LM

Policy Review: Vaughan Community Areas and Low-Rise Residential Areas Study

DRAFT FINAL REPORT

Prepared for:

City of Vaughan

Prepared by:

**URBAN
STRATEGIES
INC .**

October 2016

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Executive Summary

Like many mature cities in Canada, Vaughan is experiencing pressures for change in some of its stable community areas, in particular established low-rise neighbourhoods, as an increasing number of landowners and developers propose to replace small homes with much larger ones or assemble lands to build multi-unit developments. These pressures have raised questions about the strength and clarity of the city's Official Plan policies intended to protect low-rise residential neighbourhoods in established community areas but also about where intensification is appropriate in these areas and how it should be regulated.

This report contains the findings of a policy review focused on Vaughan's current policy regime policies applicable to designated Community Areas and Low-Rise Residential areas. The policies are examined in the context of the varying patterns of development in Vaughan's established low-rise residential neighbours; the trends and issues observed with infill proposals and redevelopment in the neighbourhoods; and the policies and tools other municipalities have adopted to address similar trends and issues.

The key challenges identified through the policy review and the proposed solutions to address them are summarized below.

Key Challenge	Summary of Proposed Solutions
Lack of clarity about which areas of the city constitute "older, established neighbourhoods" as described in the VOP 2010 and how the policies that apply to them should be interpreted, specifically the policy regarding severances and new subdivisions within these neighbourhoods.	<ul style="list-style-type: none">• Amend Policy 9.1.2.3 regarding "older, established neighbourhoods" to clarify that it applies to the city's "large-lot neighbourhoods" (i.e., those with frontage greater than 20 metres/65 feet), which include both older subdivisions and "newer" estate lot subdivisions.• Add a new schedule to the VOP 2010 that identifies the large-lot neighbourhoods to which Policy 9.1.2.3 applies.• Clarify Policy 9.1.2.3 to recognize that severances and new subdivisions in large-lot neighbourhoods may be appropriate, provided the new lots are not narrower or smaller than adjacent lots.
The replacement of original homes in a neighbourhood with much larger ones and/or ones that have a fundamentally different character from the street.	Adopt urban design guidelines for infill development in low-rise residential neighbourhoods that address such matters as setbacks, height transitions, entrances, garages and driveways.
Lack of clarity about where townhouse developments are appropriate in established Low-Rise Residential Areas and how the applicable general urban design policies should be interpreted.	<ul style="list-style-type: none">• Amend and augment the VOP 2010 urban design and townhouse policies to clarify that townhouses are generally not appropriate in established low-rise residential neighbourhoods except where they already exist and except in "arterial areas" along arterial roads, where atypically large lots fronting the road can comfortably accommodate them.• Amend and augment the VOP 2010 urban design and townhouse policies to also require townhouses in Low-Rise Residential areas to front a public street and specify setback and parking requirements to ensure townhouse developments meet the intent that they "respect and reinforce" and "be compatible with" the pattern and character of "low-rise residential neighbourhoods within designated established Community Areas.• Adopt urban design guidelines for townhouse developments in Low-Rise Residential areas that address such matters as orientation, setbacks, access and parking, rear yard amenity space, tree conservation and stormwater management.

1/ Introduction

Across Canada, downtowns, other centres, major transportation corridors and industrial areas are undergoing major change as a result of population growth, economic and demographic shifts, new retail trends and planning policies that promote intensification. In between the centres and corridors of change are low-rise communities, where the desire among residents and planners is to minimize change to the essential physical character of each neighbourhood.

Vaughan is no exception to these development trends and policies. And, although it is still a relatively young city, it is, like many mature cities, also experiencing pressures for change in some of its stable community areas, in particular established low-rise neighbourhoods, as an increasing number of landowners and developers propose to replace small homes with much larger ones or assemble lands to build multi-unit developments. These pressures have raised questions about the strength of the city's Official Plan policies intended to protect low-rise residential neighbourhoods in established community areas but also about where intensification is appropriate in these areas and how it should be regulated.

In response to an increase in the number of recent development proposals for infill townhouse developments, Vaughan City Council initiated a policy review of the Low-Rise Residential policies the Vaughan Official Plan (VOP 2010). Specifically, Council requested that an examination of the policies consider the following:

- 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;
- Best practices in other jurisdictions.

In addition, the study is intended to assist in identifying implementation options to address the above.

Study Process

The policy review involved extensive consultation with staff in the City of Vaughan's Policy Planning and Environmental Sustainability Department to understand the development pressures in established low-rise residential areas and discuss the issues raised by recent development applications. Urban Strategies undertook a high-level review of several recent applications, along with submissions from residents in response to them. An analysis of Vaughan's established low-rise neighbourhoods was then undertaken, followed by a review of policy approaches and planning tools used by other municipalities to guide development in similar neighbourhoods. The findings of the study to that point, together with preliminary policy and guideline recommendations, were documented in a draft report.

On March 1, 2016, City staff brought forward the draft report and implementation options to the Committee of the Whole for direction on how to proceed, and on March 22, 2016, Vaughan City Council directed City staff to distribute the draft report to stakeholders and organize community meetings for comments, with comments to be requested no later than May 31, 2016. Stakeholders were notified that the report was available on the City's web site, and three public open houses were held for residents and stakeholders, on April 19th (Maple), May 10th (Thornhill/Concord) and May 11th (Woodbridge/Kleinburg). Detailed information about the study and its preliminary recommendations were on display at the open houses, a presentation was given at each, and City staff and Urban Strategies attended to answer questions and receive feedback. In total, almost 200 people attended the open houses.

A summary of the feedback obtained through the stakeholder and public consultation process has been prepared as a separate report.

This final report is the culmination of the policy review in response to Council's direction and proposes options to consider for implementation. It begins by describing the different types of low-rise neighbourhoods in Vaughan and identifying their fundamental characteristics. It then reviews the relevant VOP 2010 policies. The study also comparatively examined best practice and precedent examples of existing low-rise residential policies and guidelines developed by other Ontario municipalities to inform recommendations for Vaughan. These precedents, summarized in Section 4, inform the policy recommendations in Section 5 and the proposed guidelines in Section 6. Both the policy recommendations and proposed guidelines in the draft report have been modified in response to feedback from stakeholders and the broader public.

DRAFT

2/ Vaughan's Established Low-Rise Residential Neighbourhoods

Over the past 40 years, Vaughan has grown rapidly through primarily low-rise residential, industrial and commercial development. The city's four fully developed, mature communities, consisting mostly of detached houses, emerged around the historic villages of Thornhill, Woodbridge, Maple and Kleinburg beginning in the 1960s. In addition, several estate lot neighbourhoods were developed in Vaughan's rural area. Two newer communities – Vellore and Carrville – are well on their way to becoming established.

This section analyzes the established low-rise residential communities centred on the historic villages, as well as those located in the surrounding rural areas, and identifies three distinct neighbourhood typologies based on their physical characteristics. Understanding these characteristics is critical to assessing the effectiveness and completeness of the VOP 2010 policies that apply to low-rise residential areas and the issue of redevelopment as it relates to compatibility and character. The analysis considers the development pressures on each neighbourhood type and also revealed gaps in the fabric of low-rise residential areas where physical change is occurring but needs to be managed carefully to ensure compatibility with the surrounding established communities.

Methodology for Determining Typologies of Established Community Areas in Vaughan

Schedule 1 (Urban Structure) and Schedule 13 (Land Use Designations) of the VOP 2010 were used to identify the limits of Vaughan's designated Community Areas and Low-Rise Residential areas. Detailed aerial photography of areas and community fabric was then used to identify the distinct types of neighbourhoods within these areas.

Lot frontage was used as the primary determinant of neighbourhood type, since the width of a lot typically has a direct relationship to the following characteristics, which are fundamental to defining the character of a neighbourhood:

- The sizes of houses (building height and massing);
- The setbacks of houses from the street and neighbouring properties;
- The extent of land used for tree planting and other green landscaping;
- The relationship of garages to houses (on larger lots they are typically a less dominant feature).

Other defining elements of neighbourhood character include architecture, tree size and canopy, and private landscaping such as pathways or light fixtures. Since these elements vary from neighbourhood to neighbourhood and subject to change, they were not criteria used to categorize neighbourhoods. These elements were, however, considered, in assessing the need for, and proposing, policy refinements and guidelines for all established neighbourhoods.

As identified in Figure 1, Vaughan's residential subdivisions generally fall into five ranges of lot frontages: 30 metres (approx. 100 feet) and greater; 21-29 metres (approx. 70-95 feet); 14-20 metres (approx. 45-65 feet); 10-14 metres (approx. 35-45 feet); and 6-9 metres (approx. 20-34 feet). As described and illustrated below, low-rise residential areas with lot frontages in the first two ranges constitute "Large-Lot Neighbourhoods", areas with frontages in the next two ranges are "Medium-Lot Neighbourhoods", and areas with lots 9 metres wide or less are "Small-Lot Neighbourhoods".

The next layer of geographic analysis involved distinguishing "established Community Areas" from those that are still developing. Established Community Areas are considered to be the city's low-rise residential areas bounded by major arterial roads or other significant physical features that are fully or almost entirely developed and occupied. They mainly include all of Thornhill, Concord, Woodbridge and Maple as well as portions of Kleinburg, Vellore and Carrville (as shown in Figure 1). They also include estate lot subdivisions that are relatively isolated from other development. Since these areas are "built out", their physical character has been

established, even if the character will naturally evolve as new trees and houses age. The general expectation is that these neighbourhoods will not change significantly based on the policies of VOP 2010.

In contrast to established community areas, the portions of Kleinburg south of Nashville Road, Vellore north of Major Mackenzie Drive, and Carrville north of Rutherford Road and east of Dufferin Street constitute “developing communities.” The character of these areas has not been fully defined as they are relatively new and evolving, which is understood by the residents. As Vaughan builds out and evolves its remaining designated Community Areas, the boundaries of the established areas will need to be periodically reviewed and revised.



Figure 1: Vaughan's Neighbourhood Types by Lot Frontage

2.1/ Large-Lot Neighbourhoods

Neighbourhoods with lot frontages greater than 20 metres (approx. 65 feet) fall into two geographical sub-categories. Vaughan's earliest post-war subdivisions in Thornhill, Woodbridge and Maple had rectangular lots that were generally about 30 metres (100 feet) wide, though the second wave of development had lots closer to 21 metres (70 feet) wide. Ranch-style and split level homes were popular at the time, though many of these have since been replaced by much larger homes, resulting in a great deal of architectural variety. All properties have expansive front and rear yards. The current VOP 2010 identifies these areas as the city's "older, established residential neighbourhoods"; however, these areas are not mapped on a Schedule.

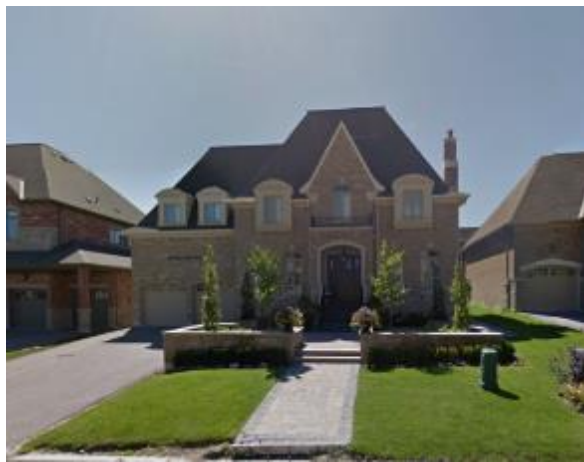
In the rural areas of Vaughan, isolated estate lot subdivisions have been gradually developed with equally large or even larger lots along curvilinear streets, often irregularly shaped and typically occupied by mansion-type homes. Compared to their more urban counterparts, houses on the estates lots are generally farther apart from one another, and many of the properties are heavily treed.

Although the settings for Vaughan's large-lot neighbourhoods vary, they share several characteristics including:

- Deep front setbacks of approximately 12 metres (39 feet) or greater
- Deep rear setbacks of 15 metres (49 feet) or greater
- Wide and/or circular/semi-circular driveways
- Attached garages that generally are not dominant features, with varying orientations and designs
- Large detached houses generally occupying less than a third of the lot
- Expansive landscaped front and rear yards

Development pressure in the large-lot neighbourhoods has come in two forms, both of which can be expected to continue. The first is the replacement of one and one-and-a-half storey houses with "monster homes" that appear to be two-and-a-half or three storeys tall. This has been occurring in many of Vaughan's older established neighbourhoods. In some cases, the differences between newly built homes versus older existing housing stock in these neighbourhoods, in terms of height and overall massing, are significant, and occasionally garages and/or overly wide driveways dominate the front appearance of new dwellings.

The second type of development pressure in large-lot neighbourhoods are proposals to subdivide lots into two or more lots for more intensive housing forms, which may include new detached, semi-detached or townhouse developments. When this occurs in the middle of large-lot neighbourhoods where the lot dimensions are consistent, the resulting lots and the new dwellings on them can significantly disrupt or change the character of the neighbourhood, as side yards are reduced and garages and driveways become more dominant features. However, the circumstances may be different where a large-lot neighbourhood interfaces with a medium-lot or small-lot neighbourhood, resulting in more variability among lot dimensions, for example, large lots on one side of a street and narrower lots on the opposite side. Where this conditions exists, a proposal to subdivide a large lot may result in development that fits with the general character of the surrounding neighbourhood and would generally meet the compatibility criteria in policies 9.1.2.1 and 9.1.2.3 of the VOP 2010.



Examples of development in Vaughan's large-lot neighbourhoods

2.2/ Medium-Lot Neighbourhoods

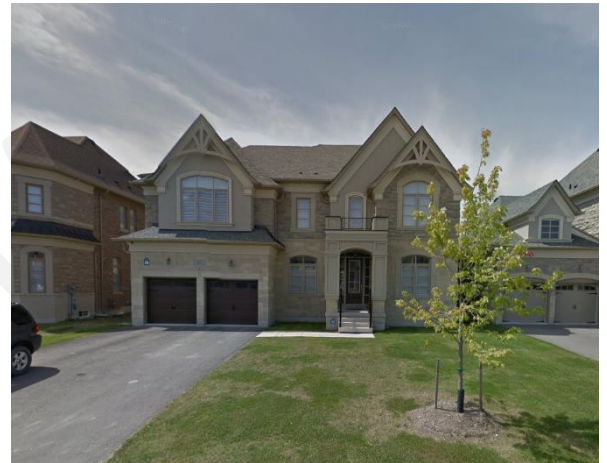
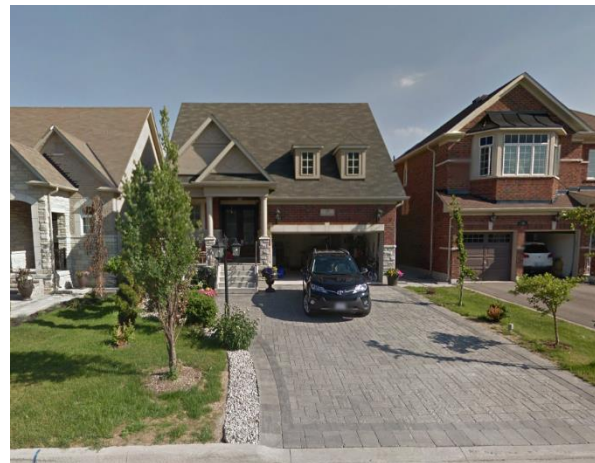
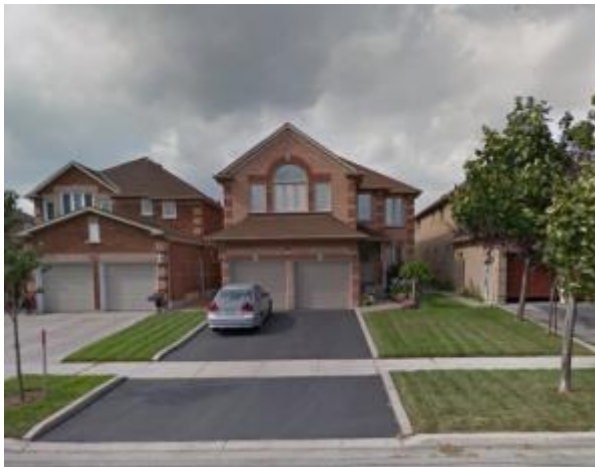
Much of the housing stock built in Vaughan since the 1980s falls into the category of mid-size and has lot frontages ranging from approximately 10 metres (33 feet) to 20 metres (65 feet). Older neighbourhoods of this type have houses that are one or one-and-a-half storeys, but most are defined by two-storey homes. In all cases, two-storey garages that typically project from the front of the house and dominate the view from the street are a distinguishing characteristic. Front setbacks vary from 6 to 15 metres (20 to 50 feet), but wide driveways limit the area for soft landscaping. Houses are relatively close to one another, with the typical side yard being 1.5 metres. The depth of rear yards is generally a minimum of 7.5 metres (25 feet) which generally reflects the zoning by-law but they are often deeper.

Summary of key characteristics:

- Lot frontage of 10 to 20 metres (33 to 65 feet)
- Front setbacks of 6 to 15 metres (20 to 50 feet)
- Interior side yard setbacks of typically 1.5 metres (5 feet)
- Rear setbacks of 7.5 to 10 metres (25 to 33 feet)
- Wide driveways
- Front yard landscaped area generally less than 50% of the yard
- 2-storey detached house is the predominant housing type

Development pressure within these neighbourhoods is less acute than in the large-lot neighbourhoods, since the housing stock generally in these neighbourhoods is relatively new, and site and zoning restrictions prevent significantly larger homes from being built. There is a trend in older medium-lot neighbourhoods that propose to replace bungalows with two-storey homes and rear yard additions. However, there may be an increase in proposals for subdivisions/severances only on the widest of mid-size lots.

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Examples of development in Vaughan's medium-lot neighbourhoods

2.3/ Small-Lot Neighbourhoods

Small-lot neighbourhoods with lot frontages of 6-9 metres (20 to 30 feet) are common in Thornhill and Maple but less so in Woodbridge, and non-existent in Kleinburg. These neighbourhoods are distinguished by a mix of detached and semi-detached houses and townhouses. The older small-lot neighbourhoods in Thornhill, first developed in the 1970s and 80s, generally have double garages that dominate the front of the house, whereas newer neighbourhoods have single front garages and porches that give the front door more prominence. The lot depths are similar to those found in medium-lot neighbourhoods, resulting in backyards with depths of 6-10 metres (20 to 32 feet). Side yard setbacks are minimal. The narrowness of the lot and the need to accommodate a driveway limit the area for soft landscaping in the front, especially on properties with double garages.

Summary of key characteristics:

- Lot frontages of 6 to 9 metres (20 to 30 feet)
- Front setbacks of approximately 5 to 12 metres (16 to 40 feet)
- Side setbacks of approximately 0 to 1.5 metres
- Rear setbacks of approximately 6 to 10 metres
- Single or double car garages
- 2-storeys detached, semi-detached houses and townhouse housing types

Development pressure within these neighbourhoods is less acute than in the large-lot neighbourhoods, since the housing stock is relatively recent in most of them, and site and zoning restrictions prevent significantly larger homes from being built. The lots are too narrow for subdivision to be considered.

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Examples of development in Vaughan's small-lot neighbourhoods

2.4/ Arterial Areas within Low-Rise Residential Neighbourhoods

The results of the analysis reveal a number of instances where the lotting and development pattern along an arterial road in a Community Area is inconsistent with the surrounding neighbourhoods on either side of the arterial road. These conditions exist in pockets of the city along Centre Street in Thornhill, Keele Street in Maple, and Islington Avenue and Pine Valley Road in Woodbridge. They are a result of subdivisions being built around existing houses on large, formerly rural lots. Because they are not integral parts of established neighbourhoods, they raise questions about how the VOP 2010 urban design and Low-Rise Residential policies that apply to them should be interpreted. Specifically, how should the development pattern in the established neighbourhood be respected and reinforced? And, are there opportunities to depart from the pattern if new, denser development forms permitted in Low-Rise Residential areas, namely semi-detached houses and townhouses, can be shown to respect the character of the neighbourhood and be “compatible” with adjacent development?

Results from the review indicate that individual lots and assembled lots in these “arterial areas” are typically larger than lots in the established adjacent neighbourhood areas; either wider or deeper or both. These lots can generally accommodate townhouse developments that are not appropriate on sites internal to large-lot and medium-lot neighbourhoods because they would be of an incompatible character. That these arterial areas typically front arterial streets, where there is generally more convenient access to public transit and other services, suggests that denser forms of housing are appropriate. Nevertheless, many of the arterial areas fall within the “Community Area” designation as per Schedule 1 (Urban Structure) of the VOP 2010 and are generally not intended for intensification as per policies 2.2.3.1 to 2.2.3.4. As such, development in the arterial areas should be addressed through additional policies in the VOP 2010, and supplementary urban design guidelines informing their design, so as to ensure they are compatible with the character of their neighbouring properties and their surrounding established low-rise residential communities.

Policies and urban design guidelines should address a range of issues posed by recent proposals for arterial areas as well as potential issues that may arise with future proposals, specifically the following:

- **The introduction of a private driveway/street parallel or perpendicular to the arterial street to provide frontage for dwelling units located behind units fronting the arterial.** Private laneways should be used to provide access to parking at the rear of townhouse units fronting an arterial street. However, the use of laneways, driveways or private streets to provide frontage for development at the rear of units fronting the arterial is not consistent with the pattern of development in Vaughan’s established low-rise neighbourhoods, where houses front a public street. A front-to-back condition would be created which would result in a significant loss of privacy for the units fronting the arterial street.
- **The introduction of private street and pathway networks on very large sites.** Vaughan’s established low-rise residential neighbourhoods are structured and serviced by networks of local public streets that facilitate navigation that is clear and understandable and function as multi-purpose public spaces. Private streets generally are not designed to the standards of a public street and typically prevent opportunities for public connections through sites. By preventing or discouraging public use, they may also create issues of safety and security.
- **The use of reduced front yard and rear yard setbacks to maximize density on the site.** When townhouses are clustered tightly on a site with reduced setbacks that do not reflect the prevailing setbacks in the surrounding area, their mass and visual impact will be significantly greater than the mass and impact of houses in the adjacent established neighbourhood. In addition, landscaped front yards should provide room for mature trees, with a minimum front setback of 4.5 metres, to reinforce the green character of Vaughan’s neighbourhoods. Rear setbacks that do not respect the existing pattern and zoning standard for the neighbourhood may lead to adverse light, overlook and loss of privacy impacts.

- **The loss of mature trees.** Townhouse developments that cover much of a site invariably result in the loss of mature trees, which are a defining characteristic of Vaughan's low-rise neighbourhoods.

It is important to note that the above issues apply to designated Low-Rise Residential areas, where the intent of the VOP 2010 is for new development to respect and reinforce the established pattern and character of the area. In contrast, issues associated with townhouse developments in designated Intensification Areas might be quite different and not include all of the above, since the intent is to change many of these areas to achieve a higher density form of development.

By respecting and maintaining the prevailing pattern of building orientation, setbacks and landscaping, infill townhouse developments on arterial streets in low-rise residential areas can fit compatibly with each distinct type of neighbourhood in the city. The recommended policy amendments and urban design guidelines in this report will help ensure each infill application in a Low-Rise area satisfies the intent of the VOP 2010 to respect and reinforce the existing character of the surrounding Low-Rise Residential neighbourhood. Prior to implementation of the amendments and guidelines, a detailed study, with public input, should define the precise location and boundaries of arterial areas that meet the criteria described above, i.e., comprise unusually large lots fronting an arterial road.

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3/ Vaughan Official Plan and Zoning By-law

This section documents the key policies in the Vaughan Official Plan (VOP 2010) that apply to the city's low-rise residential areas.

The VOP 2010 was adopted by City Council on September 7, 2010, approved by the Region with modifications in June 2012 and partially approved by the Ontario Municipal Board on July 23, 2013, December 2, 2013, February 3, 2014 and September 30, 2014. Its 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 set of policy objectives of the VOP 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 are 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))

3.1/ Community Area Policies

Maintaining the stability of Community Areas is a primary objective of the VOP 2010 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:

- Policy 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.
- Policy 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.

Since many intensification-oriented development proposals include a street, laneway or pathway, the mobility and public realm policies of the VOP are also relevant.

3.2/ Mobility Policies

- Policy 4.2.1.5 states that it is the policy of Council:

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.

3.3/ Public Realm Policies

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,
 - 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.

3.4/ Urban Design Policies

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

- Policy 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...;
- Policy 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, rain barrels).
- Policy 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;

- 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.

Under Policy 9.2.2.1, detached houses, semi-detached houses and townhouses are permitted building types in Low-Rise Residential areas. The maximum height is three storeys.

3.5/ Low-Rise Residential Policies

- 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.

3.6/ Heritage Policies

The City of Vaughan contains several Heritage Conservation Districts with residential heritage buildings that are particularly sensitive to the adverse impacts of intensification development. Section 6.2.2 of the VOP concerns designated heritage properties.

- Policy 6.2.2.9 address development adjacent to a heritage-designated property or to a Heritage Conservation District:

That for all development applications, demolition control applications and infrastructure projects adjacent to a designated property and adjacent to a Heritage Conservation District, the proposal is compatible by:

- a. respecting the massing, profile and character of adjacent heritage buildings;
 - b. maintaining a building width along the street frontage that is consistent with the width of adjacent heritage buildings;
 - c. maintaining the established setback pattern on the street;
 - d. being physically oriented to the street in a similar fashion to existing heritage buildings;
 - e. minimizing shadowing on adjacent heritage properties, particularly on landscaped open spaces and outdoor amenity areas;
 - f. having minimal impact on the heritage qualities of the street as a public place;
 - g. minimizing the loss of landscaped open space;
 - h. designing any permitted above-grade parking facilities, so that they are integrated into the development in a manner that is compatible with the heritage surroundings; and
 - i. requiring local utility companies to place metering equipment, transformer boxes,
 - j. power lines, conduit equipment boxes and other utility equipment and devices in locations that do not detract from the visual character or architectural integrity of the heritage resource.
- Policy 6.3.2.4 speaks specifically to development within or adjacent to a Heritage Conservation District. It states:

That any proposed private or public development within or adjacent to a Heritage Conservation District will be designed to respect and complement the identified heritage character of the district as described in the Heritage Conservation District Plan.

3.7/ 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. 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 state 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.

3.8/ Zoning By-law

The character of neighbourhoods in designated Community Areas is regulated in part by the Zoning By-law, and current zoning provisions provide a basis for understanding the pattern of development and built form controls that new development in the area must “respect and reinforce”. Reflecting the predominance of detached houses, the most common zoning in Community Areas is R1V, R1, R2 or R3. The table below summarizes the key regulations that apply in these zones as well as the typical low-rise residential zones where townhouses are permitted, RM1 and RM2. Since the character of Vaughan’s low-rise residential areas in many respects is determined by the zoning standards below, they have informed the recommended infill guidelines in Section 5.

Zoning	Minimum Lot Frontage	Minimum Lot Area	Minimum Front Setback	Minimum Rear Setback	Minimum Interior Side Setback	Minimum Exterior Side Setback	Minimum Landscape Coverage	Maximum Lot Coverage	Minimum Amenity Area	Maximum Height
R1V	30 m	845 m ²	9.0 m	7.5 m	1.5 m	9 m	10%	20%	N/A	9.5 m
R1	18 m	540 m ²	7.5 m	7.5 m	1.5 m	4.5 m	10%	35%	N/A	9.5 m
R2	15 m	450 m ²	4.5 m	7.5 m	1.2 m	4.5 m	10%	40%	N/A	9.5 m
R3	12 m	360 m ²	4.5 m	7.5 m	1.2 m	4.5 m	10%	40%	N/A	9.5 m
RM1	6 m/unit	180 m ² / unit	4.5 m	7.5 m	1.5 m	4.5 m	10%	50%	N/A	11 m
RM2	30 m	230 m ² / unit	4.5 m	4.5 m	1.5 m	4.5 m	10%	50%	55 m ² (2 brm) -- 90 m ² (3 brm)	11 m

DRAFT

4/ Precedent Review

The City of Vaughan is not alone in experiencing significant pressure for intensification and redevelopment within its existing low-rise residential neighbourhoods. Municipalities across Ontario, and in particular the Greater Golden Horseshoe, have been balancing the challenges of encouraging intensification and maintaining the character and stability of predominantly low-rise neighbourhoods.

This section summarizes policies and guidelines other municipalities have developed to regulate and guide change in mature low-rise neighbourhoods. They informed the recommended Official Plan amendments and guidelines for Vaughan in the sections that follow. The precedent review included the long-established cities of Toronto and Ottawa, which have been dealing with development pressures in its low-density communities for some time. The review also looked at policies and guidelines adopted by mature suburban municipalities in the GTA facing issues similar to Vaughan's.

4.1/ City of Toronto

Toronto Official Plan

The Toronto Official Plan generally directs residential growth and intensification to three areas of the city identified on Map 2: the Avenues, Centres, and the Downtown and Central Waterfront. In areas designated "Neighbourhoods" on the Official Plan's land use maps, where residential growth is not significantly anticipated, policies carefully control intensification and limit the negative impacts of growth on the areas' low-rise character. Given that Toronto is an older and more built-up city than Vaughan, the "low-rise character" of the designated Neighbourhoods includes a range of building typologies from single detached houses to four storey walk-up apartment buildings. Development in lands designated Neighbourhood is required to "respect and reinforce the existing physical character of the neighbourhood". In this case, the character of a neighbourhood is defined by criteria which includes:

- a) the patterns of streets, blocks, and lanes
- b) the size and configuration of lots
- c) the height, massing, scale, and dwelling type of nearby residential properties
- d) prevailing building types
- e) setbacks of buildings from the street or streets
- f) pattern of rear and side yard setbacks
- g) continuation of special landscape or built form features
- h) heritage buildings, structures, and landscapes

This contextual approach to defining the character of low-rise residential neighbourhoods is reinforced by further policy language that stipulates that "no changes will be made through rezoning, minor variance, consent or other public action that are out of keeping with the physical character of the neighbourhood". Notwithstanding the robust approach taken by the City of Toronto to managing intensification in its mature neighbourhoods, growth is still permitted with the understanding that neighbourhoods are "stable but not static" areas where development is contemplated insofar as it supports the physical character of the neighbourhood. No density or other quantitative controls are utilized.

Toronto Urban Design Guidelines – Infill Townhouses (2003)

Introduction: While Toronto is generally defined by its high-rise downtown skyline, fully three-quarters of its land area is composed of stable and generally low-rise residential neighbourhoods and other areas where only limited intensification that minimizes physical change is contemplated. To ensure that this limited intensification meets the city’s stated urban design goal to “maintain an appropriate overall scale and pattern of development within its context”, the “Toronto Urban Design Guidelines – Infill Townhouses” were implemented in January 2003.

Methodology and Approach: The guidelines are organized into four topic areas: Streets and Open Spaces, Building Location and Organization, Building Form, and A Comfortable Environment for Pedestrians. Each section is then further divided into subsections such as “Parking” or “Light, View and Privacy”. Within each section and subsection the guidelines are described using a combination of prose, bulleted text, captioned photographs, and diagrammatic illustrations. The guidelines themselves generally take a principle-based approach and largely refrain from quantifying certain development criteria. However, in certain cases such as setback distances and parking requirements, specific parameters are provided to ensure consistency across the city.

Relevance: A common thread throughout the guidelines is the primary emphasis on the creation of a safe and comfortable pedestrian realm that promotes connectivity and walkability. However, ensuring compatibility with existing building stock and/or neighbourhood character through massing guidelines, for example, is minimally addressed. Section 2.1 (Setbacks from the Street) states townhouses should “locate the main façade parallel to the street and set in line with adjacent buildings” and Section 3.3 (Light, View and Privacy) states that “when integrating new townhouses into an existing streetscape, use the same sideyard setbacks as the neighbouring properties”. Nevertheless, the guidelines in their commitment to current and future residents’ quality of life articulates principles that parallel Vaughan’s commitment to livable communities in the VOP 2010.

Sample Guidelines:

- Enhance and extend the local street network into the new development to create strong visual and physical links with adjacent neighbourhoods
- Match the front yard setback so it is equivalent to the existing adjacent properties
- Provide appropriate design treatment to both street facades when the building is on a corner. The design of a corner building can be unique and incorporate special features such as towers, corner bays and gables
- Maximize the amount of soft landscaping on both the public right of way and private lot respecting pedestrian, cycling, and motorist safety and maintenance activities
- Preserve and protect existing healthy trees and green space

Toronto Draft Townhouse and Low-Rise Apartment Guidelines (2015)

Introduction: Currently in draft form, the “Townhouse and Low-Rise Apartment Guidelines” are intended to expand upon and replace the “Toronto Urban Design Guidelines – Infill Townhouses” in order to respond to a broader set of conditions and building typologies than the original guidelines contemplated as well as conform to newer policies such as the Development Infrastructure Policy & Standards which places limits on the creation and design of private residential streets.

Methodology and Approach: Whereas the “Toronto Urban Design Guidelines – Infill Townhouses” approaches the design of townhouses with uniform standards and universal applicability, the “Draft Townhouse and Low-

Rise Apartment Guidelines” takes a contextual approach. The need to take this approach was informed by an inventory of relevant past planning applications, site tours, selected case studies and a review of best practices. As such, the document begins with a set of high-level principles that reveal an emphasis on ensuring townhouses and other limited intensification projects “fit” within their context. In this case, the context of a proposed project includes a number of factors such as heritage resources, natural features such as mature vegetation and topography, neighbourhood character, and the scale and massing of adjacent or nearby buildings.

The “Draft Townhouse and Low-Rise Apartment Guidelines” uses a combination of illustrations, schematic diagrams, photographs, and text descriptions to communicate the design intent of each discrete sections. Each section – such as Building Placement, Streetscape, or Building Types – is concluded with a thorough rationale that summarizes and provides justification for the preceding criteria. Although the document articulates general criteria according to thematic topics such as “Building Design” or “Public Realm”, Section 5 goes a step further and identifies six typical development scenarios to provide specific guidance. Examples of these scenarios include “Shallow Mid-Block Parcel”, “Parcel with Multiple Building Blocks” and “Large Development with Multiple Development Blocks”.

Relevance: Although Toronto has a significantly different urban form than Vaughan, the development pressures that the two cities’ established low-rise residential neighbourhoods are experiencing are quite similar. The “Draft Townhouse and Low-Rise Apartment Guidelines” provide a wide variety of criteria from the general to the specific that can apply in both contexts. In particular, the guidance the document provides with regard to defining and assessing the context of a development site as well as the scenario-based approach to informing the design of different types of townhouses is informative and innovative.

Sample Guidelines:

- When a proposed building is adjacent to a lower-scale heritage property design new buildings to respect the urban grain, scale, setbacks, proportions, visual relationships, topography and materials of the historic context
- In general, build parallel to the street and extend the building the length of the site along the edges of streets, parks, and open space with front doors on the primary façade facing these areas
- Locate unit entrances so that they are directly visible and accessible from the public sidewalk
- Incorporate parking garage ramps and access stairs, garbage collection areas and loading areas into the building
- For new buildings where the adjacent context is lower in scale and not anticipated to change, provide a transition in the building height down to the lower-scale neighbours. Match at least the first building, unit or bay immediately adjacent to the lower-scaled context to the scale and height of neighbouring buildings
- Retain and protect existing trees, vegetation, natural slopes and native soils to integrate these features into the overall landscape plan

4.2/ City of Ottawa

City of Ottawa Official Plan

Like Toronto, the City of Ottawa’s Official Plan seeks to guide intensification to appropriate locations and mitigate significant growth within its low-rise residential areas. Whereas the City of Toronto designates lands through the Official Plan to be targeted for intensification, Ottawa’s Official Plan identifies locations typologically such as sites within 600 metres of rapid transit stations, older industrial areas, under-utilized shopping centres, and surface parking lots. Concerning development in its stable, low-rise residential neighbourhoods, the City of Ottawa is supportive of intensification insofar as “it will enhance and complement

its desirable characteristics and long term renewal". In determining whether proposed intensification projects "enhance and complement" the character of low-rise residential neighbourhoods, the Ottawa Official Plan states that the City will "evaluate the compatibility of development applications". Compatibility is described as development that "fits well" within its physical context and "works well" among its surrounding functions. More specific compatibility criteria are articulated in a series of mutually reinforcing urban design objectives, frameworks, annexes, and policies but include the following considerations:

- a) Minimization of traffic impacts off of arterial roads
- b) Respect for privacy of adjacent outdoor amenity areas
- c) Minimization of shadowing of adjacent properties
- d) Prevailing height, massing, and scale of buildings in the area
- e) Similar pattern of rear and sideyard setbacks and landscaped open spaces

Recommended building typologies that are appropriate for intensification projects within stable residential areas include duplexes, triplexes and fourplexes provided the design of these projects satisfies their evaluation against the stated compatibility criteria and urban design objectives.

City of Ottawa Urban Design Guidelines for Low-Rise Infill Housing

Introduction: The City of Ottawa Urban Design Guidelines for Low-Rise Infill Housing provide further detail to, and "help fulfill some of the design strategies for", the urban design objectives, strategies, policies articulated in the City of Ottawa Official Plan. Whereas the Official Plan's urban design policies for intensification in low-rise residential neighbourhoods applies to all types of development within those areas, this document has a narrower focus on "the development of vacant lots or portions of vacant lots in established urban areas" created through severances, demolition, or the assembly of smaller lots.

Methodology and Approach: The Design Guidelines described in this document apply to all infill development on lands designated "General Urban" in the Ottawa Official Plan and include single and semi-detached homes, duplexes, triplexes, townhouses and low-rise apartments. Similar to how the Ottawa Official Plan's urban design policies address the compatibility of new development with existing development, the Urban Design Guidelines for Low-Rise Infill Housing also regard compatibility as a desirable objective. However, the Guidelines articulate a wider set of considerations for and broaden the definition of compatibility to include the overall contribution to the public realm of a neighbourhood including streetscape and landscape design guidelines. With regard to informing the built form of infill housing, the Design Guidelines are concerned primarily with contextual design considerations such as the relationship of the ground floor to the street, transitions to nearby properties and amenity areas, contribution to the animation and enrichment of the detail of the neighbourhood, and the promotion of variety and diversity while respecting existing styles and historical forms. Particular attention is paid to the design and organization of parking areas, garages, and servicing infrastructure insofar as they have the potential to significantly adversely impact the creation of a safe and comfortable environment for pedestrians and cyclists. Finally, site-specific guidelines are provided regarding infill development that affects heritage buildings and infill on narrow lots, with each given their own relevant section in the document. Annotated diagrams and photographs are included throughout the Design Guidelines to provide precedents and clarify individual guidelines for readers.

Relevance: While the City of Ottawa's Official Plan contains an extensive set of urban design policies, objectives, and strategies, the Urban Design Guidelines for Low-Rise Infill Housing are useful in providing further detail and articulating specific approaches to satisfying those policies and achieving the Official Plan's design objectives. In particular, the design guidelines that address infill housing on narrow lots and development affecting heritage resources are germane to the issues confronting the City of Vaughan in its older established neighbourhoods which are often located in heritage conservation districts and are composed of historical lots that are narrow by contemporary standards.

Sample Guidelines:

- Reflect the desirable aspects of the established streetscape character. If the streetscape character and pattern is less desirable, with asphalt parking lots and few trees lining the street, build infill which contributes to a more desirable pedestrian character and landscape pattern
- Ensure new infill faces and animates the public streets. Ground floors with principal entries, windows, porches and key internal uses at street level and facing onto the street, contribute to the animation, safety and security of the street
- Locate and build infill in a manner that reflects the existing or desirable planned neighbourhood pattern of development in terms of building height, elevation and the location of primary entrances, the elevation of the first floor, yard encroachments such as porches and stair projections, as well as front, rear, and side yard setbacks
- In determining infill lot sizes, recognize the provisions of the Zoning By-law, the Official Plan's intensification policies, and local lot sizes including lot width, the existing relationship between lot size, yard setbacks and the scale of homes
- Avoid the arrangement of units where the front of one dwelling faces the back of another
- Where the new development is higher than the existing buildings, create a transition in building heights through the harmonization and manipulation of mass. Add architectural features such as porches and bays, and use materials, colours and textures, to visually reduce the height and mass of the building
- Where access to a garage is at the front, design infill so that the proportional relationship between the width of the garage and the width of the lot is similar to the pattern of the neighbourhood. For example, if front garages occupy 25% of the lot frontage of existing homes, reflect this characteristic in the proposed infill home.

4.3/ City of Mississauga

City of Mississauga Official Plan

The City of Mississauga's Official Plan directs growth and encourages intensification to designated areas identified on Schedule 1b (Urban System – City Structure). These areas are the Downtown, Major Nodes, and Community Nodes. Schedule 2 (Intensification Areas) further identifies areas within 500 metres of a Major Transit Station and Intensification Corridors as additional locations appropriate for significant growth. The majority of the remaining municipal area is designated Neighbourhood on Schedule 1b and is further subdivided into four residential land use designations (Low Density I & II, Medium Density, and High Density) on Schedule 10 (Land Use Designations). Although the heights of buildings within Neighbourhoods is generally restricted to a maximum of four storeys, further detail is provided in urban design and land use policies for twenty-two different "Neighbourhood Character Areas". In Section 16 of the Mississauga Official Plan, each of the Neighbourhood Character Areas are mapped, approved density – measured in floor-space index – targets identified geographically, and specific policies described to manage growth. For example, in the Applewood Character Area, townhouses are not permitted on lands that are designated "Residential Low Density II" even though the general policy regarding lands designated "Residential Low Density II" permits them. Moreover, site-specific policies addressing particular addresses and/or properties provide a further level of detail with regard to permitted uses and urban design considerations.

City of Mississauga Urban Design Guidelines: New Dwellings, Replacement Housing, and Additions

Introduction: The purpose of the City of Mississauga Urban Design Guidelines: New Dwellings, Replacement Housing, and Additions is to “assist homeowners, designers, architects and landscape architects by outlining the framework and design principles on which the guidelines for Site Plan approval are based”. As such, this document should be considered and read not as a supplementary policy document to the Mississauga Official Plan, but as a development aide.

Methodology and Approach: The Urban Design Guidelines: New Dwellings, Replacement Housing, and Additions describes guidelines and principles to mitigate potential conflicts with regard to achieving compatibility with the character of the existing neighbourhood. The design guidelines themselves are generally broad and generic such as “the massing of the dwelling should be consistent with the adjacent homes” and are supported by illustrations, diagrams, and precedent photos for further clarification. Each design guideline is further supported by “preferred” and “not preferred” examples to demonstrate how to meet the described guideline. Topics covered include neighbourhood scale and character, building height, materials, and garages. The second half of the document describes the site plan process and requirements for obtaining approvals.

Relevance: The City of Mississauga Urban Design Guidelines: New Dwellings, Replacement Housing, and Additions, while useful for the layperson to interpret the urban design policies contained in the Mississauga Official Plan, does not provide any substantial insight for Vaughan’s specific context and unique policy and development challenges.

Sample Guidelines:

- House designs which fit with the scale and character of the local area and take advantage of a particular site are encouraged. The use of standard, repeat designs is strongly discouraged
- The design of the dwelling should not appear to be higher than existing dwellings
- Garages should be located behind or in line with the front door of the dwelling to ensure visibility to the street. Projected garages are discouraged.
- The greatest proportion of paved surface should be located directly in front of the garage. Paved surfaces should not result in additional parking spaces in the front yard of a dwelling.
- The location or relocation of utilities should minimize the impact on existing landscape features.

City of Mississauga Urban Design Handbook: Low-Rise Multiple Dwellings

Introduction: The City of Mississauga Urban Design Handbook: Low-Rise Multiple Dwellings addresses the design and development of townhouses, stacked townhouses, low-rise apartments and other alternatives to traditional single and semi-detached residential forms in order to ensure that intensification within or adjacent to low-rise residential areas is compatible with the existing character of the neighbourhoods. Its purpose is two-fold: to increase the design quality of new low-rise multiple dwellings while integrating them sensitively with their surrounding development and the public realm.

Methodology and Approach: This document generally applies to development in zoning categories that permit residential buildings with more than two dwelling units but do not exceed four storeys in height. It is divided into three primary sections: Compatibility, Connectivity, and Characteristics. In the first section, Compatibility, the Urban Design Handbook recognizes that townhouses and other forms of low-rise, multiple dwelling typologies are located on transition sites, and between low-density and higher-density areas. As such, this section describes guidelines for creating harmonious relationships between different types and scales of development. Approaches such as stepbacks, street width to building height ratios, and setbacks are detailed

and supported by additional suggestions such as providing greater floor-to-floor heights or arranging building mass with vertical emphasis to create sensitive transitions between areas of different character. The second section, Connectivity, describes design guidelines for ensuring that townhouses contribute positively to the public realm. Issues such as the design of private streets, the extension of existing public street networks, the preservation of trees and other landscape features, and the siting of open space and amenity areas are articulated in this section. Specific building elements such as the roof, façade, entrances, and lighting are addressed in the third and final section, Characteristics. In each of the sections, illustrations and photographs reinforce the design guidelines which are divided themselves into qualitative and quantitative statements.

Relevance: Unlike the City of Mississauga Urban Design Guidelines: New Dwellings, Replacement Housing, and Additions, this document is a supplementary policy document to the Mississauga Official Plan, the zoning by-law, and other City Council endorsed design documents such as the Accessibility Design Handbook. Its greater level of specificity and clear design direction make it useful as a reference. Moreover, given that the City of Vaughan is experiencing similar significant development pressure with regard to townhouse development on the edges of, and within, established residential neighbourhoods, the City of Mississauga Urban Design Handbook: Low-Rise Multiple Dwellings is well-suited to inform the development of similar guidelines for the City of Vaughan.

Sample Guidelines:

- Create horizontal emphases that relate to the cornice lines, podium heights and/or the window pattern of adjacent buildings.
- Respect the height, scale and massing of neighbouring buildings. Where the proposed building is taller or larger than adjacent buildings, create a transition in building height and form.
- Site buildings with the front façade facing the public street. Avoid rear yards fronting the public street.
- When consistent and desirable front yard setbacks exist on adjacent properties, site new development to reflect that condition.
- Buildings should be contained within a 45-degree angular plane, measured from the rear property line when abutting lower-scale residential buildings. For more intensively developed areas, determine an appropriate setback or angular plane to protect the privacy, light and views of neighbours.
- Design private streets to function and appear like public streets with landscaping buildings frontages and addresses, sidewalks and on-street parking.
- Enhance and reflect the existing streetscape character through consistent setbacks, landscaping, parking patterns and scale of buildings while preserving existing street trees

4.4/ City of Brampton

Brampton Official Plan

The City of Brampton utilizes a variety of controls and policy approaches of varying specificity to manage intensification within its low-rise residential neighbourhoods. The coarsest mechanism for regulating infill development and other forms of increased density is a general restriction on the height and density of residential development outside of designated intensification areas including Mobility Hubs, Urban Growth Centres, and Intensification Corridors, to four storeys and 50 units per hectare, respectively. More fine-grained built form controls are described in the 54 Secondary Plans that are identified on Schedule G of the Official Plan and cover the vast majority of the Brampton municipal area. Within each of the Secondary Plan, land is designated with one of six density categories ranging from “Single Detached Density”, which suggests 0-25 units per net hectare and limits development to single detached homes, to “Apartment or High Density” which suggests densities of 76-198 units per net hectare and buildings with elevators. The most restrictive control on

infill development and intensification is reserved for Brampton's "older, mature neighbourhoods" which are not geographically identified, but are defined as follows:

"'Older, Mature Neighbourhood' means a residential area where the majority of dwellings were built prior to 1980. These dwellings are generally not constructed to the minimum building setback and maximum lot coverage regulations of the Zoning Bylaw. Typical characteristics of older, mature neighbourhoods are generous separation distances between dwellings, greater front and rear yard setbacks, and lower lot coverage than in newer neighbourhoods with dwellings built after 1980."

Within the "older, mature neighbourhoods" the Official Plan indicates that that "a scoped site plan control process...may be used...[but] will only assess building massing, scale, siting, height, coverage, setbacks and architecture, and landscaping and fencing on the lot". Finally, urban design policies provide a final layer of qualitative controls on "Community Revitalization" development, a catch-all category that includes infill, intensification, replacement, and redevelopment. These policies require that new development is compatible with existing development including lot sizing, use, scale, form, character, height, massing, and other characteristics of infill development.

City of Brampton Guide for Infill Housing in Mature Neighbourhoods

Introduction: Brampton's Guide for Infill Housing is intended to "provide guidance for homeowners, designers, architects and landscape architects" in designing replacement homes or additions to current dwellings within existing low-rise residential neighbourhoods. It is primarily concerned with ensuring that new development within neighbourhoods is compatible to the existing character of the area and "to direct how new development can be designed to maintain and preserve neighbourhood character".

Methodology and Approach: The Guide for Infill Housing specifically addresses a defined area within the City of Brampton, generally bounded by Steeles Avenue, Chinguacousy Road, Bovaird Drive, and Torbram Road, which is designated as a "Mature Neighbourhood Area" where the guidelines will apply. The document first explains how a neighbourhood's character is established through elements such as building setbacks, building heights and massing, and front entrance treatment, and then summarizes the process for undertaking an infill housing project from consultation through to municipal approvals. The last section of the Guide for Infill Housing describes in accessible, relatively jargon-free, terms five sets of guidelines: setbacks, height and massing, garage and driveway, front entrance treatment, and landscape. The guidelines are supported by precedent illustrations, diagrammatic illustrations, and references to particular sections and chapters of the City of Brampton's Development Design Guidelines. Guidelines such as "scale may be minimized by...limiting your building height to two storeys" or "avoiding features with strong vertical orientation" suggests that the primary emphasis of Brampton's Guide for Infill Housing is managing the development of exceedingly large homes – as opposed to mitigating the introduction of exceedingly dense building typologies that are incompatible with low-density low-rise residential neighbourhoods.

Relevance: Brampton's Guide for Infill Housing in Mature Neighbourhoods offers a user-friendly approach to informing development, but lacks the level of detail, specific criteria, and compatibility requirements needed to act as a supplemental policy document for the City of Vaughan's purpose. They also primarily address situations where over-large homes are proposed within mature neighbourhoods, a condition which is secondary to Vaughan's concern of inappropriate or incompatible intensification. However, the accessible language and use of clear diagrams are elements that should be emulated to provide clarity and ease of interpretation for future design guidelines crafted specifically for Vaughan's needs.

Sample Guidelines:

- Slope the new roof back from adjacent houses.
- Architectural style of new houses and substantial remodeling should be compatible with the architectural styles found in the surrounding neighborhood. No specific style is recommended, but whether your new home is contemporary or replicates a style found in the neighbourhood, it should be compatible. Ensure that its design employs building scale, massing, roof lines, and building orientations that are commonly found in the neighborhood.
- In general, new garages should be located and sized to be consistent with the established pattern in your neighbourhood. In neighbourhoods where there are detached garages located in the rear yard, new garages should also be located at the rear of the house. In neighborhoods where there are attached garages, new garages located either at the front or side of the house should be recessed from the main building face.
- Main entrances should be prominent, oriented to the street and in appropriate scale to the block as well as the house.
- Preserve mature trees wherever possible.
- Avoid privacy fencing anywhere in front of the house.

4.5/ City of Markham

City of Markham Official Plan

The City of Markham Official Plan directs growth and intensification to Regional Centres, Regional Corridors, Local Centres, and Local Corridors identified on Map 1 (Markham Structure). Outside of these designated intensification areas, the Neighbourhood Area identified on the same map is further divided into a four residential land use designations (Estate, Low Rise, Mid Rise, and High Rise) on Map 3 (Land Use) of the Official Plan. The Residential Low Rise designation constitutes “most of the existing residential neighbourhoods in Markham...with lower-scale buildings such as detached and semi-detached dwellings, duplexes and townhouses, which will experience minimal physical change in the future”. The “minimal physical change” contemplated includes detached dwellings, semi-detached dwellings, townhouses, and small multiplex buildings containing 3 to 6 units all with direct frontage on a public street and limited to a maximum height of three storeys. Notwithstanding these permitted typologies, back to back townhouses are prohibited. Within lands designated Residential Low Rise, two different sets of development criteria are articulated, one for infill development and one for new development. The development criteria for infill development includes the following:

- a. the lot frontage(s) and lot area(s) of the proposed new lot(s) shall be consistent with the sizes of existing lots on both sides of the street on which the property is located
- b. the proposed new building(s) shall have heights, massing and scale appropriate for the site and generally consistent with the permitted by the zoning for adjacent properties and properties on the same street
- c. front and rear yard setbacks for the new building(s) shall be consistent with the front and rear yards that exist on the same side of the street
- d. the setback between new building(s) and the interior side lot line shall increase as the lot frontage increases
- e. the new building(s) shall have a complementary relationship with existing buildings, while accommodating a diversity of building styles, materials and colours
- f. existing trees and vegetation shall be retained and enhanced through new street tree planting and additional on-site landscaping

- g. the width of garage(s) and driveway(s) at the front of new building(s) shall be limited to ensure that the streetscape is not dominated by garages and driveways
- h. impacts on adjacent properties shall be minimized in relation to grading, drainage, access and circulation, privacy and microclimatic conditions such as shadowing

No density controls are used to manage growth and development in lands designated Residential Low Rise and no supplementary design guidelines currently exist to further clarify and/or provide further detail to managing change within existing mature neighbourhoods.

4.6/ Town of Whitchurch-Stouffville

Whitchurch-Stouffville Official Plan

Given that the majority of the Whitchurch-Stouffville municipal area is rural and/or agricultural, Official Plan policies addressing intensification are contained within a Secondary Plan for Downtown Stouffville. The Downtown Stouffville Secondary Plan manages growth and intensification by identifying a range of land use designations wherein progressively denser forms of residential development are encouraged. From least dense to most dense, these designations are Main Street and Community Core Area, Urban Medium Density Residential Area, Residential Area, and Existing Residential Area. While intensification is encouraged to a greater or lesser extent within each of these designations, policies addressing compatibility are primarily contained in those sections detailing the Existing Residential Area and the Residential Area designations identified in the Secondary Plan.

Within lands designated as Existing Residential Area, intensification is expected to consist “primarily of limited infill and secondary suites” and generally directs medium residential uses such as townhouse dwellings and low-rise apartments to other residential areas or to “the edge of neighbourhoods typically fronting onto or adjacent to collector/arterial roads”. To ensure compatibility within Existing Residential Areas, the Town of Whitchurch-Stouffville may also require site plan approval with compatibility evaluated as use that is “reflective and sympathetic to the built form of the established neighbourhood” which includes the orientation and presence of the garage, heights of buildings, building materials, window and door treatment, roof design, and the massing and positioning of the buildings.

With regard to lands designated Residential Area, a wider range of building typologies are permitted including townhouses, low-rise apartments, stacked townhouses and similar typologies. Unlike Existing Residential Areas, however, density controls rather than urban design criteria are utilized to manage intensification. Within lands designated Residential Area, a minimum density of 20 units/hectare and a maximum density of 45 units/hectare is established for townhouse development. Moreover, to facilitate the development of a diversity of housing types, townhouses are generally restricted to a maximum of 15% of a plan of subdivision.

The Community of Stouffville Residential Intensification Urban Design Guidelines

Introduction: As a predominantly rural municipality, Stouffville’s downtown, like many similarly-sized municipalities, is linear with a centre located at the intersection of two regional arterial roads. Its main street is lined with commercial and mixed-uses and low-rise residential neighbourhoods extend behind the first row of properties in orderly subdivisions. The Community of Stouffville Residential Intensification Urban Design Guidelines provide direction for infill and other intensification development proposals in this main street and related-residential area. The purpose of the document, broadly, is to ensure new development within Stouffville’s built boundary maintains the municipality’s “small town tradition between the country and the city”

while sensitively increasing densities to meet growth targets established in the Growth Plan for the Greater Golden Horseshoe.

Methodology and Approach: The Stouffville Residential Intensification Urban Design Guidelines are divided into three main sections: the first identifies locations that are suitable for intensification by type, such as “infill sites” or “vacant sites”, and by geography on a land use map of the municipality; the second articulates a vision and a set of high-level objectives for intensification in Stouffville; and the third describes the guidelines themselves. In this third section, the guidelines address three typical building typologies: buildings above three storeys, townhouses, and heritage infill projects. Although the specific criteria and guidelines differ by typology, a shared concern is the maintenance of the integrity of the “main street” character of Stouffville’s downtown and of the low-rise residential neighbourhoods behind it. Preserving this “small town tradition between the country and the city” is accomplished by establishing parameters for specific building characteristics such as window treatments (“Clear glass is preferred for all glazing to promote a high level of visibility”) or materials (“In general, the appearance of building materials should be true to their nature and should not mimic other materials”) as well as more general criteria such as the maintenance of 45 degree angular planes to adjacent neighbourhoods and a requirement for building stepbacks above the third storey “to express a base, middle and top, and also to control the overall massing of the building”. For townhouse-specific parameters, the Stouffville Residential Intensification Design Guidelines provide a high degree of flexibility, requiring design to “consider overall form, massing and proportions...to create consistent and attractive, but not repetitive, buildings” and that “the proportion of rooflines, wall planes and openings should be consistent with other buildings on the street”. Some slightly more restrictive language stipulates townhouses “should generally be limited to 6 attached units” and rear yard amenity areas of townhouse blocks “should have a minimum depth of 5.5 metres and a minimum area requirement of 45 square metres”. Guidelines describing vehicular access, parking, and servicing for intensification proposals conclude the document and serve to minimize the impact of such necessities on the built form of Stouffville’s downtown.

Relevance: While the townhouse-specific guidelines are useful to inform similar guidelines for the City of Vaughan, the primary thrust of the Stouffville Residential Intensification Urban Design Guidelines indicates that Stouffville, like Vaughan, is seeking to encourage the intensification of its main street, mixed use corridors rather than mitigate or manage intensification in inappropriate areas such as within established low-rise neighbourhoods. As such, Stouffville’s guidelines are of limited value for informing approaches to guiding sensitive and compatible infill at the edges of or within residential neighbourhoods. Nevertheless, the guidelines that address elements common to all development, such as managing the impact of vehicular infrastructure, are helpful in a general sense.

Sample Guidelines:

- All new buildings and developments should be a minimum of 2-storeys in height. Buildings that are taller than 3-storeys should employ measures to reduce the height and mass of the upper floors, including stepbacks
- Main building entrances should face public streets and be directly accessible from public sidewalks. They should be easily identifiable through location and articulation.
- The design of townhouses should consider overall form, massing and proportions, as well as the rhythm of repetitive building elements (i.e. windows, roof design) to create consistent and attractive, but not repetitive, buildings.
- End units in a townhouse or multiplex block should provide windows and entrances that address both streets to encourage these areas to be attractive, active and safe.
- New development should be complementary in height and scale to adjacent heritage buildings.
- New buildings should generally match the pre-established setback of adjacent buildings. This is extremely beneficial on sites where buildings are currently setback from the street or are missing altogether.

4.7/ Town of Oakville

Oakville Official Plan

Similar to the other municipalities surveyed in Section 4, the Town of Oakville Official Plan generally directs residential growth to areas designated “Growth Areas” on Schedule A1. These include Downtown and Midtown Oakville, and the villages of Kerr and Bronte. The majority of Oakville’s municipal area, however, is identified as “Residential Area” on the Official Plan’s Urban Structure Map. Within the lands designated “Residential Area”, the Official Plan’s Land Use Schedules identify three types of residential land use areas: low density, medium density, and high density. The Low Density Residential lands generally correspond to the existing and stable neighbourhoods typified by their low-rise houseform character. Within these lands, a maximum density of 29 units per hectare is set and building typologies are generally restricted to detached dwellings, semi-detached dwellings, and duplexes in order to strictly control intensification. Higher densities and a broader range of building typologies are permitted in the Medium Density and High Density Residential Areas. Furthermore, within Low Density Residential Areas, specific locations such as “at the intersection of arterial and/or collector roads, or sites with existing non-residential uses, that have sufficient frontage and depth to accommodate appropriate intensification” are identified. However, development within “all stable residential communities shall be evaluated...to maintain and protect the existing neighbourhood character”. Like the City of Ottawa, the evaluation is undertaken according to criteria such as:

- a. scale, height, massing, architectural character and materials that are compatible with the surrounding neighbourhood
- b. compatible setbacks, building orientations, and separation distances
- c. height transitions from adjacent development
- d. compatible lotting patterns with the predominant lotting pattern of the neighbourhood
- e. maintenance and/or extension of the public street network to ensure appropriate connectivity and access for pedestrians and cyclists
- f. minimization of impacts on adjacent properties in relation to grading, drainage, location of service areas, privacy, and microclimatic conditions such as shadowing

Finally, compatible, as it is used in the evaluation of proposed development within stable residential communities, is defined as “the development or redevelopment of uses which may not necessarily be the same as, or similar to, the existing development, but can coexist with the surrounding area without unacceptable adverse impact”.

Town of Oakville Design Guidelines for Stable Residential Communities

Introduction: The Town of Oakville Design Guidelines for Stable Residential Communities are intended to serve as a framework to inform the design of new detached dwellings or additions to existing detached dwellings within stable residential communities. Its primary focus is to help homeowners and prospective developers achieve compatibility and maintain and preserve the character of Oakville’s low-rise residential neighbourhoods.

Methodology and Approach: Following an introductory section and a policy summary that highlights the key sections of the Oakville Official Plan, the Design Guidelines describe four categories of design objectives: Neighbourhood Context, Architectural Context, Site Context, and Heritage Resource Context. Within each topic area, design principles supported by illustrations and precedent photographs are articulated that provide direction on how new residential dwellings can be integrated in a compatible manner. Specific characteristics covered include lotting pattern, rear yard privacy, primary façade, landscaping, and garages. Collectively, the

guidelines demonstrate a sensitivity to ensuring the style of new dwellings closely mimics the existing traditional houseform design typified by generous front yards, recessed garages, and gable-form roofs.

Relevance: The Design Guidelines for Stable Residential Communities, with their relatively narrow focus on replacement single-detached houseform buildings, are not particularly relevant to the development pressures being experienced by the City of Vaughan within, and on the edges of, its older established neighbourhoods. However, sample language and guidelines, in particular from the landscaping and heritage resource sections, are useful to review.

Sample Guidelines:

- New development should positively contribute to the surrounding neighbourhood character by incorporating building and site elements that provide a visual reference to existing neighbourhood features and that complement the qualities of the surrounding residential community.
- New development should be designed to maintain and preserve the scale and character of the site and its immediate context and to create compatible transitions between the new dwelling and existing dwellings in the surrounding neighbourhood.
- New development should maintain the setback or average of setbacks from the street frontage as the existing dwellings in the immediate area.
- New development should not have the appearance of being substantially larger than the existing dwellings in the immediate vicinity. If a larger massing is proposed, it should be subdivided into smaller building elements that respond to the context of the neighbourhood patterns.
- New development should be designed to mitigate potential impacts of overshadowing on adjacent properties by avoiding bulky massing close to the shared property line, by stepping down the height of the structure, and/or by increasing the setback(s) from the side and rear property lines.
- New development with an attached garage should make every effort to incorporate this feature into the design of the building, to achieve compatibility with the overall massing, scale and style of the dwelling and the immediate surroundings.
- New development should make every effort to retain established landscaping, such as healthy mature trees and existing topography, by designing new dwellings and building additions around these stable features.

5/ Conclusion and Recommendations

There has been an increasing number of applications that seemingly are not consistent with the vision and intent for stable community areas in the VOP 2010. Although the intent of the plan with respect to infill development is clear—to ensure it respects and reinforces, and is compatible with, the existing scale, lot pattern, character and form of established neighbourhoods—there is not complete clarity on how the applicable policies should be interpreted in individual applications. The result is inconsistent interpretation of the policies of the Plan, by property owners, developers, and residents, which are difficult to resolve.

In light of the issues associated with infill proposals in low-rise residential neighbourhoods, and tools other municipalities have adopted to try to address them, it is recommended that the City consider refining the VOP 2010 to clarify existing policies and by adopting urban design guidelines to provide further clarification. This section proposes a number of amendments to the VOP 2010 and follows these with two sets of draft urban design guidelines—one for general infill in established low-rise residential areas and one specific to infill townhouse developments.

While the proposed VOP 2010 amendments and urban design guidelines are complementary to one another and mutually supportive, they can be implemented independently. For example, if the City wishes to consider the proposed policy amendments at the time of the next Municipal Comprehensive Review of the VOP, it may wish to adopt infill guidelines in the interim, which are non-statutory but will assist in interpreting the current VOP policies.

5.1/ Proposed VOP 2010 Amendments

All of the proposed amendments below support the general intent of the VOP 2010 as it applies to designated Community Areas in the Urban Structure Plan (Schedule 1) and designated Low-Rise Residential areas in the Land Use Plan (Schedule 13). The proposed amendments are intended to clarify specific policies in the plan and augment them with policies specific to infill townhouse developments. The latter is intended to ensure townhouses are integrated into established neighbourhoods in a manner that meets the general intent of the compatibility policies in the VOP 2010 to respect and reinforce the character of such neighbourhoods.

In the proposed policy wording below, strikethroughs represent text proposed for deletion and **bolded text** represents new text. The rationale for each amendment follows the proposed text.

Changes that were made to the proposed amendments since January 2016 based on feedback received from the public, stakeholders and City staff have been highlighted with **boxed and bolded text**. Rationales with a “*” relate to these changes.

Community Area Policies

Proposed amendment to Policy 2.2.3.2:

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

Rationale:

The proposed amendment clarifies the meaning of “significant” in this context by relating it to a change that would alter the general character of a neighbourhood. It also recognizes that in addition to the existing criteria, the orientation of buildings in a neighbourhood is also fundamental to its character and if altered through redevelopment would mark a significant physical change to the neighbourhood’s established character.

Urban Design and Built Form Policies

Proposed amendment to Policy 9.1.2.1:

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 – 9.1.2.4** and **9.1.2.3** or, where no established neighbourhood is located, it shall help establish an appropriate physical character that is compatible with its surroundings, as set out in policy **9.1.2.4** **9.1.2.5**.

Rationale:

The above amendment is appropriate if proposed new policy 9.1.2.4 below is approved and to ensure that policies are ordered numerically.

Proposed amendment to Policy 9.1.2.2:

In Community Areas with established development, new development, **as reflected in any zoning, variance, subdivision, consent or part lot control exemption application, will** be designed to respect and reinforce the existing physical character and uses of the surrounding area, **specifically respecting and reinforcing** ~~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 orientation of buildings;**
- e. the heights and scale of **adjacent and immediately surrounding** ~~nearby~~ residential properties;
- f. the setback of buildings from the street;
- g. the pattern of rear and side-yard setbacks;
- h. **the presence of mature trees and general landscape character of the streetscape;**
- i. **the existing topography and drainage pattern on the lot and in the** **adjacent and immediately surrounding properties;**
- j. conservation and enhancement of heritage buildings, heritage districts and cultural heritage landscapes;
- k. the above elements are not meant to discourage the incorporation of features that can increase energy efficiency (e.g. solar configuration, solar panels) or environmental sustainability (e.g. natural lands, rain barrels).

Rationale:

The proposed amendment adds new elements that contribute to the character of a neighbourhood that should be “paid particular attention to” and should be respected and reinforced. The additions to the list of elements recognize that the orientation of buildings, the presence of trees and the general landscape character are fundamental elements that help to define the character of a neighbourhood. The proposed amendment also

recognizes that topography and drainage are important considerations when redeveloping a site. *The wording has been slightly modified further to clarify that new development should respect and reinforce the physical character of adjacent properties as well as others in the immediate surroundings, and to clarify that Policy 9.1.2.2 applies to all types of development applications.

Proposed amendment to Policy 9.1.2.3:

Within the Community Areas there are a number of ~~older~~, established residential neighbourhoods that are characterized **exclusively or predominantly by Detached Houses located on generally large lots with frontages exceeding 20 metres** and/or by their historical, architectural or landscape value. **These neighbourhoods are generally identified on Schedule 1B “Areas Subject to Policy 9.1.2.3 – Vaughan’s Established Large Lot Neighbourhoods” [X] (~~Established Large Lot Neighbourhoods~~).** Some of ~~these older~~ established neighbourhoods, ~~as well as newer~~ including estate lot neighbourhoods, 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~~ **These include neighbourhoods** at or near the core of the Local Centres of Thornhill, Concord, Kleinburg, Maple and Woodbridge, and may also be part of the respective Heritage Conservation Districts. **For clarity, the policy text prevails over the mapping shown on Schedule 1B. In addition to those areas identified on Schedule 1B, this policy shall also apply to other areas where the subdivision and redevelopment of a large lot or multiple large lots would not respect and reinforce the elements identified in Policy 9.1.2.2.**

In order to maintain the character of ~~these areas~~ **established, large-lot neighbourhoods**, 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 adjoining ~~or facing~~ lots, **or the average of the frontage of the adjoining lots where they differ;**
- b. Lot area: The area of new lots should be consistent with the size of adjacent and nearby adjoining ~~or facing~~ lots;
- c. Lot configuration: New lots should respect the existing lotting fabric in the ~~immediate vicinity~~ **immediately surrounding area;**
- d. Front yards and exterior side yards: Buildings should maintain the established pattern of setbacks for the neighbourhood to retain a consistent streetscape;
- e. Rear yards: Buildings should maintain the established pattern of setbacks for the neighbourhood to minimize visual intrusion on the adjacent residential lots;
- f. **Dwelling types: A new dwelling replacing an existing one shall be of the same type, as defined in Section 9.2.3 of this Plan, except on a lot fronting an Arterial Street, as identified in Schedule 9 (Future Transportation Network), where a Semi-detached House or Townhouse dwelling replacing a detached dwelling may be permitted, subject to Policy 9.1.2.4 and the other urban design policies of this plan;**
- g. Building heights and massing: Should respect the scale of adjacent residential buildings and any city urban design guidelines prepared for ~~these~~ Community Areas;
- h. 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.

Rationale:

The proposed amendment recognizes that in addition to the older, established neighbourhoods found in Thornhill, Concord, Kleinburg, Maple and Woodbridge, there are “newer” estate lot neighbourhoods within Community Areas with similar characteristics to be respected and reinforced. The addition of a new schedule (Schedule 1B: Areas Subject to Policy 9.1.2.3 – Vaughan’s Large Lot Neighbourhoods), consistent with Figure 2 below, will clarify to which areas of the city this policy applies. By having the policy apply to established large-lot neighbourhoods generally, the question of the age of a neighbourhood and whether or not it qualifies as “older” becomes less relevant and more emphasis is placed on the characteristics of these neighbourhoods to be respected and reinforced by new development. The proposed amendments to 9.1.2.3(a) and (b) clarify the area to be considered when lot severances are proposed, recognizing that lot frontages and areas vary across Community Areas; so long as new lots are consistent with the size of adjacent lots or those immediately across the street, that aspect of the neighbourhood’s character should be respected and reinforced. The proposed new policy regarding dwelling types recognizes that Vaughan’s large-lot neighbourhoods are defined by single detached dwellings, and more intense dwelling types might be appropriate only at the edges of the neighbourhood along arterial roads.

*The word “older” was removed from the third sentence for consistency with the original proposed removal of the word “older” from the first sentence. The word “facing” was removed from subpoint “b” in order to account for situations where lots across the street may be significantly different in size from the new lot under study. This change recognizes that permitting the subdivision of large lots on the basis that lots across the street are narrower disregards the precedent that would be set for other large lots on the same block, which could lead to incremental and significant change to the character of the neighbourhood.



Figure 2: Vaughan's Established Large-Lot Neighbourhoods

**The language was updated in subpoint “c” for clarity of interpretation. The terms are capitalized in subpoint “f” to be consistent with their capitalization elsewhere in the VOP 2010.*

Proposed new Policy 9.1.2.4:

Notwithstanding Policy 9.1.2.3, where a lot in an established Low-Rise Residential neighbourhood fronts an Arterial Street, as identified in Schedule 9 (Future Transportation Network) of this Plan, limited intensification in the form of Semi-detached Houses or Townhouses may be permitted, subject to the following:

- a. All new dwellings shall front and address a public street to be consistent with the orientation of existing dwellings in the established neighbourhood;
- b. Parking for units fronting on an Arterial Street shall be located at the rear of units or underground, accessed by a shared private laneway or driveway requiring minimal curb cuts, to minimize the impact of parking and driveways on the streetscape;
- c. Private laneways or driveways shall not be used to provide frontage for residential dwellings;
- d. The general pattern of front, side and rear yard setbacks in the adjacent established neighbourhood shall be respected and maintained. Front yard setbacks shall be a minimum of 4.5 metres to provide an appropriate buffer between the road and the dwellings and to accommodate landscaping. Rear yard setbacks shall be a minimum of 7.5 metres;
- e. The scale and massing of townhouse developments shall respect the scale and massing of adjacent development and any applicable urban design guidelines.
- f. Developments should protect for future interconnection with adjacent properties to minimize accesses to the Arterial Street. Access arrangements on Arterial Streets shall be to the satisfaction of York Region.
- g. Where a parcel does not front an Arterial Street, as identified on Schedule 9 (Future Transportation Network), townhouses shall not be permitted.

Rationale:

This proposed new policy recognizes that townhouse developments, as well as semi-detached houses, are not common in most of Vaughan’s long established neighbourhoods and if introduced would mark a significant physical change, which would be contrary to Policy 2.2.3.2. The policy also recognizes, however, that unusually deep and/or wide lots at the edges of established communities along arterial roads may present opportunities to accommodate townhouse developments with minimal or no adverse impact on the larger established neighbourhood. The criteria in the proposed policy are intended to ensure that townhouse developments respect the physical character of the established neighbourhood and achieve compatibility.

**The terms are capitalized in the policy language to be consistent with their capitalization elsewhere in the VOP 2010.*

**Subpoint “f” was added to ensure that the proposed policy is consistent with the requirements of York Region. Regional Official Plan Policy 7.2.53 states that, “[It is the policy of Council] to restrict vehicle access from developments adjacent to Regional streets to maximize the efficiency of the Regional street system through techniques such as suitable local street access, shared driveways and interconnected properties. Exceptions may be made to this policy in Regional Centres and Corridors, and mainstreets.”*

**Policy 9.1.2.4 (g) has been added to clarify that new townhouse development will only be considered in the Low-Rise Residential designation on parcels where there is frontage and access onto an Arterial Street.*

For clarity, proposed Policy 9.1.2.4 would be inserted after Policy 9.1.2.3 and subsequent policies would be renumbered accordingly.

Proposed new Policy 9.1.2.5:

Where a new street network and other infrastructure are required to facilitate and service new development ~~on deep formerly rural lots~~ in established Community Areas, the City may require a Block Plan, as per Policies 10.1.1.14 - 10.1.1.15, to address such matters as:

- a. the configuration and design of streets;
- b. traffic management;
- c. extensions and connections to existing pedestrian and cycling networks;
- d. the provision of public and private services and the detailed approach to stormwater management;
- e. the protection and enhancement of the Natural Heritage Network;
- f. the precise locations of natural and cultural heritage features of the area;
- g. the precise location of any parks and open spaces;
- h. the proposed implementation of sustainable development policies as contained in subsection 9.1.3 of this Plan; and,
- i. phasing of development.

Rationale:

Policy 10.1.1.14 states that the City may identify areas subject to a Block Plan through the development review process to address complexities in smaller planning units. The proposed new policy clarifies that unusually large lots within Community Areas, or assemblages of such lots, may constitute a smaller planning unit that requires a Block Plan to ensure they develop in a rational and efficient manner that fully conforms to the VOP 2010.

*The phrase “on deep formerly rural lots” was removed because the requirement for a Block Plan may apply in more settings than on deep formerly rural lots. For clarity, proposed Policy 9.1.2.5 would be inserted after the new proposed Policy 9.1.2.4 and subsequent policies would be renumbered accordingly.

Proposed amendment to Policy 9.2.2.1(c):

The following Building Types are permitted in areas designated as Low-Rise Residential, pursuant to policies in subsection 9.2.3 of this Plan:

- i. Detached House;
- ii. Semi-Detached House, **subject to Policies 9.1.2.3, 9.1.2.4, and 9.2.3.1;**
- iii. Townhouse, **subject to Policies 9.1.2.3, 9.1.2.4, and 9.2.3.2;** and,
- iv. Public and Private Institutional Buildings.

Rationale:

Policy 9.2.2.1 specifically identifies which building types are permitted in Low-Rise Residential Areas. The proposed amendment to the policy qualifies that these building types are subject to additional policies within the VOP 2010 that speak to the design and compatibility of those building types. The proposed amendment is intended to aid the interpretation of this policy and clarify the relationship between the built form and urban design policies of the VOP 2010.

*Further modifications to Policy 9.2.2.1(c) are proposed to support and clarify the interpretation of VOP 2010.

Proposed amendment to Policy 9.2.3.1(b):

In **established** Community Areas **where Detached Houses and Semi-Detached Houses exist**, ~~with existing development~~, the scale, massing, setback and orientation of **new** 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 **of the same type** in the immediate area. Variations are permitted for the purposes of minimizing driveways.

Rationale:

The proposed amendment clarifies that the policy is intended to apply to proposed new development in established neighbourhoods and ensure new detached and semi-detached houses are only introduced where they already exist.

Proposed amendment to Policy 9.2.3.2(b):

In **established** Community Areas **where Townhouses exist**, with existing development, the scale, massing, setback and orientation of **new** Townhouses will respect and reinforce the scale, massing, setback and orientation of other built and approved **Townhouses development** in the **immediate area surrounding area provided they are and shall be consistent with Policies 9.1.2.2, 9.1.2.3 and 9.1.2.4**. Variations are permitted for the purposes of minimizing driveways and having front entrances and porches located closer to the street than garages. **For clarity, back-to-back and stacked townhouses shall not be permitted in areas designated Low-Rise Residential. Back-to-back townhouses share a rear wall as well as a sidewall(s), resulting in a building with two facades where individual entrances to the units are located with no rear yard. Stacked townhouses are defined in Policy 9.2.3.3.**

Rationale:

The proposed amendment clarifies that the policy is intended to apply to proposed new development in established neighbourhoods. The prohibition against back-to-back townhouses recognizes that their form and orientation are not in keeping with the pattern and character of existing development in areas designated Low-Rise Residential.

**Reference to existing townhouses was removed as there are areas where there are no or few townhouse precedents. Further, this would now be counter to the intent of the proposed amendment and was removed.*

**The word “surrounding area” is added in place of “immediate area” to support the interpretation of the geographic extent to which the policy will apply.*

**The phrase “and shall be consistent with Policies 9.1.2.2, 9.1.2.3 and 9.1.2.4” is added to clarify that new townhouses should respect and reinforce the character of other built and approved development in the immediate surrounding area; they still need to be consistent with the updated provisions of VOP 2010.*

**Stacked townhouses are added to the final sentence to clarify that both stacked and back-to-back townhouses should not be permitted in established Community Areas.*

Proposed amendment to Policy 9.2.3.2(c):

In ~~areas of new development~~ **developing Community Areas**, 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.

Rationale:

The proposed amendment clarifies that it applies to new, still developing neighbourhoods and not any area where there is new development.

Proposed amendment to Policy 9.2.3.2(d):

Townhouses in designated Low-Rise Residential areas shall generally front onto a public street ~~or public open space~~. ~~In other areas where Townhouses are permitted, they shall be encouraged to front a public street or public open space.~~ Where a townhouse ~~block~~ end unit does not front a public street but flanks one Townhouse blocks not fronting onto a public street are only permitted if the unit(s) flanking a public street, the flanking unit(s) shall provide a front yard and front-door entrance facing the public street.

Rationale:

The proposed amendment recognizes that dwellings fronting a public street or open space is a defining characteristic of Vaughan's Community Areas and ensures this pattern will be maintained with new housing, including townhouses. It also recognizes that flexibility regarding this requirement may be needed in other areas, namely intensification areas, where frontage on private streets, mews or open spaces may be more practical and desirable for achieving density and other urban design objectives.

**The word "block" is changed to "end unit" to ensure consistency with the above policy that encourages Townhouses to front a public street or open space. If an end unit flanks a public street, then the flanking unit(s) should be required to provide a front yard and front-door entrance facing the public street. The reference to townhouses fronting onto public open space in Low-Rise Residential areas has been removed to ensure consistency with proposed new Policy 9.1.2.4, consistent with VOP 2010.*

Proposed new Policy 9.2.3.2(f):

~~New townhouses in established Low-Rise Residential areas where townhouses do not currently exist in the immediate vicinity of the site or where the site does not front an Arterial Street, as identified in Schedule 9 (Future Transportation Network), shall not be permitted.~~

Rationale:

This new policy further clarifies and reinforces the intent of the proposed amendments to Policies 9.1.2.3 and 9.2.3.2 and new proposed new Policy 9.1.2.4.

**This policy was proposed in the January 2016 version of the study that proceeded to Council on March 22, 2016. It has been replaced by the addition of proposed new Policy 9.1.2.4 (g) which provides that "Where a parcel does not front an Arterial Street, as identified on Schedule 9 (Future Transportation Network), townhouses shall not be permitted."*

Proposed amendment to Policy 9.2.3.3(a):

The following policies and development criteria apply to Stacked Townhouses:

- a) Stacked Townhouses are attached ~~Low-Rise Residential~~ houseform buildings comprising two to four separate residential units stacked on top of each other. Stacked Townhouse units are typically massed to resemble a street Townhouse and each unit is provided direct access to ground level.

Rationale:

**The removal of the phrase "Low-Rise Residential" to describe a stacked townhouse form is proposed in order to clarify that stacked townhouses are not a permitted built form as per Policy 9.2.2.1(c).*

5.2/ Proposed Urban Design Guidelines

This section articulates and illustrates draft urban design guidelines intended to complement and support the policies of Section 9.1.2.2 and 9.1.2.3, and proposed policy 9.1.2.4, respecting “compatible development” in “neighbourhoods in Community Areas with Low-Rise Residential Designations”. The general guidelines below would apply to all infill development in Vaughan’s Established Community Areas (see Figure 4), and the draft guidelines in Section 5.3 would apply specifically to townhouse developments on arterial streets in these areas. The policy numbers following each guideline refer to the VOP 2010 policies it is intended to clarify and support.

Both the general infill and townhouse guidelines have been formatted with introductory text and additional illustrations in a stand-alone draft guideline document.



Figure 4: Vaughan’s Established Community Areas

Low-Rise Residential Infill Guidelines

The form and character of infill development should be in keeping with the general form and character of existing development and streetscapes in the surrounding neighbourhood:

1. Infill development should reflect the existing neighbourhood pattern of development in terms of front, rear and side yard setbacks, building height and the location and treatment of primary entrances, to both the dwelling and the street. (Policy 9.1.2.2 / 9.1.2.3)
2. Development should reflect the desirable aspects of the established streetscape character. Where the streetscape needs improvement, infill development should contribute through high-quality building design, landscape architecture, and tree planting. (Policy 9.1.1.2 / 9.1.1.3)
3. Development should protect and enhance Vaughan's interconnected system of natural features and the functions they perform including its Core Features, Enhancement Areas, Built-Up Valley Lands and other components identified on Schedule 2 of the VOP 2010. (Policy 3.2.3.1)
4. The prevailing pattern of lot widths, lot depths and lot area in a neighbourhood should be maintained. The subdivision of a lot to create two or more lots should only occur if the width of the resulting lots is the same as or greater than the narrowest lot fronting the same street on the same block or the narrowest lot fronting the same street on the block across the street. (Policy 9.1.2.2 / 9.1.2.3)
5. An existing dwelling should only be replaced by a dwelling, or dwellings, of the same type (Detached or Semi-detached House or Townhouse). (Policy 9.1.2.2 / 9.1.2.3)
6. Consistent with the City's zoning standard for Vaughan's neighbourhoods of Detached Houses, the height of new dwelling should not exceed 9.5 metres. To ensure an appropriate transition to houses on adjacent lots, the roof line of houses with a height greater than 7.5 metres should slope or step down to a maximum height of 7.5 metres at the eaves at the side of the house. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)
7. Front entrances should be prominent and well detailed and incorporate a porch or stoop that is at least twice as wide as the front door. (Policy 9.2.3.1)
8. Development on corner lots should front both public streets with articulated facades and windows that provide views of the street and/or open space from living areas. Blank walls visible from streets, parks or other public spaces are prohibited. (Policy 9.1.1.3)
9. Second-storey additions to a house should have architectural details that are uniformly expressed over the entire facade. (Policy 6.2.2.9 / 9.2.3.1)
10. Building finishes should be durable and consistent with materials used for dwellings in the immediately surrounding area. The use of vinyl siding is discouraged. (Policy 9.2.3.1)

Infill development should have relationships to the public realm and adjacent properties that are consistent with the relationships of existing development in the immediate surroundings:

11. Dwellings should be oriented to the street with their front entrance visible from a public street. (Policy 9.1.1.3)
12. Front yard setbacks should be consistent with the front yard setbacks of adjacent houses and houses immediately across the street. Where there is a uniform setback along a street, it should be matched by the new dwelling(s). Where there is variation in setbacks, the front yard setback of the new dwelling(s)

should be the average of that of adjacent development. In no neighbourhood should the front yard setback be less than 4.5 metres. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)

13. Side yard and rear yard setbacks should be consistent with the prevailing pattern of setbacks in the immediately surrounding residential area. A minimum rear yard setback of 7.5 metres should be maintained. The rear portion of the house should not create adverse shadow or overlook conditions on the adjacent properties. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)
14. New development should not include second storey decks or balconies that would create adverse overlook impacts on adjacent properties. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)
15. New development should incorporate fencing, screening and/or landscaping to maintain the privacy of adjacent dwellings and their rear yards. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)
16. Where there are opportunities, infill development should expand the network of sidewalks, pathways, and trails in the larger neighbourhood. New pathways should be barrier free. (Policy 9.1.1.2 / 9.1.1.3 / 9.1.1.4)

Garages should be treated as accessories to dwellings, located and designed to be complementary to the main building and not a dominant feature of the property:

17. On lots with a minimum width of 15 metres, the garage should be recessed from the front wall of the house, and the width of the garage should not be greater than the width of the house. On such lots, consideration should be given to locating the garage behind the house, accessed from a driveway at the side or on a flanking street. On a lot with a minimum width of 30 metres, the garage may face the side yard, provided the side of the garage is designed to blend with the façade of the house and has at least one window. Projecting garages should be avoided. (Policy 9.2.3.1)
18. Attached and detached garages should have materials and design elements consistent with the architecture of the dwelling and should not be a dominant feature. (Policy 9.2.3.1)
19. On corner lots, access to the garage should be from the flanking street. (Policy 9.1.1.3 / 9.2.3.1)
20. No portion of a garage should be located below the lowest grade of the lot at the street. Reverse slope driveways are not permitted as per Zoning By-law 1-88 and the City of Vaughan's Engineering Design Criteria and Standard Documents (Section 4.1.4 (g)) (Policy 9.2.3.1)
21. Double garages should have two overhead doors. (Policy 9.2.3.1)

Front yards should be designed to contribute to an attractive, green streetscape in which trees are a dominant feature:

22. The width of driveways at the street should be minimized and no greater than 6 metres. The maximum width of a driveway should not exceed the width of the garage. (Policy 9.1.1.3 / 9.2.3.1)
23. Circular driveways should only be considered on lots with a minimum width of 30 metres. (Policy 9.1.1.3 / 9.2.3.1)
24. Existing healthy, mature trees should be retained and protected. To ensure their survival, trenching for services and foundations should avoid the critical root zone of existing trees, generally defined by the tree's drip line. If the removal of any mature tree(s) is justified and accepted by the City, they should be replaced with new ones as per the provisions of the City's Replacement Tree Requirement. (Policy 9.1.1.2)

25. Other than the permitted driveway width, paving in the front yard should be limited to walkways and small areas leading to the front entrance. Walkways should be barrier-free. (Policy 9.1.1.2 / 9.1.1.3)
26. On lots with a width between 14 and 20 metres, at least 50% of the front yard should comprise soft landscaping, and a pathway should connect the front entrance to the sidewalk, where one exists. On lots with a width between 20 and 30 metres, this requirement is 67%, and on 30-metre or wider lots, the requirement is 80%. (Policy 9.1.1.3 / 9.2.3.1)
27. Fencing and/or perimeter landscaping, such as hedges, that obscures views of the front of a house from the street is discouraged. (Policy 9.1.1.2 / 9.1.1.3)
28. Managing rainwater and snowmelt on-site with Low Impact Development Standards that encourage infiltration, evapo-transpiration and water re-use is required. Such measures as: planting trees, shrubs and other landscaping; creating bio-retention areas such as swales; and incorporating opportunities to harvest rainwater from rooftops and other hard surfaces for landscape irrigation are encouraged. Where such measures are installed, they should be appropriately designed and located to filter, store and/or convey the expected stormwater flows from surrounding paved areas. (Policy 3.6.6 / 9.1.3.1)
29. Impermeable surfaces in landscaped open spaces should be minimized. Where hard surfaces are planned, the use of permeable materials are encouraged to manage stormwater run-off and reduce heat build-up.

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Summary of General Infill Guidelines

- ① The front yard setback should be consistent with those of adjacent houses (or an average of the two).
- ② A barrier-free walkway should lead to a clear front entrance visible from the street, with a porch or a stoop.
- ③ Retain and protect healthy, mature trees.
- ④ Minimize the width of the driveway at the street, and its maximum width should not exceed that of the garage.
- ⑤ Integrate the garage and recess it from the front wall of the house.
- ⑥ Provide side yard setbacks consistent with the pattern of side yard setbacks in the surrounding residential area.
- ⑦ The rear yard setback should be consistent with the prevailing pattern of setbacks in the immediately surrounding area and in no case should be less than 7.5 metres.
- ⑧ Incorporate fencing, screening and/or landscaping to maintain the privacy of adjacent dwellings.

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Townhouse Infill Guidelines

The following guidelines would apply to infill townhouse developments on arterial streets in designated Low-Rise Residential areas. Although many of the guidelines may be applied to Intensification Areas, a separate set of guidelines should be developed for those areas that support the applicable policy objectives, e.g., increased density.

As a general guideline that informs many of those below, townhouse developments on arterial streets may have a greater density and mass than existing development in the surrounding established residential area but should have a relationship to the street and adjacent properties that is consistent with the prevailing pattern of building orientation, setbacks and landscaping.

Orientation, Setbacks and Character

1. Townhouses should be oriented to and have their front entrance on a public street; alternatively, they may front a public park. Private driveways or laneways should not be used to provide frontage for townhouses either flanking the street or located at the rear of dwellings fronting the street. Such a condition would create a front-to-side or front-to-back condition that would adversely affect the rear privacy of adjacent dwellings or dwellings on the same lot that front the street. (Policy 9.2.3.2)
2. Front yard paths should provide direct access to each unit from the sidewalk. (Policy 9.2.3.2)
3. Front entrances should be prominent and well detailed and incorporate a porch or stoop. (Policy 9.2.3.2)
4. The front entrance should be level with the first floor and raised 0.6-1.2 metres above the level of the front path. Stairs should not dominate the entrance of a Townhouse (Policy 9.2.3.2)
5. Front yard setbacks for units fronting the arterial street should be a minimum of 4.5 metres and should be consistent across the site. A minimum of 50% of the front yard should consist of soft landscaping. Deciduous trees are encouraged. (Policy 9.2.3.2)
6. Interior side yard setbacks should be a minimum of 1.5 metres, and end units flanking a public street should be setback a minimum of 4.5 metres from the street. (Policy 9.2.3.2)
7. The end unit in a townhouse block flanking a street should address both streets with a side elevation that includes windows and details consistent with the front elevation. (Policy 9.2.3.2)
8. The height and massing of townhouse blocks should be compatible with the character of the adjacent or surrounding neighbourhood. Blocks of townhouses shall consist of no more than 6 units consistent with VOP 2010 Policy 9.2.3.2 (a). (Policy 9.2.3.2)
9. The separation between townhouse blocks on the same site should be a minimum of 3 metres to allow for landscaping. Where the separation will provide pedestrian circulation, the separation between townhouse blocks on the same site should generally be 6 metres. (Policy 9.2.3.2)
10. The rear of the townhouse unit should be setback by 12 metres from the rear laneway. A minimum of 3 metres landscaped buffer from the rear property line to the rear laneways should be provided. (Policy 9.2.3.2)
11. Each Townhouse should have a private backyard, fenced or screened with landscaping for privacy. (Policy 9.2.3.2)

12. Where common outdoor amenity area is proposed in addition to private amenity space, the common space should be in a prominent location, visible and easily accessed from all units, and with plenty of exposure to sunlight. (Policy 9.2.3.2)
13. A minimum of 50% of the area at the rear of townhouses should consist of soft landscaping, including high-branching deciduous trees. (Policy 9.1.3.1 / 9.2.3.2)
14. The architecture and materials of new townhouses should respect and complement the character of the surrounding residential area. (Policy 9.2.3.2)
15. Townhouses should have a minimum width of 6 metres and a minimum depth of 12 metres. (Policy 9.2.3.2)
16. Existing healthy, mature trees should be retained and protected. To ensure their survival, trenching for services and foundations should avoid the critical root zone of existing trees, generally defined by the tree's drip line. If the removal of any mature tree(s) is justified and accepted by the City, they should be replaced with new ones as per the provisions of the City's Replacement Tree Requirement. (Policy 9.1.1.2)
17. Landscaping plans for front yards should incorporate the public boulevard and include street trees. (Policy 9.2.3.2)
18. Rear laneways should be lighted for safety and security, but no spillover of such lighting on adjacent properties should occur. (Policy 9.1.1.2)

Access, Parking and Service Areas

19. Parking and servicing areas for townhouses fronting an arterial street should be located at the rear of the units or underground, accessed from a laneway or driveway. (Policy 9.1.1.2 / 9.1.1.3)
20. On corner sites, access to parking and servicing areas should be from the flanking street. (Policy 9.1.1.2 / 9.1.1.3)
21. Laneways and driveways should be buffered from side property lines by a landscape strip with a minimum width of 1.5 metres and buffered from rear property lines by landscaped areas with a minimum width of 3 metres to soften and improve the transition between adjacent properties. (Policy 9.1.1.2 / 9.1.1.3)
22. The location of a rear laneway should consider opportunities to link it to potential future laneways on adjoining properties and opportunities for shared access agreements and public easements. (Policy 9.1.1.2 / 9.1.1.3)
23. Parking access, servicing areas and utility boxes should be consolidated for efficiency and to minimize adverse impacts on neighbouring properties and the public realm. Waste storage areas and utility boxes should be screened from public views. Meters should be located below or under the front steps where feasible. (Policy 9.1.1.2 / 9.1.1.3)
24. Accesses to underground parking should be integrated into the design of the building, should not be visible from a public street, and should be sited to prevent negative impacts to neighbouring properties. (Policy 9.1.1.2 / 9.1.1.3)
25. Where a site is large enough to accommodate a local public street or street network to provide access and frontage for Townhouse in the interior of the site, the street or street network should link to existing streets in the surrounding neighbourhood where possible, and opportunities to extend the street or street network

across adjoining sites fronting the arterial in the future should be considered. Dead end streets, cul-de-sacs, streets that appear to be private and gated access points should be avoided. (Policy 9.1.1.2 / 9.1.1.3 / 9.1.1.4)

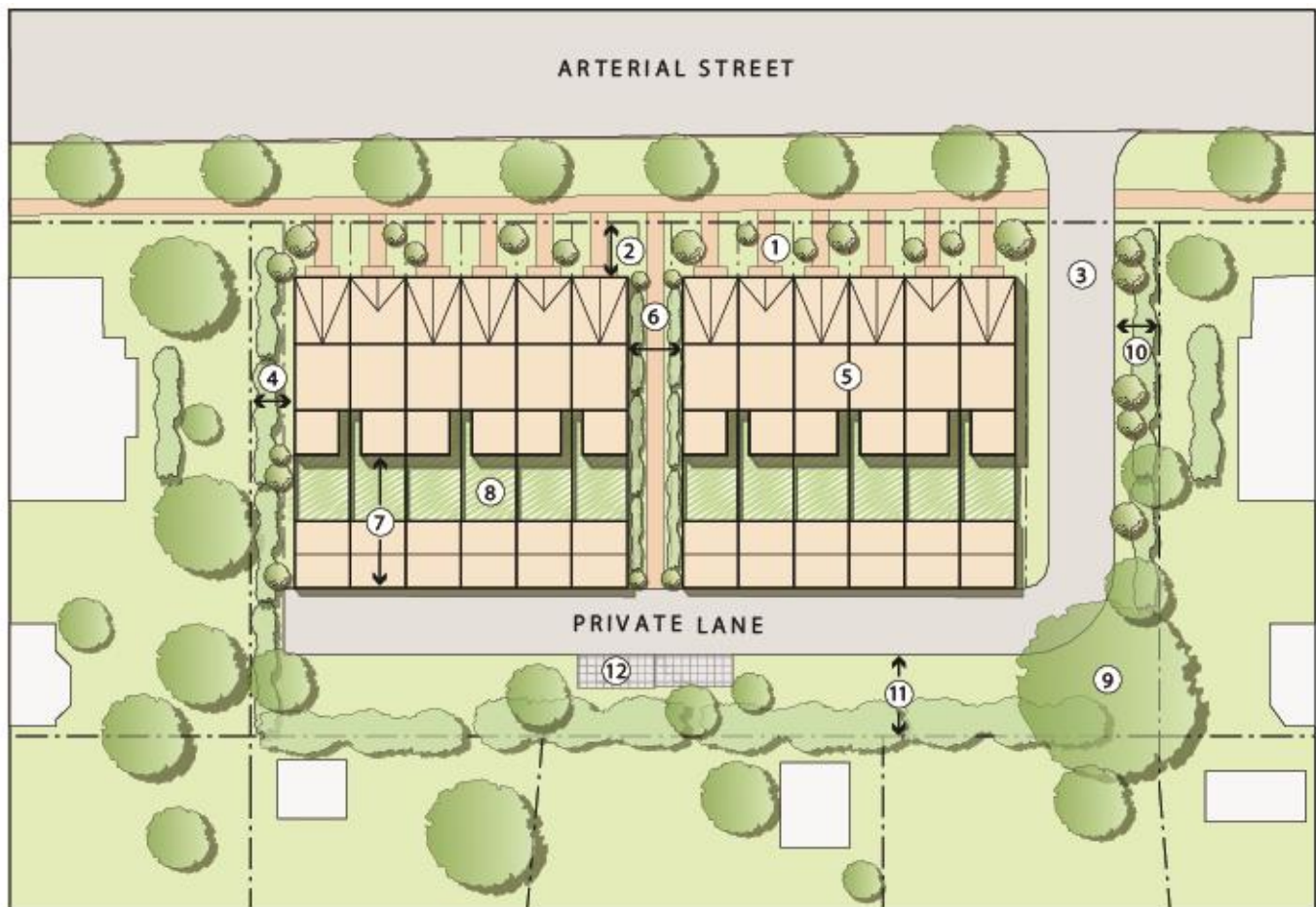
26. Where Townhouses front a new local street and it is not practical to accommodate parking at the rear of the units, single front garages may be considered provided the townhouses have a minimum width of 6 metres and the garage is flush with or recessed from the front wall of the townhouse so that it does not dominate the façade. In addition, the garage should be set back a minimum of 6 metres from the street to accommodate a parked car in the driveway. (Policy 9.1.1.2 / 9.1.1.3)
27. Visitor parking should be located close to the site entrance(s). Where multiple townhouse blocks are proposed on a site, the visitor parking may be located in a central location at the rear of the units, provided convenient pathways between blocks of townhouses allow visitors to access the front entrances. Where parking areas are located adjacent to a Townhouse, they should be appropriately screened from view through the use of, for example, shrubs or decorative fencing. (Policy 9.1.1.2 / 9.1.1.3)
28. Pedestrian circulation areas should be barrier free and landscaped, have pedestrian-scale lighting, and have access to sunlight. (Policy 9.1.1.2 / 9.1.1.3)
29. Where Townhouses front an Arterial Road, access onto the Arterial Road will be provided by a single point. Access to the townhouse units will be provided by a shared driveway or alternative access arrangements should be investigated, such as suitable local street access and through interconnected properties. (Policy 9.1.2.4)

Grading

30. Generally, there should be minimal changes to the existing grades on the site, and the existing natural grades at the property lines should be maintained. (Policy 9.1.1.2 / 9.1.1.3)
31. Artificially raised or lowered grades, or low-lying areas where water collects outside of swales or rain-gardens are prohibited. (Policy 9.1.1.2 / 9.1.1.3)
32. The use of retaining walls along street frontages, parks and other open spaces areas should be avoided. Where a retaining wall cannot be avoided and the grade change is greater than one metre, the wall should be set back from the property line and terraced to provide an appropriate transition. (Policy 9.1.1.2 / 9.1.1.3)
33. If there is a significant grade difference across a site, townhouse blocks should be stepped to maintain an appropriate relationship to grade. (Policy 9.1.1.2 / 9.1.1.3)
34. Drainage should have no adverse impacts on adjacent properties or the public realm. (Policy 9.1.1.2 / 9.1.1.3)
35. Pedestrian routes across grade changes should be universally accessible. (Policy 9.1.1.2 / 9.1.1.3)
36. Managing rainwater and snowmelt on-site with Low Impact Development Standards that encourage infiltration, evapo-transpiration and water re-use is required. Such measures as: planting trees, shrubs and other landscaping; creating bio-retention areas such as swales; and incorporating opportunities to harvest rainwater from rooftops and other hard surfaces for landscape irrigation are encouraged. Where such measures are installed, they should be appropriately designed and located to filter, store and/or convey the expected stormwater flows from surrounding paved areas. (Policy 3.6.6 / 9.1.3.1)

37. Impermeable surfaces in landscaped open spaces should be minimized. Where hard surfaces are planned, the use of permeable materials are encouraged to manage stormwater run-off and reduce heat build-up. (Policy 3.6.6 / 9.1.3.1)
38. Townhouse access will be designed in accordance with the City of Vaughan's Waste Collection Design Standard Policy. (Policy 8.6.1.1)

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Summary of Townhouse Infill Guidelines

- ① Orient townhouses to have their front entrance on a public street.
- ② Provide front yard setbacks consistent across the site with a minimum of 4.5 metres.
- ③ Provide parking and servicing areas at the rear or underground, accessed from a laneway or driveway.
- ④ Provide an interior side yard setbacks of 1.5 metres minimum.
- ⑤ Build townhouses with a minimum width of 6 metres and a minimum depth of 12 metres. Blocks of townhouses shall consist of no more than 6 units.
- ⑥ Separate townhouse blocks by a minimum of 3 metres to allow for landscaping, a minimum 6 metres where the separation is needed for pedestrian circulation.
- ⑦ Provide a minimum setback of 12 metres from the rear of the townhouse to a rear laneway.
- ⑧ Give each townhouse a private backyard that is fenced or screened with landscaping for privacy.
- ⑨ Retain and protect existing healthy, mature trees.
- ⑩ Create a landscape strip with a minimum width of 1.5 metres to buffer laneways and driveways from side property lines.
- ⑪ Create a landscape strip with a minimum width of 3 metres to buffer laneways and driveways from rear property lines.
- ⑫ Place visitor parking in a central location at the rear of units with pathway(s) to allow visitors access to the front entrances.

5.3/ Next Steps

This report provides recommended options the City can consider to address issues that have recently emerged with development proposals in established low-rise residential neighbourhoods. The recommendations have been informed by an analysis of Vaughan's low-rise neighbourhoods, a review of recent development proposals, and consultation with key stakeholders and the broader community. The options include amending the VOP 2010, adopting urban design guidelines or doing both. As per the *Planning Act*, an additional statutory public meeting will be required prior to Council making a decision to amend the VOP 2010, should Council choose that option. Being a non-statutory document, the urban design guidelines may be approved and used without further public consultation.

Should Council decide to adopt policy amendments and/or urban design guidelines that include the maps contained in this report, a detailed GIS-based technical review of the maps should be completed, and where necessary site visits should be conducted, to ensure the mapping of large-lot neighbourhoods and established Community Areas is reasonably precise and accurate. The City may also wish to consider mapping the "arterial areas" described in this report, to clarify where the proposed townhouse guidelines for low-rise residential areas will primarily apply.

The characteristics of Vaughan's established low-rise neighbourhoods are highly valued by its residents. Clarifying the types of change that are appropriate in these neighbourhoods, through policy, guidelines and mapping, will help ensure they remain one of the city's greatest assets and continue to support a high quality of life for existing and future residents.

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City of Vaughan

Policy Review: Community Areas and Low-Rise Residential Areas Study and Policy Review

Community Consultation Summary Report – What We Heard

Introduction

Prepared for the City of Vaughan, this document summarizes the feedback obtained from residents of the City of Vaughan at three open houses regarding the proposed changes to the municipal policy framework informing the Community Areas and Low-Rise Residential Areas identified in the Vaughan Official Plan 2010.

Overview of Community Consultation

On October 20, 2015, Vaughan City Council initiated a policy review of the Low-Rise Residential policies in the Vaughan Official Plan (VOP 2010) in response to an increase in the number of recent development proposals for infill townhouse developments and other forms of intensification within established low-rise residential neighbourhoods. Specifically, Council requested that an examination of the policies consider the following:

- 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;
- Best practices in other jurisdictions.

On March 1, 2016, City of Vaughan staff brought forward implementation options to the Committee of the Whole for direction on how to proceed with the study process and received instructions to proceed with the process to amend the policies of the VOP 2010 and to adopt urban design guidelines speaking to both infill housing and townhouse development based on the recommendations made by Urban Strategies Inc. in their report entitled *Draft Community Area Policy Review for Low-Rise Residential Designations Report* dated January 2016.

Following the Committee of the Whole meeting on March 1, on March 22, 2016, Vaughan City Council directed City staff to “distribute to stakeholders [Urban Strategies’ report] 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.”

Based on Council’s direction, three public open houses were held across the city to gather feedback from Vaughan’s residents and stakeholders – including developers, community groups, residents, and city staff – were invited to submit comments electronically. The public open houses were held on the following dates:

April 19, 2016 – Maple Public Consultation Event – Vaughan City Hall

May 10, 2016 – Concord/Thornhill Public Consultation Event – North Thornhill Community Centre

May 11, 2016 – Woodbridge/Kleinburg Public Consultation Event – Vellore Village Community Centre

Each of the public consultation events began with an open house component during which attendees were invited to review a series of informative panels describing the project's background and proposed policy amendments and urban design guidelines. City staff and members of Urban Strategies were available to answer questions during the open house component. Once attendees had finished circulating, a summary presentation was delivered that described the project's background, methodology, rationale, and recommendations. Following the presentation, attendees were invited to ask questions of the presenter and share their thoughts. Feedback forms were also made available at the open house events. In addition to the three open houses, a conference call was also held with the Kleinburg Area Ratepayers Association on June 2, 2016.

What We Heard

Over one hundred residents of Vaughan attended one of the three open house events and over thirty individual letters, feedback forms, and e-mails were submitted to the City of Vaughan regarding the Low-Rise Residential Policy Review. Five of the letters received were drafted by urban planners retained by local developers in the City of Vaughan and the remaining twenty-eight were written by residents. In addition, attendees' questions and comments were recorded at each open house meeting. Verbal and written comments from residents generally expressed support for policy recommendations and design guidelines. Submissions from developers' representatives generally conveyed concern that the proposed policy amendments and design guidelines were too prescriptive and should not be adopted.

Feedback was reviewed and organized into seven topic areas. The suggestions and other comments related to each topic area are summarized below and will be used to inform refinements to the proposed policy amendments and urban design guidelines speaking to infill and townhouse development in Vaughan's Community Areas and Low-Rise Residential Areas.

General Built Form

Vaughan residents were consistently supportive of the proposed design guidelines and policy amendments which clarified and reinforced existing compatibility requirements for townhouse and other infill development to "respect and reinforce" the existing character of the city's low-rise residential neighbourhoods. Many comments submitted spoke to concerns that townhouse developments and other forms of low-rise intensification were creating adverse privacy impacts and were generally inconsistent with the character of the existing neighbourhood. Several residents indicated that in their opinion, townhouse developments were simply incompatible with areas comprised predominantly of single-detached homes

while others were more flexible, supporting the proposal to limit townhouse development to arterial roads. However, comments submitted by urban planners representing local developers in the City of Vaughan indicated that they believed the proposed design guidelines and policy amendments were too restrictive and should, instead, be made more flexible to permit stacked, back-to-back, and low-rise apartment buildings in low-rise neighbourhoods fronting an arterial road.

Sample Comments

- New townhouses should not be permitted adjacent to existing single-family detached homes.
- Perhaps the compatibility policies can be clarified to state that new development “shall not exceed the average height and massing of buildings in the neighbourhood”.
- The existing townhouse permissions for Community Areas should be preserved.
- The proposal to require an Official Plan Amendment to permit townhouses where none currently exist is inappropriate.

Neighbourhood Character

Several comments submitted by email and via the feedback forms provided at the open houses indicated that the proposed urban design guidelines could benefit from greater clarity with respect to defining and/or identifying the character of a low-rise residential neighbourhood. Some residents requested that a definition of “older” be provided with respect to identifying “older, established neighbourhoods” in the VOP 2010’s policy language while others pointed to architectural elements and the definition of “context” as urban design guideline elements that needed further explanation.

Sample Comments

- Larger homes with existing large lots should not be mixed with future infill and townhouses.
- We need more definitive guidelines for new development in established/mature neighbourhoods.
- Architectural characteristics of existing homes should be emulated by new development.

Environmental

There was near-unanimous support among residents that the proposed policy amendments and 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 locations 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.

Sample Comments

- Existing natural green spaces should not be changed and developed.
- Protections for mature trees during development should be strengthened.
- Stronger language about stormwater and run-off mitigation requirements should be in the guidelines.

Transportation, Streets, and Parking

A number of the comments provided by contributors spoke to a widespread concern that infill development, and townhouse development in particular, was contributing to increased traffic and congestion not only on busy arterial roads, but on the narrower residential streets within low-rise residential neighbourhoods. In a similar vein, some residents were concerned that investment in public transit serving Vaughan's low-rise residential neighbourhoods was not keeping up with the pace of intensification, further exacerbating the concerns about congestion and traffic. Other comments provided by urban planners representing local developers in the City of Vaughan suggested that townhouse developments should be permitted to front onto private streets or laneways where appropriate. Some residents also suggested that proposed parking requirements were too limited for townhouse developments; townhouse developments should be required to provide more parking.

Sample Comments

- Prohibit development proposals which include a new road through an estate lot to allow smaller homes or townhouses.
- We recommend adding language such that new dwellings adjacent to a public street be required to front the existing public street "where appropriate and achievable".
- All development proposals should be frozen until traffic issues in Vaughan are addressed.
- More attention needs to be paid to the transportation impacts of new development in the proposed guidelines/policy amendments.

Development Standards

The majority of the feedback addressing development standards specifically were provided by urban planners representing local developers. 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. For example, several comment suggested that numeric measurements, such as the requirement for townhouses to be set back from the front lot line by 4.5 metres, were inappropriate for Official Plan policies and were better suited as zoning by-law amendments or urban design guidelines. Greater flexibility for the design of townhouse developments, such as by removing the proposed requirement that all townhouses possess a fenced rear yard, was also requested. Several submissions from both urban planners and residents indicated that

they would support the inclusion of lot coverage requirements in the proposed urban design guidelines.

Sample Comments

- Townhouse developments should be required to be “buffered” from existing neighbourhoods.
- Specific numeral requirements with regard to setbacks should not be prescribed in Official Plan policy.
- A lot coverage requirement should be included in the urban design guidelines.
- Less prescriptive language should be used with regard to the requirement that new lots be equal to or exceed the frontage of adjoining or facing lots. I suggest an average of the two.

Implementation

A number of contributors submitted feedback which spoke directly to concerns about how the proposed urban design guidelines and policy amendments will be implemented. Many residents want the urban design guidelines and policy amendments to be adopted immediately and in tandem, but are worried that they will be appealed at the Ontario Municipal Board or ignored post-adoption. Other comments requested clarification with regard to where the guidelines would apply and how the City of Vaughan would use them in the development review process. Comments received by urban planners representing local developers in Vaughan instead suggested that the proposed urban design guidelines and policy amendments were too prescriptive and inflexible and, as such, should not be adopted.

Sample Comments

- Amend the VOP 2010 now, do not wait until 2018.
- How will these guidelines be enforced if developers choose not to follow them?
- Policies should be assessed on a site-specific basis rather than blanket policy prescriptions.

Public Consultation

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 directly or 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 directly as part of the current engagement process.

Next Steps

Using the feedback summarized above, Urban Strategies and the City of Vaughan will consider refinements to the *Draft Community Area Policy Review for Low-Rise Residential*

Designations Report including the proposed urban design guidelines and policy amendments. In particular, clarification is required with regard to where the proposed guidelines will apply. Other important topics to address include the protection of natural heritage features and stormwater management. Finally, the stark contrast between developers' and residents' response to the proposed urban design guidelines and policy amendments with the former generally critical and the latter almost uniformly supportive, illustrates a broader tension within Vaughan that the final recommended policy amendments and urban design guidelines cannot fully resolve.

1 Welcome!

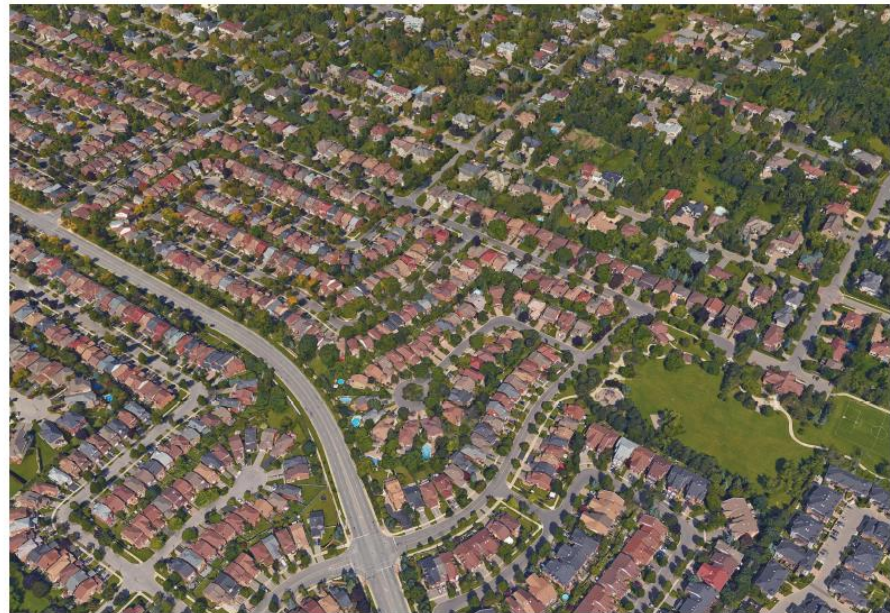
Vaughan's established low-rise residential neighbourhoods are undergoing physical changes and we need your help crafting tools to guide new development.

The purpose of this open house is to share the findings and recommendations of the Community Area Policy Review for Low-Rise Residential Designations.

Please review the information on display and direct any questions or comments to the consultants or City staff in attendance.

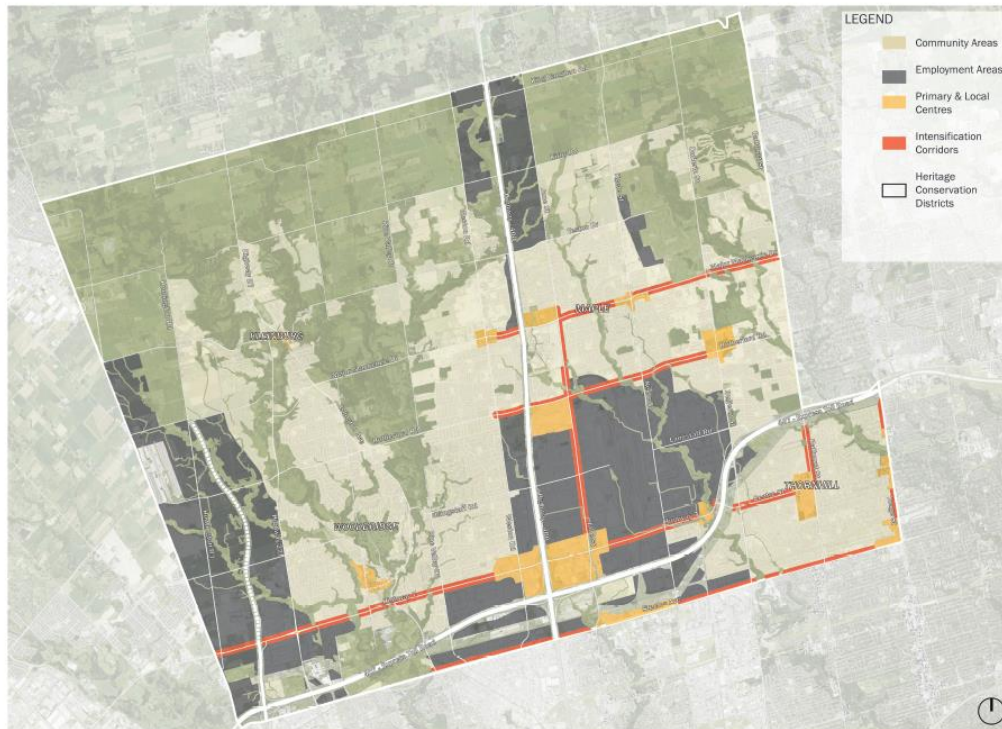
A presentation summarizing the findings and recommendations will be given at 7:30.

Please complete a comment sheet and drop it off before you leave, or take one home to complete and submit later.



2 Background

Some of Vaughan's low-rise residential neighbourhoods within designated **Community Areas** - outside of **Intensification Areas** - are under pressure to change as an increasing number of landowners and developers propose to replace small homes with much larger ones or assemble lands to building multi-unit developments.



Vaughan's Community Areas and Intensification Areas
(Schedule 1 - Urban Structure of the Vaughan Official Plan 2010)

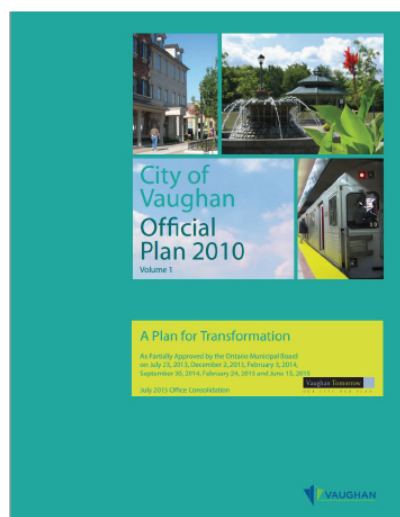
These pressures led City Council to request a review of the City of Vaughan's Official Plan's policies to consider the following:

- Clarity of interpretation
- Ability to ensure compatibility
- The need to provide more definitive policy and/or schedules
- That such criteria as may emerge as a result of the study
- Recommended policy amendments or schedules as required
- Best practices in other jurisdictions

(October 20, 2015 Council Extract)

3 Policy Context

Policies applicable to established Community Areas can be found in different chapters of the Vaughan Official Plan 2010. Key policies are summarized below.



Community Area Policies

Chapter 2 of the Official Plan contains policies that address the degree of change planned in Community Areas. **Policy 2.2.3.2 and Policy 2.2.3.3** state that “Community Areas with existing development are not intended to experience significant physical change” although “limited intensification may be permitted” if development is “sensitive to and compatible with the character, form, and planned function of the surrounding context”.

Urban Design Policies

With regard to Community Areas, the Policies 9.1.2.1 to 9.1.2.3 state that new development “will be designed to respect and reinforce the physical character of the established neighbourhood within which it is located”. The physical character is described by the size and configuration of lots; the heights and scale of nearby residential properties; front, side and rear yard setbacks; and other elements. A more prescriptive policy applies to Vaughan’s “older, established” neighbourhoods.

Low-Rise Residential Policies

The Official Plan generally permits detached houses, semi-detached houses and townhouses in Low-Rise Residential Areas and requires that these housing types “respect and reinforce the scale, massing, setback and orientation of other built and approved” housing of the same type in the immediate area.

Heritage Policies

The City of Vaughan contains several Heritage Conservation Districts, each with their own design policies and guidelines. The VOP 2010’s heritage policies in Section 6.2.2 state that new development proposals must be compatible with the heritage conservation district and that they “will be designed to respect and complement the identified heritage character of the district as described in the Heritage Conservation District Plan”. Policies contained in these HCD plans prevail over those in the VOP 2010 where there is overlap.

4 Analysis

Vaughan's low-rise neighbourhoods are architecturally diverse, but common elements can be found among them. The analysis of Community Areas (areas not intended for intensification) using detailed aerial imagery and mapping provided by the City of Vaughan identified three distinct neighbourhood types, described in the panels that follow.

Methodology

Lot frontage (the width of a property where it meets a public street) was used as the primary determinant of neighbourhood type, since the width of a lot typically has a direct relationship to:

- The sizes of houses
- The setbacks of houses from the street and neighbouring properties
- The extent of land used for tree planting and other green landscaping
- The relationship of garages to houses

Other defining elements of neighbourhood character include architecture, tree size and canopy, and private landscaping. Since these elements vary from neighbourhood to neighbourhood, they were not criteria used to categorize neighbourhoods. These elements were, however, considered in assessing the need for policy refinements and guidelines for all neighbourhoods.

The analysis also considered the recent redevelopment occurring in many of Vaughan's low-rise neighbourhoods and revealed areas with unique lot characteristics not in keeping with the established pattern of adjacent neighbourhoods.



5 Large-Lot Neighbourhoods

Vaughan's large-lot neighbourhoods include the city's oldest subdivisions near the historic villages of Thornhill, Maple, Kleinburg, and Woodbridge but also include newer estate lot subdivisions.

Shared Characteristics

- Lot frontages of 21 metres (65 feet) or more
- Deep front and rear yard setbacks
- Large 1 or 2 storey detached houses
- Wide and/or circular driveways
- Extensive landscaped yards
- Garages that are not dominant features



Large-Lot Neighbourhoods

6 Medium-Lot Neighbourhoods

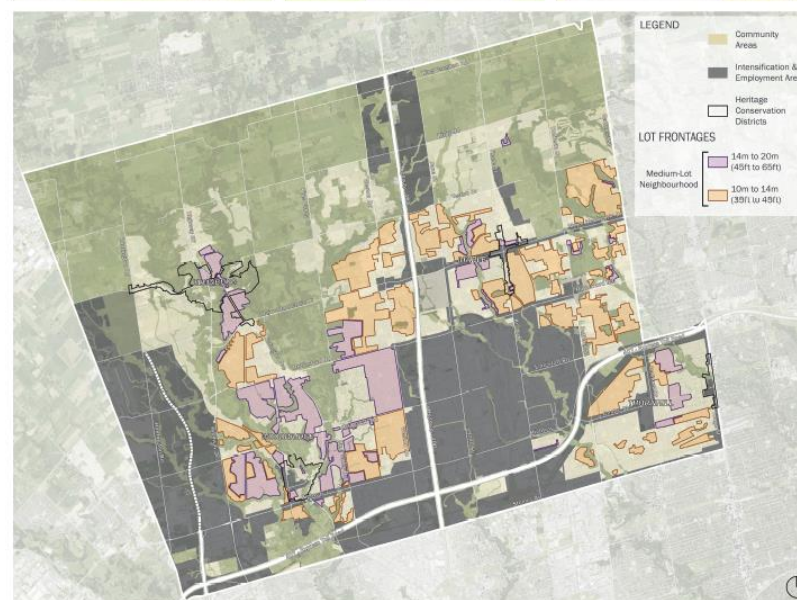
Much of the housing stock built in Vaughan since the 1980s falls into the category of medium-lot.

Shared Characteristics

- Lot frontages of 10-20 metres (33-65 feet)
- Front setbacks of 6-15 metres (20-50 feet)
- Rear setbacks of 7.5-10 metres (25-33 feet)
- Interior side yard setback of 1.5m (5 feet)
- Wide driveways and two-car garages
- Landscaping is generally less than 50% of yard
- Generally two-storey detached houses

Development Pressures

Development pressure within these neighbourhoods is less acute than in the large-lot neighbourhoods since the housing stock is generally newer, and site and zoning restrictions prevent significantly larger homes from being built. There is a trend in some older medium-lot neighbourhoods to replace bungalows with two-storey homes and rear yard additions.



Medium-Lot Neighbourhoods

7 Small-Lot Neighbourhoods

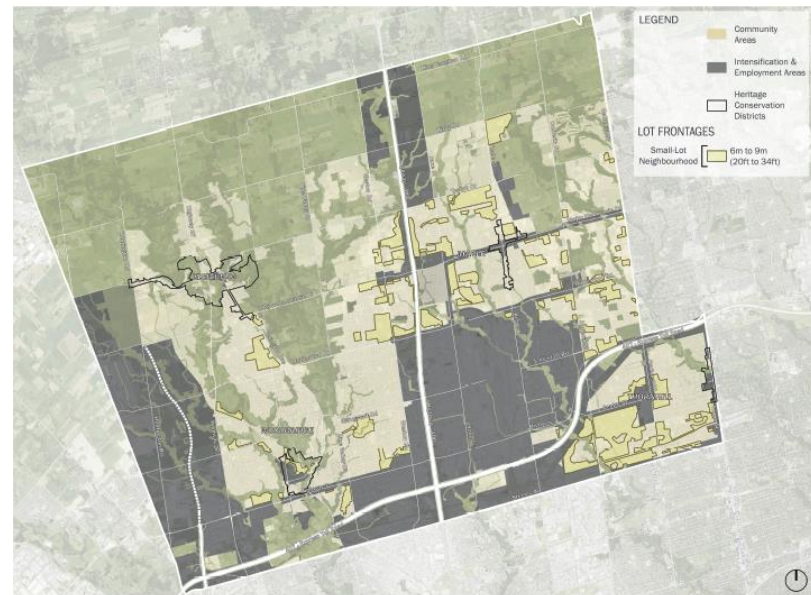
Small lot neighbourhoods are more common today and can be found in pockets of Woodbridge, Thornhill and Maple.

Shared Characteristics

- Lot frontages of 6-9 metres (20-30 feet)
- Front setbacks of 5-12 metres (16-40 feet)
- Rear setbacks of 6-10 metres (20-33 feet)
- Single or double integrated garages
- Limited landscaping
- Mix of detached, semi-detached, and townhouses

Development Pressures

Development pressure within these neighbourhoods is also less acute due to the age of the homes and site and zoning restrictions. In small-lot neighbourhoods, the lots are too narrow for subdivisions to be considered.

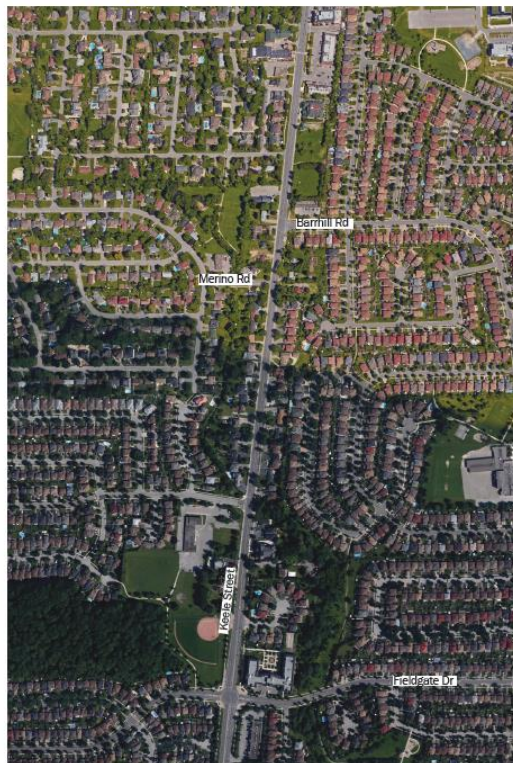


Small-Lot Neighbourhoods

8

Arterial Areas

Within Vaughan's low-rise residential neighbourhoods, there are areas along arterial roads where development patterns are inconsistent with the rest of the surrounding neighbourhood outside of designated Intensification Areas. These conditions exist in pockets of the city along Centre Street in Thornhill, Keele Street in Maple, and Islington Avenue and Pine Valley Road in Woodbridge.



Keele Street in Maple

In some instances within Community Areas, there are unusually large sites fronting arterial roads which are inconsistent with the surrounding neighbourhood on either side of the road. These areas are outside of designated Intensification Areas yet there is pressure to build more intense forms of housing including townhouses. In order to respect and reinforce the character of the adjacent low-rise residential neighbourhood, as required in the Vaughan Official Plan 2010, townhouse proposals need to:

- Orient units towards the public street to maintain the rhythm of the neighbourhood frontage
- Avoid the use of private streets to create additional frontages, as the resulting front-to-back condition would result in a significant loss of privacy for the units fronting the arterial street
- Maintain front and rear yards that are consistent with those in the adjacent established neighbourhood
- Maintain and protect existing mature trees to help maintain the streetscape and landscape character and protect the urban forest



9 Precedent Tools

Municipalities across Ontario are experiencing similar pressures as Vaughan in their low-rise neighbourhoods. Many have adopted detailed guidelines to better manage change in these areas.

Toronto



Toronto is currently in the process of updating its townhouse guidelines to reflect a more sensitive approach to development within low-rise neighbourhoods.

The new draft guidelines take a contextual approach to provide both flexibility for developers and certainty for residents that new development will be compatible with the existing character of the neighbourhood.

Sample guidelines

- Match the front yard setback so it is equivalent to the existing adjacent properties
- Provide appropriate design treatment to both street facades when the building is on a corner
- Preserve and protect existing healthy trees and green space.

Mississauga



Mississauga has two sets of urban design guidelines - one for infill housing and one for townhouses - that provide detail to homeowners and developers on how to ensure development is compatible with the character of existing low-rise neighbourhoods.

Sample guidelines

- The massing of the dwelling should be consistent with the adjacent homes
- Garages should be located behind or in line with the front door of the dwelling to ensure visibility to the street.
- Site buildings with the front facade facing the public street. Avoid rear yards fronting the public street.
- Where the proposed building is taller or larger than adjacent buildings, create a transition in building height and form.

Brampton



Brampton recently adopted a "Guide for Infill Housing in Mature Neighbourhoods" that provides guidance on development within low-rise residential areas. It is primarily designed for homeowners and architects to inform design choices.

Sample guidelines

- The architectural style of new houses and substantial remodeling should be compatible with the architectural styles found in the surrounding neighbourhood.
- Main entrances should be prominent, oriented to the street and in appropriate scale to the block as well as the house.
- Avoid privacy fencing anywhere in front of the house.
- Preserve mature trees wherever possible.

Oakville



The Town of Oakville Design Guidelines for Stable Residential Communities are intended to serve as a framework to inform the design of new detached dwellings within stable residential communities. Its primary focus is to help achieve compatibility and maintain the character of neighbourhoods.

Sample guidelines

- New development should maintain the setback or average of setbacks from the street frontage as the existing dwellings in the immediate area.
- New development with an attached garage should make every effort to incorporate this feature into the design of the building.
- New development should be designed to mitigate potential impacts of overshadowing on adjacent properties.

10 Policy Recommendations

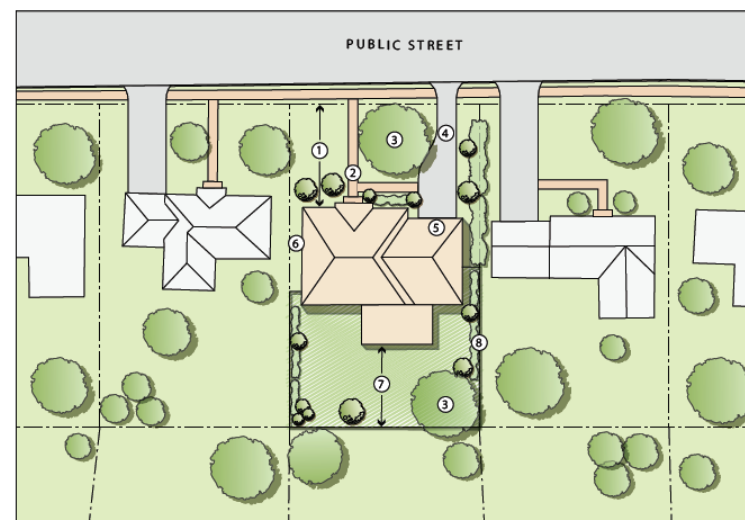
Although the policies of the Official Plan addressing low-rise neighbourhoods are comprehensive, a number of minor amendments are proposed to mainly clarify the intent of the existing policies, specifically those that affect applications for more intense forms of development.

- The Community Area policies should clarify that significant physical change means development that would alter the general character of a stable neighbourhood. The orientation of buildings should also be included as a neighbourhood characteristic to be respected and reinforced. (Amending Policy 2.2.3.2)
- The Urban Design policies should also be amended to include “orientation of buildings”, as well as the presence of mature trees, landscape character, existing topography and drainage patterns, as neighbourhood elements to be respected and reinforced. (Amending Policy 9.1.2.2)
- The policy respecting “older, established residential neighbourhoods” should apply to all large-lot neighbourhoods, regardless of their age, and the Official Plan Schedules should include a map of these neighbourhoods. (Amending Policy 9.1.2.3 and adding New Schedule to VOP 2010)
- The same policy should be clarified to prescribe that new lots in large-lot neighbourhoods should be equal to or exceed the frontages of adjoining or facing lots. It should also be amended to permit semi-detached houses and townhouses only on arterial roads. (Amending Policy 9.1.2.3)
- A new policy should be added to the plan to clarify that semi-detached and townhouse dwellings are generally permitted in all established low-rise neighbourhoods on lots fronting an arterial road. Townhouse developments should be required to orient dwellings to the street (not to a private lane), locate parking underground or at the rear of units, maintain the pattern of setbacks in the adjacent neighbourhood, and respect the scale and massing of adjacent development. (Adding New Policy 9.1.2.4 and amending Policy 9.2.3.2 (d))
- A new policy should be added to clarify that a Block Plan may be required where a new street network is required to service development on deep, formerly rural lots in Community Areas. (Adding New Policy 9.1.2.5)

11 General Infill Housing Guidelines

To aid the interpretation of the Official Plan policies applicable to low-rise neighbourhoods and the review of development applications, the key urban design guidelines for infill development (replacement housing that is at a higher density than the existing house) below and on the next panel are proposed. These guidelines would be used by the City when reviewing proposals that require an Official Plan amendment, a rezoning, minor variances, a severance or site plan approval.

- ① Place new dwelling to be consistent with adjacent front yard setbacks.
- ② Front entrance of new dwelling should face a public street and incorporate a barrier-free walkway leading to a clear front entrance with a porch or a stoop.
- ③ Retain and protect healthy, mature trees.
- ④ Driveways should be minimized and should never be wider than 6m.
- ⑤ Integrate the garage and recess it from the front wall of the house.
- ⑥ Provide side yard setbacks consistent with the pattern of side yard setbacks in the surrounding residential area.
- ⑦ Provide a minimum rear yard setback of 7.5 metres.
- ⑧ Incorporate fencing, screening and/or landscaping to maintain the privacy of adjacent dwellings.



12 General Infill Housing Guidelines

The form and character of infill development should be in keeping with the general form and character of existing development and streetscapes in the surrounding neighbourhood:

1. Infill development should reflect the existing neighbourhood pattern of development in terms of front, rear and side yard setbacks, building height and the location and treatment of primary entrances, to both the dwelling and the street. (Policy 9.1.2.2 / 9.1.2.3)

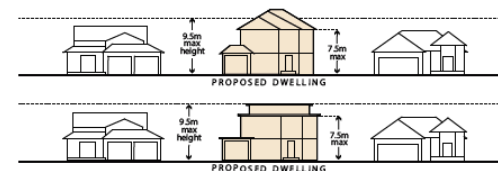


2. Development should reflect the desirable aspects of the established streetscape character. Where the streetscape needs improvement, infill development should contribute through high-quality building design, landscape architecture, and tree planting. (Policy 9.1.1.2 / 9.1.1.3)



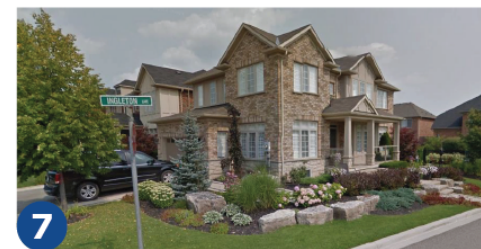
3. The prevailing pattern of lot widths, lot depths and lot area in a neighbourhood should be maintained. The subdivision of a lot to create two or more lots should only occur if the width of the resulting lots is the same as or greater than the narrowest lot fronting the same street on the same block or the narrowest lot fronting the same street on the block across the street. (Policy 9.1.2.2 / 9.1.2.3)
4. An existing dwelling should only be replaced by a dwelling, or dwellings, of the same type (detached or semi-detached house or townhouse). (Policy 9.1.2.2 / 9.1.2.3)
5. Consistent with the City's zoning standard for Vaughan's neighbourhoods of single-detached houses, the height of new dwelling should not exceed 9.5 metres. To ensure an appropriate

transition to houses on adjacent lots, the roof line of houses with a height greater than 9.5 metres should slope or step down to a maximum



height of 7.5 metres at the eaves at the side of the house (Policy 9.1.2.2/ 9.1.2.3/ 9.2.3.1)

6. Front entrances should be prominent and well detailed and incorporate a porch or stoop that is at least twice as wide as the front door. (Policy 9.2.3.1)
7. Development on corner lots should front both edges with articulated facades and windows that



12

General Infill Housing Guidelines

provide views of the street and/or open space from living areas. Blank walls visible from streets, parks or other public spaces generally should be avoided. (Policy 9.1.1.3)

8. Second-storey additions to a house should have architectural details that are uniformly expressed over the entire facade. (Policy 6.2.2.9 / 9.2.3.1)
9. Building finishes should be durable and consistent with materials used for dwellings in the immediately surround area. The use of vinyl siding is discouraged. (Policy 9.2.3.1)
10. Dwellings should be oriented to the street with their front entrance visible from a public street. (Policy 9.1.1.3)

Infill development should have relationships to the public realm and adjacent properties that are consistent with the relationships of existing development in the immediate surroundings:

11. Front yard setbacks should be consistent with the front yard setbacks of adjacent houses and houses immediately across the street. Where there is a uniform setback along a street, it should be matched by the new dwelling(s). Where there is variation in setbacks, the front yard setback of the new dwelling(s) should be the average of that of adjacent development. In no

neighbourhoods, should the front yard setback be less than 4.5 metres. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)

12. Side yard and rear yard setbacks should be consistent with the prevailing pattern of setbacks in the immediately surrounding residential area. A minimum rear yard setback of 7.5 metres should be maintained. The rear portion of the house should not create adverse shadow or overlook conditions on the adjacent properties. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)
13. New development should not include second storey decks or balconies that would create adverse overlook impacts on adjacent properties. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)
14. New development should incorporate fencing, screening and/or landscaping to maintain the privacy of adjacent dwellings and their rear yards. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)
15. Where there are opportunities, infill development should expand the network of sidewalks, pathways, trails, and crosswalks in the larger neighbourhood. New pathways should be barrier free. (Policy 9.1.1.2 / 9.1.1.3 / 9.1.1.4)

Garages should be treated as accessories to dwellings, located and designed to be complementary to the main building and not a dominant feature of the property:

16. On lots with a minimum width of 15 metres, the garage should be recessed from the front wall of the house, and the width of the garage should not be greater than the width of the house. On such lots, consideration should be given to locating the garage behind the house, accessed from a driveway at the side or on a flanking street. On a lot with a minimum width of 30 metres, the garage may face the side yard, provided the side of the garage is designed to blend with the façade of the house and has at least one window. Projecting garages should be avoided. (Policy 9.2.3.1)



12 General Infill Housing Guidelines

17. Attached and detached garages should have materials and design elements consistent with the architecture of the dwelling and should not be a dominant feature. (Policy 9.2.3.1)
18. On corner lots, access to the garage should be from the flanking street. (Policy 9.1.1.3 / 9.2.3.1)
19. No portion of a garage should be located below the lowest grade of the lot at the street. Reverse slope driveways are not permitted as per zoning by-law 1-88 and the City of Vaughan's Engineering Design Criteria and Standard Documents (Section 4.1.4 (g)) (Policy 9.2.3.1)
20. Double garages should have two overhead doors. (Policy 9.2.3.1)
21. The width of driveways at the street should be minimized and no greater than 6 metres. The maximum width of a driveway should not exceed the width of the garage. (Policy 9.1.1.3 / 9.2.3.1)



Front yards should be designed to contribute to an attractive, green streetscape in which trees are a dominant feature:

22. Circular driveways should only be considered on lots with a minimum width of 30 metres. (Policy 9.1.1.3 / 9.2.3.1)
23. Existing healthy, mature trees should be retained and protected. To ensure their survival, trenching for services and foundations should avoid the critical root zone of existing trees, generally defined by the tree's drip line. If the removal of any mature trees is justifiable, they should be replaced with new ones as per the provisions of a tree compensation plan. (Policy 9.1.1.2)
24. Other than the permitted driveway width, paving in the front yard should be limited to walkways and small areas leading to the front entrance. Walkways should be barrier-free. (Policy 9.1.1.2 / 9.1.1.3)
25. On lots with a width between 14 and 20 metres, at least 50% of the front yard should comprise soft landscaping, and a pathway should connect the front entrance to the sidewalk, where one exists. On lots with a width between 20 and 30 metres, this proportion should be 67%, and on

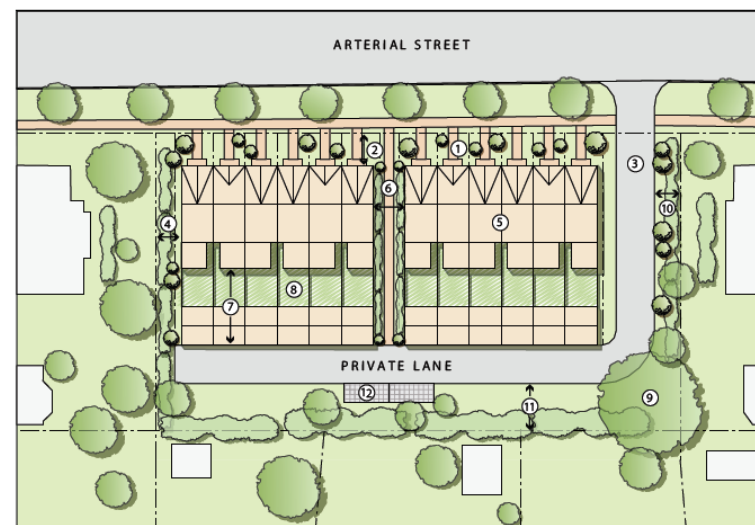
30-metre or wider lots, the proportion should be 80%. (Policy 9.1.1.3 / 9.2.3.1)

26. Fencing and/or perimeter landscaping, such as hedges, that obscures views of the front of a house from the street is discouraged. (Policy 9.1.1.2 / 9.1.1.3)
27. Manage rainwater and snowmelt on-site with best practices in Low Impact Development that encourage infiltration, evapo-transpiration and water re-use through such measures as: planting trees, shrubs and other landscaping; creating bio-retention areas such as swales; and incorporating opportunities to harvest rainwater from rooftops and other hard surfaces for landscape irrigation.
28. Impermeable surfaces in landscaped open spaces should be minimized. Where hard surfaces are planned, the use of permeable materials are encouraged to manage stormwater run-off and reduce heat build-up

13 Townhouse Infill Guidelines

The recommended key urban design guidelines below and on the next panel would apply to proposals for townhouse developments on arterial roads in established Low-Rise Residential Areas.

- ① Orient townhouses to have their front entrance on a public street.
- ② Provide front yard setbacks consistent across the site and of a minimum of 5 metres.
- ③ Provide parking and servicing areas for townhouses at the rear of the units or underground, accessed from a laneway or driveway.
- ④ Provide an interior side yard setbacks of 1.5 metres minimum.
- ⑤ Build townhouses with a minimum width of 6 metres and a minimum depth of 12 metres. Blocks of townhouses shall consist of no more than 6 units.
- ⑥ Separate townhouse blocks by a minimum of 3 metres to allow for landscaping. Where provided with pedestrian circulation, the separation should generally be 6 metres.
- ⑦ Provide a minimum setback of 12 metres from the rear of the townhouse to a rear lane way.
- ⑧ Give each townhouse a private backyard that is fenced or screened with landscaping for privacy.
- ⑨ Retain and protect existing healthy, mature trees.
- ⑩ Create a landscape strip with a minimum width of 1.5 metres to buffer laneways and driveways from side property lines.
- ⑪ Create a landscape strip with a minimum width of 3 metres to buffer laneways and driveways from rear property lines.
- ⑫ Place visitor parking in a central location at the rear of units with pathway(s) to allow visitors access to the front entrances.



14 Townhouse Design Guidelines

Orientation, Setbacks and Character (Policy 9.2.3.2)

1. Townhouse dwellings should be oriented to and have their front entrance on a public street; alternatively, they may front a public park. Private driveways or laneways should not be used to provide frontage for townhouses either flanking the street or located at the rear of dwellings fronting the street. Such a condition would create a front-to-side or front-to-back condition that would adversely affect the rear privacy of adjacent dwellings or dwellings on the same lot that front the street.



2. Front paths should provide direct access to each unit from the sidewalk.

3. Front entrances should be prominent and well detailed and incorporate a porch or stoop.
4. The front entrance should be level with the first floor and raised 0.6-1.2 metres above the level of the front path. Policy Review: Vaughan's Community Areas and Low-Rise Residential Areas 47
5. Front yard setbacks for units fronting the arterial street should be a minimum of 5.0 metres and should be consistent across the site.
6. Interior side yard setbacks should be a minimum of 1.5 metres, and units flanking a public street should be setback a minimum of 4.5 metres from the street.



7. The end unit in a townhouse block flanking a street should address both streets with a side elevation that includes windows and details consistent with the front elevation.
8. The height and massing of townhouse blocks should be compatible with the character of the adjacent or surrounding neighbourhood. Blocks of townhouses shall consist of no more than 6 units consistent with VOP 2010 Policy 9.2.3.2 (a).
9. The separation between townhouse blocks on the same site should be a minimum of 3 metres to allow for landscaping. Where the separation will provide pedestrian circulation, the separation between townhouse blocks on the same site should generally be 6 metres.
10. The rear of the townhouse unit should be setback by 12 metres from the rear laneway. A minimum of 3 metres landscaped buffer from the rear property line to the rear laneways should be provided.
11. Each townhouse dwelling should have a private backyard, fenced or screened with landscaping for privacy.
12. Where common outdoor amenity area is proposed in addition to private amenity space, the common space should be in a prominent location, visible and easily accessed from all units, and with plenty of exposure to sunlight.

14 Townhouse Design Guidelines

13. A minimum of 50% of the area at the rear of townhouses should consist of soft landscaping, including high-branching deciduous trees.
14. The architecture and materials of new townhouses should respect and complement the character of the surrounding residential area.
15. Townhouses should have a minimum width of 6 metres and a minimum depth of 12 metres.
16. Existing healthy, mature trees should be retained and protected. To ensure their survival, trenching for services and foundations should avoid the critical root zone of existing trees. If the removal of any mature trees is justifiable, they should be replaced with new ones as per the provisions of a tree compensation plan.
17. Landscaping plans for front yards should incorporate the public boulevard and include street trees.



18. Parking and servicing areas for townhouses fronting an arterial street should be located at the rear of the units or underground, accessed from a laneway or driveway.
19. On corner sites, access to parking and servicing areas should be from the flanking street.

Access, Parking and Service Areas (Policies 9.1.1.2 / 9.1.1.3 / 9.1.1.4)

20. Laneways and driveways should be buffered from side property lines by a landscape strip with a minimum width of 1.5 metres and buffered from rear property lines by landscaped areas with a minimum width of 3 metres to soften and improve the transition between adjacent properties.
21. Parking access, servicing areas and utility boxes should be consolidated for efficiency and to minimize adverse impacts on neighbouring properties and the public realm. Waste storage areas and utility boxes should be screened from public views.
22. Accesses to underground parking should be integrated into the design of the building, should not be visible from a public street, and should be sited to prevent negative impacts to neighbouring properties.

23. Where a site is large enough to accommodate a local public street or street network to provide access and frontage for townhouse dwellings in the interior of the site, the street or street network should link to existing streets in the surrounding neighbourhood where possible, and opportunities to extend the street or street network across adjoining sites fronting the arterial in the future should be considered. Dead end streets, cul-de-sacs, streets that appear to be private and gated access points should be avoided.

24. Where townhouse dwellings front a new local street and it is not practical to accommodate parking at the rear of the units, single front garages may be considered provided the townhouses have a minimum width of 6 metres and the garage is flush with or recessed from the front wall of the townhouse so that it does not dominate the façade. In addition, the garage should be set back a minimum of 6 metres from the street to accommodate a parked car in the driveway.



14 Townhouse Design Guidelines

25. Visitor parking should be located close to the site entrance(s). Where multiple townhouse blocks are proposed on a site, the visitor parking may be located in a central location at the rear of the units, provided convenient pathways between blocks of townhouses allow visitors to access the front entrances.

26. Pedestrian circulation areas should be barrier free and landscaped, have pedestrian-scale lighting, and have access to sunlight

Grading (Policies 9.1.1.3 / 9.1.1.2 / 9.1.1.4)

27. Generally, there should be minimal changes to the existing grades on the site, and the existing natural grades at the property lines should be maintained.

28. Artificially raised or lowered grades, or low-lying areas where water collects, should be avoided.



29. The use of retaining walls along street frontages, parks and other open spaces areas should be avoided. Where a retaining wall cannot be avoided and the grade change is greater than one metre, the wall should be terraced.

30. If there is a significant grade difference across a site, townhouse blocks should be stepped to maintain an appropriate relationship to grade.

31. Drainage should have no adverse impacts on adjacent properties or the public realm.

32. Pedestrian routes across grade changes should be universally accessible.

33. Manage rainwater and snowmelt on-site with best practices in Low Impact Development that encourage infiltration, evapo-transpiration and water re-use through such measures as: planting trees, shrubs and other landscaping; creating bio-retention areas such as swales; and incorporating opportunities to harvest rainwater from rooftops and other hard surfaces for landscape irrigation.

34. Impermeable surfaces in landscaped open spaces should be minimized. Where hard surfaces are planned, the use of permeable materials are encouraged to manage stormwater run-off and reduce heat build-up.

35. Townhouse access will be designed in accordance with the City of Vaughan's Waste Collection Design Standard Policy.



15 Next Steps

Your feedback on the findings and recommendations of the Community Area Policy Review for Low-Rise Residential Designations is important.

Public feedback will be compiled and considered through the finalization process of both the Official Plan Amendment and the urban design guideline documents.

The policy amendments will be the subject of a Statutory Public Hearing, as required under the Ontario Planning Act, in Fall 2016. The General Infill and Townhouse Guidelines will be presented to the Committee of the Whole in a separate meeting for endorsement.



Tell us what you think!

Talk to the consultants or City staff in attendance and fill in a comment sheet.

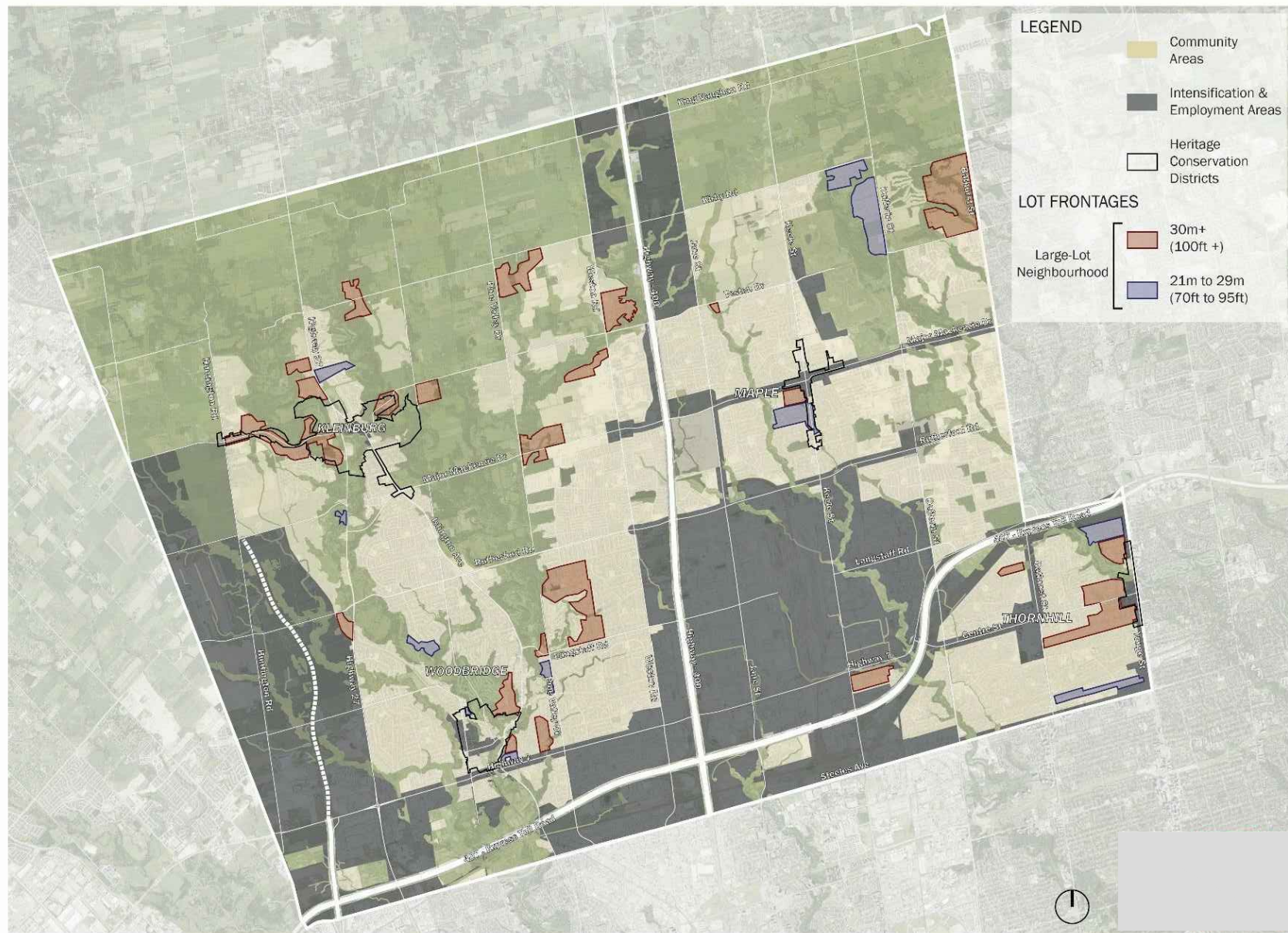


Comments can also be submitted by May 31st to:



**Kyle Fearon, Planner
Policy Planning & Environmental Sustainability
City of Vaughan
2141 Major Mackenzie Drive
Vaughan, Ontario, L6A 1T1
kyle.fearon@vaughan.ca**

Thank you for attending and helping to shape the future of Vaughan!



*Proposed Schedule 1B for VOP 2010: Areas
Subject to Policy 9.1.2.3 - Vaughan's
Established Large-Lot Neighbourhoods*

Applicant: City of Vaughan Location: City Wide

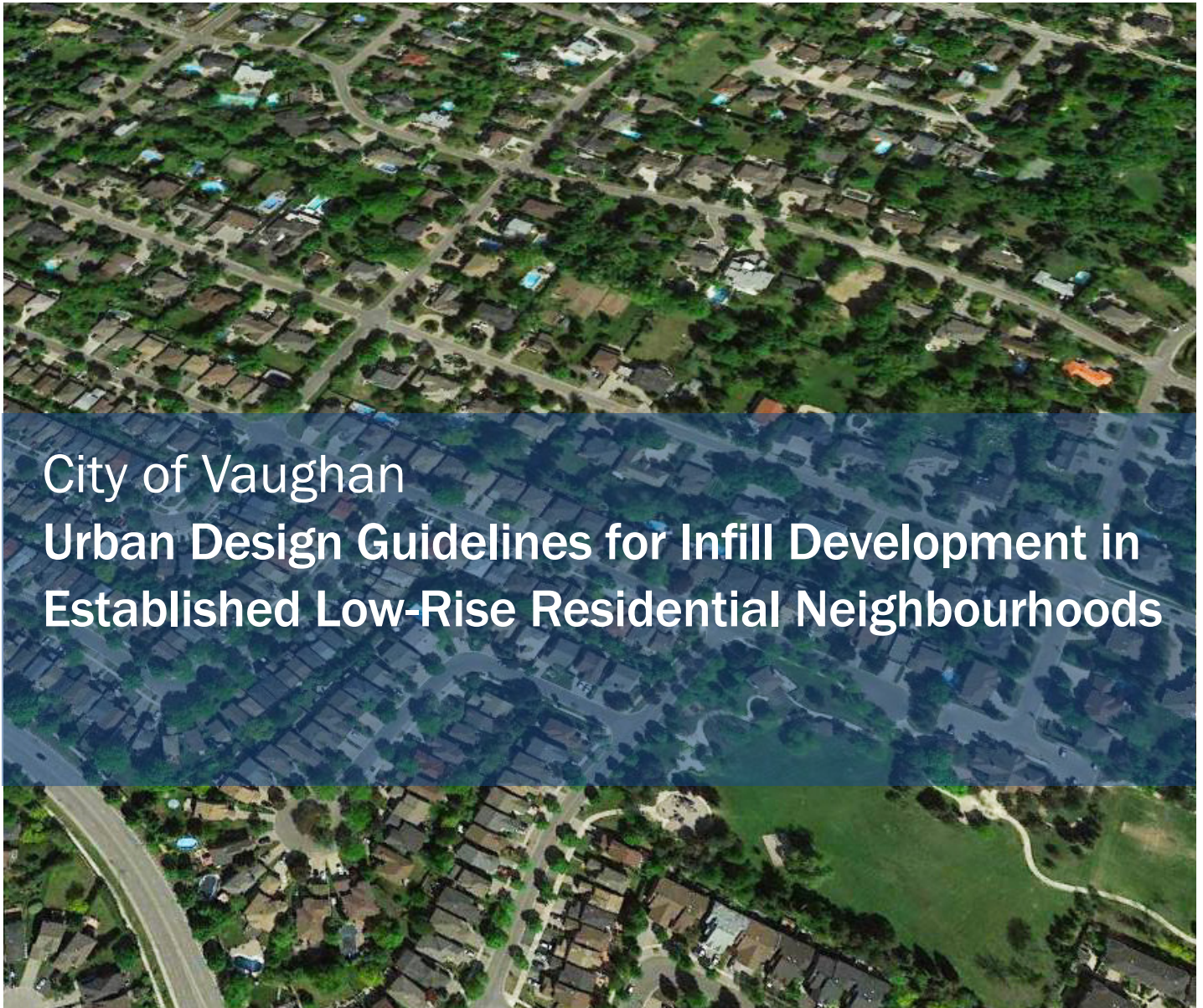


Attachment

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*Date:
September 7, 2016*

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DRAFT - September 2016

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1 Introduction

1.1 Purpose of the Design Guidelines

Vaughan's established low-rise residential neighbourhoods, developed over the past several decades, are intended to retain their general form and physical character. Nevertheless, change has been occurring in many neighbourhoods as property owners replace older, smaller homes with newer, larger ones. There is also a growing number of proposals to increase the density of housing in some neighbourhoods through the subdivision of large lots or the introduction of townhouses.

This document was prepared to guide the planning and design of new development in Vaughan's established low-rise neighbourhoods, with the goal of ensuring development is consistent with the City's Official Plan. In being more detailed than the policies of the Official Plan and containing illustrations, the guidelines clarify the policies applicable to low-rise neighbourhoods. They are intended to be used by property owners, developers, architects and planners in preparing plans for individual sites. They will also be used by City staff in their review of development applications.

The overarching goal of these urban design guidelines is to help ensure new development in Vaughan's established low-rise neighbourhoods fits compatibly with its surroundings, i.e., does not have an undue adverse impact on neighbouring properties and does not significantly alter the physical character of the larger residential area.

1.2 How and Where the Guidelines Apply

These guidelines will apply to all proposals to develop one or more Detached or Semi-detached Houses or Townhouses located in a stable Community Area and which require a rezoning, minor variance, severance or site plan approval.

Map 1 identifies the established Community Areas in Vaughan where these guidelines apply. Many of the guidelines are also relevant to the city's emerging and partially occupied low-rise neighbourhoods still being developed, but the intent is not to subject plans of subdivision and rezoning applications in developing communities to these guidelines. In addition, these guidelines are not intended to be applied to proposed townhouse developments within designated intensification areas in the Official Plan

While all infill projects in Vaughan's established Community Areas should respect these guidelines, since many infill developments are unique, not all of the design guidelines listed in this document will apply or be appropriate in every infill situation. Exceptions to the guidelines may be considered by City staff to be acceptable and will not require Council approval. Where an exception is proposed, however, the applicant will be required to demonstrate that the guideline cannot be satisfied given the conditions of the site, and that the exception will not prevent the development from meeting the intent of the Official Plan.



Map 1 - Vaughan's Stable Community Areas

In low-rise neighbourhoods within Vaughan's historic villages of Thornhill, Maple, Woodbridge and Kleinburg, these guidelines are meant to complement and not conflict with the applicable Heritage Conservation District (HCD) Plan. Where there is a conflict between these guidelines and those contained in an HCD Plan, the latter will prevail. Within the stable Community Areas identified on Map 1, these guidelines will be particularly relevant to development applications within Vaughan's generally more mature residential neighbourhoods with lots that exceed 20 metres

(65 feet) in width and on large lots generally in the city, particularly those along arterial roads at the edges of established neighbourhoods. The former areas - those along arterial roads - are seeing original homes replaced by much larger ones and proposals to subdivide lots. The latter areas may create opportunities for the introduction of townhouse dwellings that respect and maintain the qualities of the surrounding neighbourhood.

2 Policy Context

The Urban Design Guidelines for Infill Development in Established Low-Rise Residential Neighbourhoods are a companion document to the Vaughan Official Plan 2010 (VOP 2010) and should be read in conjunction with VOP 2010. A list of some of the policies applicable to low-rise neighbourhoods is provided below:

2.1 Community Area Policies

Maintaining the stability of Community Areas is a primary objective of the VOP 2010 and is to be accomplished by providing for a variety of low-rise residential uses in these areas (2.2.1.1 (b)). Two policies in Chapter 2 of the VOP 2010 address the degree of change planned in Community Areas:

- Policy 2.2.3.2 – 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.
- Policy 2.2.3.3 – 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.

2.2 Urban Design Policies

The Urban Design policies described in Chapter 9 of the VOP 2010 provide further detail related to the Community Area policies articulated in Chapter 2.

Policy 9.1.2.1 states 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 “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...”

Policy 9.1.2.2 states that in Community Areas with established development, new development shall 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, rain barrels).

Policy 9.1.2.3 states that within the Community Areas there are a number of established large-lot 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;

- 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.

2.3 Low-Rise Residential Policies

Chapter 9 of the VOP 2010 also contains policies that address the different types of built form that are permitted within Community Areas and on lands designated Low-Rise Residential. Detached Houses, Semi-detached Houses and Townhouses are the only building types permitted on lands designated Low-Rise Residential, and they are permitted to rise to a maximum of three storeys.

Policies 9.2.3.1 and 9.2.3.2 articulate the development criteria for those three building types, reinforcing and reiterating that new development on lands designated Low-Rise Residential will be required to “respect and reinforce the scale, massing, setback and orientation” of other units of the same type in the immediate area. Townhouses generally are required to front onto a public street, and rows of townhouses shall not exceed six attached units.

3 Characteristics of Vaughan's Established Low-Rise Residential Neighbourhoods

There are many physical features that contribute to the character of a neighbourhood, including architecture, tree canopy and landscape design. The following fundamental elements, however, help to distinguish the different types of low-rise neighbourhoods in Vaughan and define their general character to be respected and reinforced by infill development:

- Lot frontage (the width of a property where it meets the street)
- House size (height and overall massing)
- Setbacks from the street and neighbouring properties
- Extent of land used for tree planting and other landscaping
- The relationship of garages to houses

Based on these five elements, which can be regulated, Vaughan's established low-rise neighbourhoods can be placed into one of three categories:

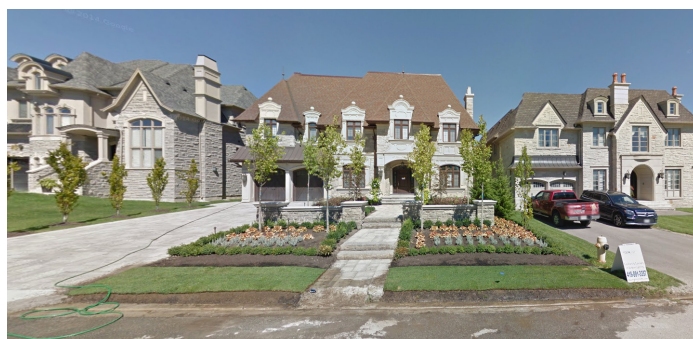
- Large-Lot Neighbourhoods
- Medium-Lot Neighbourhoods
- Small-Lot Neighbourhoods

The characteristics of each of these neighbourhood types are summarized below to assist in applying and interpreting the urban design guidelines that follow in Sections 4 and 5.

3.1 Large-Lot Neighbourhoods

Although the settings for Vaughan's large-lot neighbourhoods vary, they share several characteristics including:

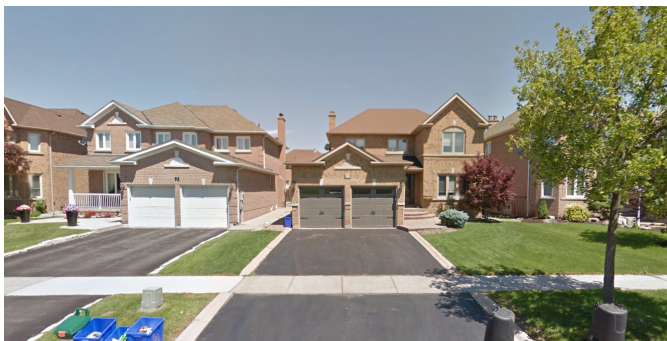
- Lot frontages greater than 20 metres (65 feet)
- Deep front setbacks of approximately 12 metres (39 feet) or greater
- Deep rear setbacks of 15 metres (49 feet) or greater
- Wide and/or circular/semi-circular driveways
- Attached garages that generally are not dominant features, with varying orientations and designs
- Large detached houses generally occupying less than a third of the lot
- Expansive landscaped front and rear yards



3.2 Medium-Lot Neighbourhoods

Vaughan's medium-lot neighbourhoods can generally be characterized by the following attributes:

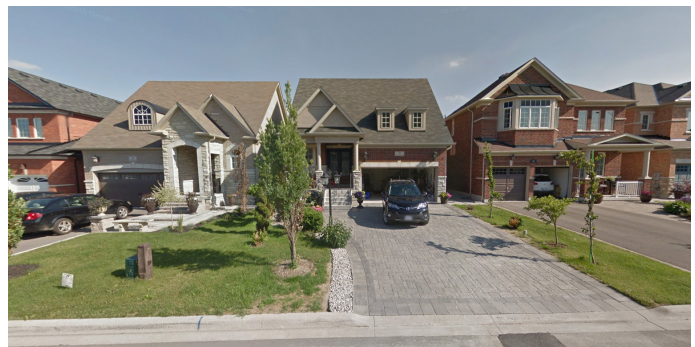
- Lot frontages of 10 to 20 metres (33 to 65 feet)
- Front setbacks of 6 to 15 metres (20 to 50 feet)
- Interior side yard setbacks of typically 1.5 metres (5 feet)
- Rear setbacks of 7.5 to 10 metres (25 to 33 feet)
- Wide driveways
- Front yard landscaped area generally less than 50% of the yard
- Generally 2-storey detached houses



3.3 Small-Lot Neighbourhoods

Vaughan's small-lot neighbourhoods can generally be characterized by the following attributes:

- Lot frontages of 6 to 9 metres (20 to 30 feet)
- Front setbacks of approximately 5 to 12 metres (16 to 40 feet)
- Side setbacks of approximately 0 to 1.5 metres
- Rear setbacks of approximately 6 to 10 metres
- Single or double car garages
- 2-storeys detached, semi-detached houses and townhouse housing types



4 General Low-Rise Residential Infill Guidelines

The following general guidelines should be applied to all new infill development in established low-rise residential neighbourhoods, excluding townhouses. The policy numbers that follow each guideline refer to the relevant Vaughan Official Plan 2010 (VOP 2010) policies that these guidelines clarify and support.

The form and character of infill development should be in keeping with the general form and character of existing development and streetscapes in the surrounding neighbourhood:

- 4.1. Infill development should reflect the existing neighbourhood pattern of development in terms of front, rear and side yard setbacks, building height and the location and treatment of primary entrances, to both the dwelling and the street. (Policy 9.1.2.2 / 9.1.2.3)
- 4.2. Development should reflect the desirable aspects of the established streetscape character. Where the streetscape needs improvement, infill development should contribute through high-quality building design, landscape architecture, and tree planting. (Policy 9.1.1.2 / 9.1.1.3)
- 4.3. Development should protect and enhance Vaughan's interconnected system of natural features and the functions they perform including its Core Features, Enhancement Areas, Built-Up Valley Lands and other components identified on Schedule 2 of the VOP 2010. (Policy 3.2.3.1)
- 4.4. The prevailing pattern of lot widths, lot depths and lot area in a neighbourhood should be maintained. The subdivision of a lot to create two or more lots should only occur if the width of the new lot(s) are equal to or exceed the frontages of the adjacent and nearby lots. (Policy 9.1.2.2 / 9.1.2.3)
- 4.5. An existing dwelling should only be replaced by a dwelling, or dwellings, of the same type (Detached or Semi-Detached House or Townhouse). (Policy 9.1.2.2 / 9.1.2.3)
- 4.6. Consistent with the City's zoning standard for Vaughan's neighbourhoods of Detached Houses, the height of new dwelling should not exceed 9.5 metres. To ensure an appropriate transition to houses on adjacent lots, the roof line of houses with a height greater than 9.5 metres should slope or step down to a maximum height of 7.5 metres at the eaves at the side of the house. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)
- 4.7. Front entrances should be prominent and well detailed and incorporate a porch or stoop that is at least twice as wide as the front door. (Policy 9.2.3.1)
- 4.8. Development on corner lots should front both edges with articulated facades and windows that provide views of the street and/or open space from living areas. Blank walls visible from streets, parks or other public spaces are prohibited. (Policy 9.1.1.3)



Front entrances should be prominent and well detailed. (Guideline 4.7)



Houses on corner lots should front both public streets with articulated facades and windows. (Guideline 4.8)

4.9. Second-storey additions to a house should have architectural details that are uniformly expressed over the entire facade. (Policy 6.2.2.9 / 9.2.3.1)

4.10. Building finishes should be durable and consistent with materials used for dwellings in the immediately surrounding area. The use of vinyl siding is discouraged. (Policy 9.2.3.1)

Infill development should have relationships to the public realm and adjacent properties that are consistent with the relationships of existing development in the immediate surroundings:

4.11. Dwellings should be oriented to the street with their front entrance visible from a public street. (Policy 9.1.1.3)

4.12. Front yard setbacks should be consistent with the front yard setbacks of adjacent houses and houses immediately across the street. Where there is a uniform setback along a street, it should be matched by the new dwelling(s). Where there is variation in setbacks, the front yard setback of the new dwelling(s) should be the average of that of adjacent development. In no neighbourhood should the front yard setback be less than 4.5 metres. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)

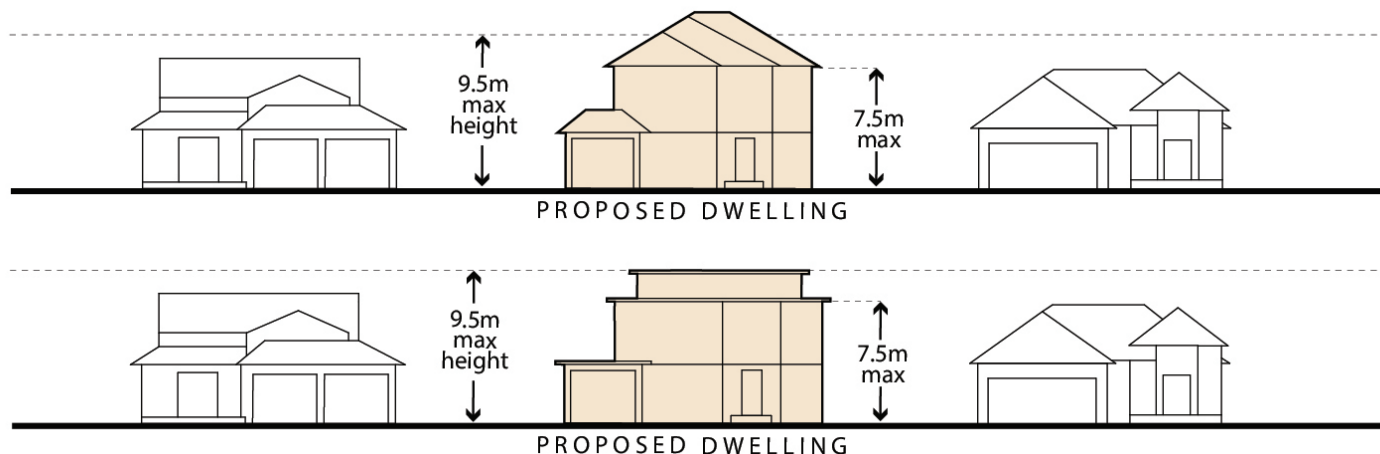
4.13. Side yard and rear yard setbacks should be consistent with the prevailing pattern of setbacks in the immediately surrounding residential area. A minimum rear yard setback of 7.5 metres should be maintained. The rear portion of the house should not create adverse shadow or overlook conditions on the adjacent properties. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)

4.14. New development should not include second storey decks or balconies that would create adverse overlook impacts on adjacent properties. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)

4.15. New development should incorporate fencing, screening and/or landscaping to maintain the privacy of adjacent dwellings and their rear yards. (Policy 9.1.2.2 / 9.1.2.3 / 9.2.3.1)

4.16. Where there are opportunities, infill development should expand the network of sidewalks, pathways and trails in the larger neighbourhood. New pathways should be barrier free. (Policy 9.1.1.2 / 9.1.1.3 / 9.1.1.4)

4.17. On lots with a minimum width of 15 metres, the garage should be recessed from the front wall of the house, and the width of the garage should not be greater than the width of the



The height of new dwelling should not exceed 9.5 metres, and the roof line of a house with a height greater than 7.5 metres should slope or step down to a maximum height of 7.5 metres at the eaves at the side of the house. (Guideline 4.6)

house. On such lots, consideration should be given to locating the garage behind the house, accessed from a driveway at the side or on a flanking street. On a lot with a minimum width of 30 metres, the garage may face the side yard, provided the side of the garage is designed to blend with the façade of the house and has at least one window. Projecting garages should be avoided. (Policy 9.2.3.1)

- 4.18. Attached and detached garages should have materials and design elements consistent with the architecture of the dwelling and should not be a dominant feature. (Policy 9.2.3.1)
- 4.19. On corner lots, access to the garage should be from the flanking street. (Policy 9.1.1.3 / 9.2.3.1)
- 4.20. No portion of a garage should be located below the lowest grade of the lot at the street. Reverse slope driveways are not permitted as per Zoning By-law 1-88 and the City of Vaughan's Engineering Design Criteria and Standard Documents (Section 4.1.4 (g)). (Policy 9.2.3.1)
- 4.21. Double garages should have two overhead doors. (Policy 9.2.3.1)



On lots with a minimum width of 15 metres, the garage should be recessed from the front wall of the house, and the width of the garage should not be greater than the width of the house. (Guideline 4.17)



No portion of a garage should be located below the lowest grade of the lot at the street. (Guideline 4.20)

Front yards should be designed to contribute to an attractive, green streetscape in which trees are a dominant feature:

- 4.22. The width of driveways at the street should be minimized and no greater than 6 metres. The maximum width of a driveway should not exceed the width of the garage. (Policy 9.1.1.3 / 9.2.3.1)
- 4.23. Circular driveways should only be considered on lots with a minimum width of 30 metres. (Policy 9.1.1.3 / 9.2.3.1)
- 4.24. Existing healthy, mature trees should be retained and protected. To ensure their survival, trenching for services and foundations should avoid the critical root zone of existing trees, generally defined by the tree's drip line. If the removal of any mature tree(s) is justified and accepted by the City, they should be replaced with new ones as per the provisions of the City's Replacement Tree Requirement. (Policy 9.1.1.2)

4.25. Other than the permitted driveway width, paving in the front yard should be limited to walkways and small areas leading to the front entrance. Walkways should be barrier-free. (Policy 9.1.1.2 / 9.1.1.3)

4.26. On lots with a width between 14 and 20 metres, at least 50% of the front yard should comprise soft landscaping, and a pathway should connect the front entrance to the sidewalk, where one exists. On lots with a width between 20 and 30 metres, this requirement is 67%, and on 30-metre or wider lots, the requirement is 80%. (Policy 9.1.1.3 / 9.2.3.1)

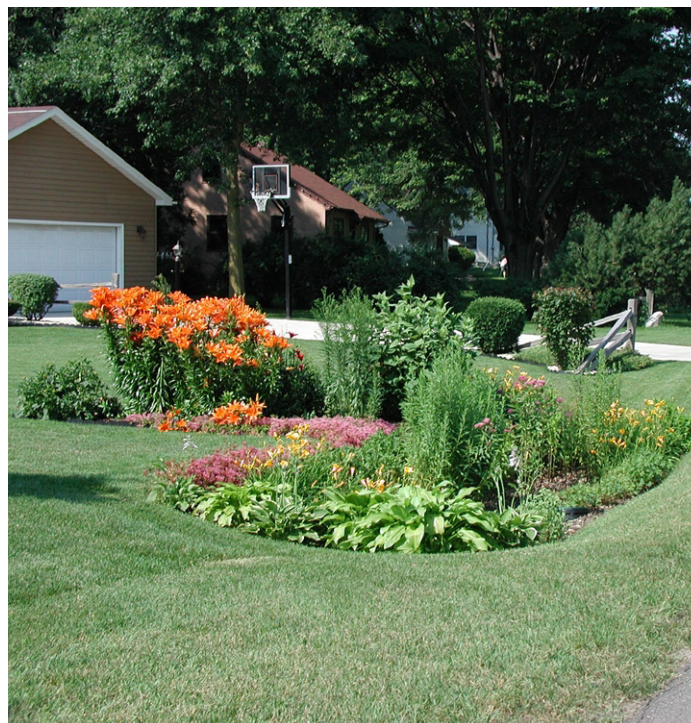
4.27. Fencing and/or perimeter landscaping, such as hedges, that obscures views of the front of a house from the street is discouraged. (Policy 9.1.1.2 / 9.1.1.3)

4.28. Managing rainwater and snowmelt on-site with Low Impact Development Standards that encourage infiltration, evapo-transpiration and water re-use is required. Such measures as: planting trees, shrubs and other landscaping; creating bio-retention areas such as swales; and incorporating opportunities to harvest rainwater from rooftops and other hard surfaces for landscape irrigation are encouraged. Where such measures are installed, they should be appropriately designed and located to filter, store and/or convey the expected stormwater flows from surrounding paved areas. (Policy 3.6.6 / 9.1.3.1)

4.29. Impermeable surfaces in landscaped open spaces should be minimized. Where hard surfaces are planned, the use of permeable materials are encouraged to manage stormwater run-off and reduce heat build-up. (Policy 3.6.6 / 9.1.3.1)



Fencing and/or perimeter landscaping, such as hedges, that obscures views of the front of a house from the street is discouraged. (Guideline 4.27)



Bio-swales and rain gardens that help manage rainwater and snowmelt are encouraged. (Guideline 4.28)

General Low-Rise Residential Infill Guidelines Summary



- ① Place new dwelling to be consistent with adjacent front yard setbacks.
- ② Front entrance of new dwelling should face a public street and incorporate a barrier-free walkway leading to a clear front entrance with a porch or a stoop.
- ③ Retain and protect healthy, mature trees.
- ④ Driveways should be minimized and should never be wider than 6m.
- ⑤ Integrate the garage and recess it from the front wall of the house.
- ⑥ Provide side yard setbacks consistent with the pattern of side yard setbacks in the surrounding residential area.
- ⑦ Provide a minimum rear yard setback of 7.5 metres.
- ⑧ Incorporate fencing, screening and/or landscaping to maintain the privacy of adjacent dwellings.

5 Townhouse Infill Guidelines

The following guidelines apply specifically to townhouse developments in established low-rise neighbourhoods. Townhouses are not appropriate within Vaughan's medium-lot and large-lot neighbourhoods comprised of Detached Houses, since their form and parking requirements would significantly alter the neighbourhood character. They may be considered appropriate at the edge of a neighbourhood, however, on a lot fronting an arterial road.

As a general guideline that informs many of those below, townhouse developments on arterial streets may have a greater density and mass than existing development in the surrounding established residential area but should have a relationship to the street and adjacent properties that is consistent with the prevailing pattern of building orientation, setbacks and landscaping.

Orientation, Setbacks and Character

- 5.1. Townhouses should be oriented to and have their front entrance on a public street; alternatively, they may front a public park. Private driveways or laneways should not be used to provide frontage for Townhouses either flanking the street or located at the rear of dwellings fronting the street. Such a condition would create a front-to-side or front-to-back condition that would adversely affect the rear privacy of adjacent dwellings or dwellings on the same lot that front the street. (Policy 9.2.3.2)
- 5.2. Front yard paths should provide direct access to each unit from the sidewalk. (Policy 9.2.3.2)
- 5.3. Front entrances should be prominent and well detailed and incorporate a porch or stoop. (Policy 9.2.3.2)
- 5.4. The front entrance should be level with the first floor and raised 0.6-1.2 metres above the level of the front path. Stairs should not dominate the entrance of a Townhouse (Policy 9.2.3.2)
- 5.5. Front yard setbacks for units fronting the arterial street should be a minimum of 4.5 metres and should be consistent across the site. A minimum of 50% of the front yard should consist of soft landscaping. Deciduous trees are encouraged (Policy 9.2.3.2)
- 5.6. Interior side yard setbacks should be a minimum of 1.5 metres, and end units flanking a public street should be setback a minimum of 4.5 metres from the street. (Policy 9.2.3.2)

- 5.7. The end unit in a townhouse block flanking a street should address both streets with a side elevation that includes windows and details consistent with the front elevation. (Policy 9.2.3.2)
- 5.8. The height and massing of townhouse blocks should be compatible with the character of the adjacent or surrounding neighbourhood. Blocks of townhouses shall consist of no more than 6 units consistent with VOP 2010 Policy 9.2.3.2 (a). (Policy 9.2.3.2)
- 5.9. The separation between townhouse blocks on the same site should be a minimum of 3 metres to allow for landscaping. Where the separation will provide pedestrian circulation, the separation between townhouse blocks on the same site should generally be 6 metres. (Policy 9.2.3.2)



The separation between townhouse blocks should be 3 to 6 metres and be landscaped. (Guideline 5.9)



Townhouse dwellings should be oriented to and have their front entrance on a public street, have a direct path to the sidewalk, incorporate a porch or stoop and have a front yard setback of 4.5 metres minimum.
(Guidelines 5.1, 5.2, 5.3, 5.5)



Each townhouse dwelling should have a private backyard, fenced or screened with landscaping for privacy. (Guideline 5.11)

- 5.10. The rear of the townhouse unit should be setback by 12 metres from the rear laneway. A minimum of 3 metres landscaped buffer from the rear property line to the rear laneways should be provided. (Policy 9.2.3.2)
- 5.11. Each Townhouse should have a private backyard, fenced or screened with landscaping for privacy. (Policy 9.2.3.2)
- 5.12. Where common outdoor amenity area is proposed in addition to private amenity space, the common space should be in a prominent location, visible and easily accessed from all units, and with plenty of exposure to sunlight. (Policy 9.2.3.2)
- 5.13. A minimum of 50% of the area at the rear of townhouses should consist of soft landscaping, including high-branching deciduous trees. (Policy 9.1.3.1 / 9.2.3.2)
- 5.14. The architecture and materials of new townhouses should respect and complement the character of the surrounding residential area. (Policy 9.2.3.2)

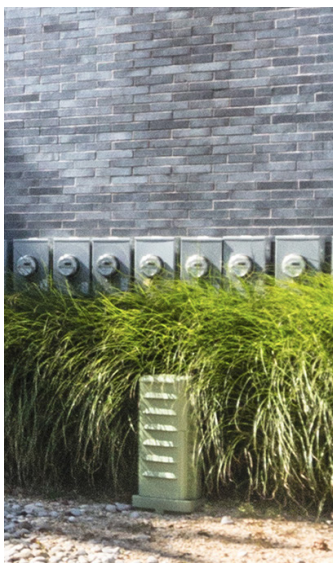
- 5.15. Townhouses should have a minimum width of 6 metres and a minimum depth of 12 metres. (Policy 9.2.3.2)
- 5.16. Existing healthy, mature trees should be retained and protected. To ensure their survival, trenching for services and foundations should avoid the critical root zone of existing trees, generally defined by the tree's drip line. If the removal of any mature tree(s) is justified and accepted by the City, they should be replaced with new ones as per the provisions of the City's Replacement Tree Requirement. (Policy 9.1.1.2)
- 5.17. Landscaping plans for front yards should incorporate the public boulevard and include street trees. (Policy 9.2.3.2)
- 5.18. Rear laneways should be lighted for safety and security, but no spillover of such lighting on adjacent properties should occur. (Policy 9.1.1.2)



Parking and servicing areas for townhouses fronting an arterial street should be located at the rear of the units or underground, accessed from a laneway or driveway. (Guideline 5.18)

Access, Parking and Service Areas

- 5.19. Parking and servicing areas for townhouses fronting an arterial street should be located at the rear of the units or underground, accessed from a laneway or driveway. (Policy 9.1.1.2 / 9.1.1.3)
- 5.20. On corner sites, access to parking and servicing areas should be from the flanking street. (Policy 9.1.1.2 / 9.1.1.3)
- 5.21. Laneways and driveways should be buffered from side property lines by a landscape strip with a minimum width of 1.5 metres and buffered from rear property lines by landscaped areas with a minimum width of 3 metres to soften and improve the transition between adjacent properties. (Policy 9.1.1.2 / 9.1.1.3)
- 5.22. The location of a rear laneway should consider opportunities to link it to potential future laneways on adjoining properties and opportunities for shared access agreements and public easements. (Policy 9.1.1.2 / 9.1.1.3)



Utility boxes should be consolidated for efficiency and to minimize adverse impacts on neighbouring properties and the public realm. Waste storage areas and utility boxes should be screened from public views. (Guideline 5.23)



Where townhouses front a local street, single front garages may be considered provided the townhouses have a minimum width of 6 metres and the garage is flush with or recessed from the front wall. (Guideline 5.26)

- 5.23. Parking access, servicing areas and utility boxes should be consolidated for efficiency and to minimize adverse impacts on neighbouring properties and the public realm. Waste storage areas and utility boxes should be screened from public views. Meters should be located below or under the front steps where feasible. (Policy 9.1.1.2 / 9.1.1.3)
- 5.24. Accesses to underground parking should be integrated into the design of the building, should not be visible from a public street, and should be sited to prevent negative impacts to neighbouring properties. (Policy 9.1.1.2 / 9.1.1.3)
- 5.25. Where a site is large enough to accommodate a local public street or street network to provide access and frontage for Townhouses in the interior of the site, the street or street network should link to existing streets in the surrounding neighbourhood where possible, and opportunities to extend the street or street network across adjoining sites fronting the arterial in the future should be considered and protected for the future. Dead end streets, cul-de-sacs, streets that appear to be private and gated access points should be avoided. (Policy 9.1.1.2 / 9.1.1.3 / 9.1.1.4)

- 5.26. Where Townhouses front a new local street and it is not practical to accommodate parking at the rear of the units, single front garages may be considered provided the townhouses have a minimum width of 6 metres and the garage is flush with or recessed from the front wall of the townhouse so that it does not dominate the façade. In addition, the garage should be set back a minimum of 6 metres from the street to accommodate a parked car in the driveway. (Policy 9.1.1.2 / 9.1.1.3)
- 5.27. Visitor parking should be located close to the site entrance(s). Where multiple townhouse blocks are proposed on a site, the visitor parking may be located in a central location at the rear of the units, provided convenient pathways between blocks of townhouses allow visitors to access the front entrances. Where parking areas are located adjacent to a Townhouse, they should be appropriately screened from view through the use of, for example, shrubs or decorative fencing. (Policy 9.1.1.2 / 9.1.1.3)
- 5.28. Pedestrian circulation areas should be barrier free and landscaped, have pedestrian-scale lighting, and have access to sunlight. (Policy 9.1.1.2 / 9.1.1.3)
- 5.29. Where Townhouses front an Arterial Road, access onto the Arterial Road will be provided by a single point. Access to the townhouse units will be provided by a shared driveway or alternative access arrangements should be investigated, such as suitable local street access and through interconnected properties. (Policy 9.1.2.4)
- 5.31. Artificially raised or lowered grades, or low-lying areas where water collects outside of swales or rain-gardens are prohibited. (Policy 9.1.1.2 / 9.1.1.3)
- 5.32. The use of retaining walls along street frontages, parks and other open spaces areas should be avoided. Where a retaining wall cannot be avoided and the grade change is greater than one metre, the wall should be set back from the property line and terraced to provide an appropriate transition. (Policy 9.1.1.2 / 9.1.1.3)
- 5.33. If there is a significant grade difference across a site, townhouse blocks should be stepped to maintain an appropriate relationship to grade. (Policy 9.1.1.2 / 9.1.1.3)
- 5.34. Drainage should have no adverse impacts on adjacent properties or the public realm. (Policy 9.1.1.2 / 9.1.1.3)
- 5.35. Pedestrian routes across grade changes should be universally accessible. (Policy 9.1.1.2 / 9.1.1.3)
- 5.36. Managing rainwater and snowmelt on-site with Low Impact Development Standards that encourage infiltration, evapo-transpiration and water re-use is required. Such measures as: planting trees, shrubs and other landscaping; creating bio-retention areas such as swales; and incorporating opportunities to harvest rainwater from rooftops and other hard surfaces for landscape irrigation are encouraged. Where such measures are installed, they should be appropriately designed and located to filter, store and/or convey the expected stormwater flows from surrounding paved areas. (Policy 3.6.6 / 9.1.3.1)
- Grading**

- 5.30. Generally, there should be minimal changes to the existing grades on the site, and the existing natural grades at the property lines should be maintained. (Policy 9.1.1.2 / 9.1.1.3)
- 5.37. Impermeable surfaces in landscaped open spaces should be minimized. Where hard surfaces are planned, the use of permeable materials are encouraged to manage stormwater run-off and reduce heat build-up. (Policy 3.6.6 / 9.1.3.1)

- 5.38. Townhouse access will be designed in accordance with the City of Vaughan's Waste Collection Design Standard Policy. (Policy 8.6.1.1)

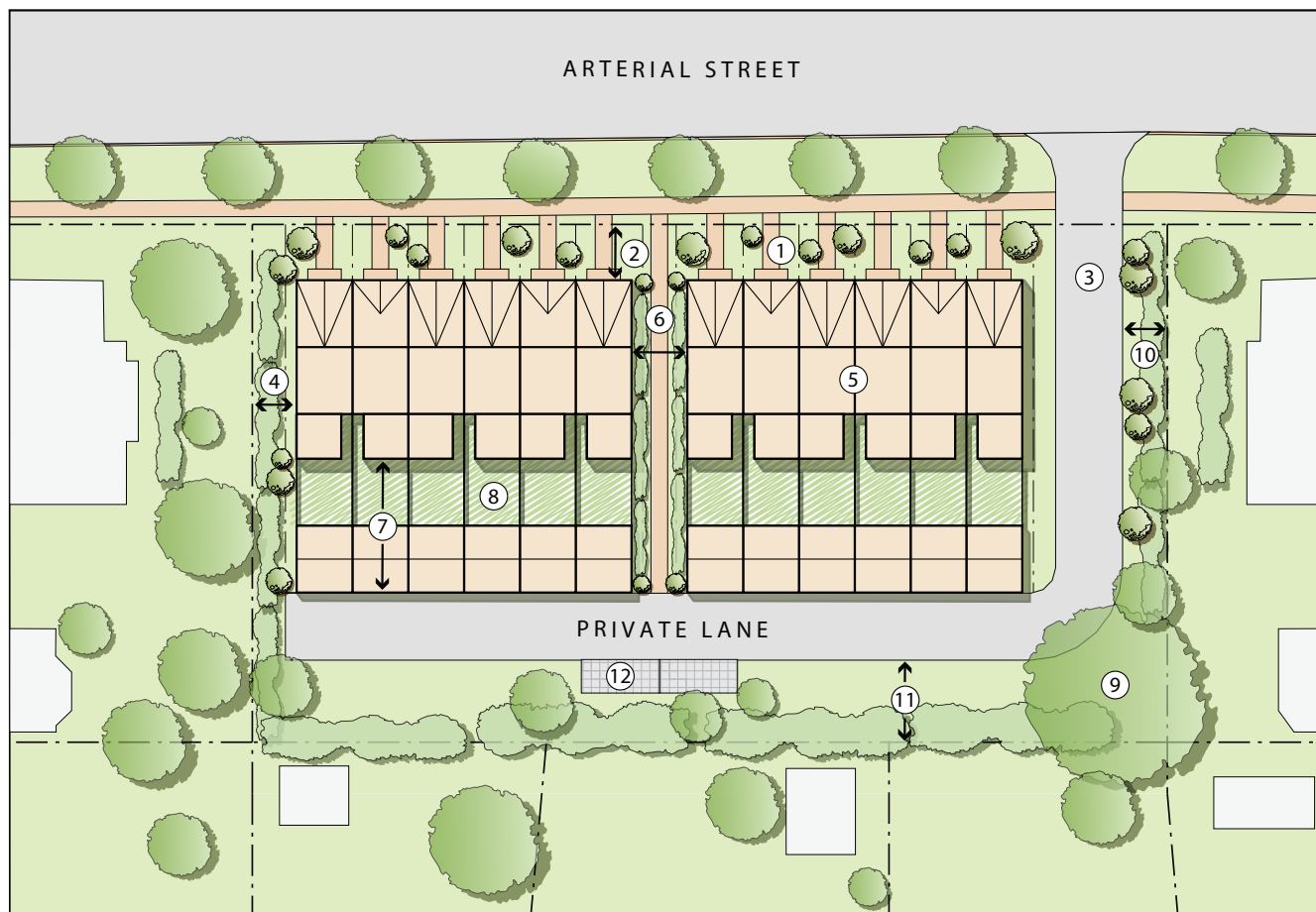


The existing natural grades at the property lines should be maintained, but where a retaining wall cannot be avoided and the grade change is greater than one metre, the wall should be set back from the property line and terraced to provide an appropriate transition. (Guidelines 5.29 and 5.31)



Bio-swales and rain gardens that help manage rainwater and snowmelt are encouraged. (Guideline 5.35)

Townhouse Infill Guidelines Summary



- ① Orient townhouses to have their front entrance on a public street.
- ② Provide front yard setbacks consistent across the site and of a minimum of 4.5 metres.
- ③ Provide parking and servicing areas for townhouses at the rear of the units or underground, accessed from a laneway or driveway.
- ④ Provide an interior side yard setbacks of 1.5 metres minimum.
- ⑤ Build townhouses with a minimum width of 6 metres and a minimum depth of 12 metres. Blocks of townhouses shall consist of no more than 6 units.
- ⑥ Separate townhouse blocks by a minimum of 3 metres to allow for landscaping. Where provided with pedestrian circulation, the separation should generally be 6 metres.
- ⑦ Provide a minimum setback of 12 metres from the rear of the townhouse to a rear lane way.
- ⑧ Give each townhouse a private backyard that is fenced or screened with landscaping for privacy.
- ⑨ Retain and protect existing healthy, mature trees.
- ⑩ Create a landscape strip with a minimum width of 1.5 metres to buffer laneways and driveways from side property lines.
- ⑪ Create a landscape strip with a minimum width of 3 metres to buffer laneways and driveways from rear property lines.
- ⑫ Place visitor parking in a central location at the rear of units with pathway(s) to allow visitors access to the front entrances.

6 Glossary of Terms

This section provides definitions for the urban design and planning terms used in this document to aid interpretation of the urban design guidelines. Where the Vaughan Official Plan 2010 includes a definition for one the terms, it is repeated here for consistency.

Arterial Road - Roads that are identified on Schedule 9 - Future Transportation Network as Major or Minor Arterial Roads in the Vaughan Official Plan 2010.

Bioretention - The use of ponds, wetlands, lawns, and other natural elements to store rainwater.

Development Limit - The amount of land on a lot that can be developed.

Drip Line - A line determined by the outer edge of a tree's canopy to establish a development limit.

Easement - A legal agreement to allow the use of one's property for a public use, such as a sidewalk.

Facade - The exterior wall of a building that faces public view, usually referring to the front wall. A building on a corner lot will have two facades.

Facing - A position directly in front of a building such that the buildings "face" each other.

Flanking - A position directly beside a building.

Front-to-Back Condition - A situation where the front wall and the front door(s) of a building faces the back wall and the back door(s) of another building.

Front-to-Side Condition - A situation where the front wall and the front door(s) of a building faces the side wall and/or the side door(s) of another building.

Grade - The slope of the ground.

Hard Landscaping - Material consisting of pavement, asphalt, stone, or some other non-plant material to decorate a yard or other outdoor space. Also see Zoning By-law 1-88.

Infill - New development located on a vacant or under-utilized property within a built-up area including a new house built where one had been demolished.

Infiltration - The process by which water, usually stormwater, travels through grass or other permeable material.

Intensification - The development of a property, site or area at a higher density than currently exists through infill or redevelopment.

Landscape Buffer - An area used for planting shrubs, trees, or other plants to separate one property from another.

Lot - A parcel of land that fronts onto a street. Also see Zoning By-law 1-88.

Lot Coverage - The proportion of a property that is occupied by a building. Also see Zoning By-law 1-88.

Lot Depth - The length of a property measured from where it meets a public or private street to its rear property line. Also see Zoning By-law 1-88.

Lot Frontage - The width of the property where it meets a street. Also see Zoning By-law 1-88.

Massing - The combined effect of the height, bulk, and silhouette of a building or group of buildings.

Minor Variance - A planning tool/process whereby a property owner can request an exemption from the requirements of a zoning by-law to permit a renovation or development.

Orientation - The direction which a building faces.

Overlook - A situation where one resident can see into the private space of a neighbouring resident.

Root Zone - The area of the ground underneath a tree where the roots grow.

Setback - The distance between a property line and any exterior wall of a building. Also see Zoning By-law 1-88.

Soft Landscaping - The use of grass, shrubs, trees or other plants to decorate a yard or other outdoor space. Also see Zoning By-law 1-88.

Streetscape - Distinguishing elements of a street, created by its width, materials, landscaping, street furniture, pedestrian amenities, and the setback and form of surrounding buildings.

Swale - A low portion of land, especially one that is moist or marshy, that is used to collect stormwater and rainwater.

Subdivision - The division of a property into multiple smaller properties.