



## CITY OF VAUGHAN

### EXTRACT FROM COUNCIL MEETING MINUTES OF MARCH 23, 2009

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- Fire Station 7-10 construction cost of \$1,860,123, the hiring cost of \$778,192 for the first cohort of 10 firefighters in January 2010, and the recruiting cost of \$453,945 for the second cohort of 10 firefighters in June 2010 will be submitted as directed. (The construction cost/per the Development Charge Bylaw).
- Land cost for relocating Fire Station 7-3 further west is about \$660,000. The design cost of Fire Station 7-3 is estimated to be \$110,210. The construction cost for Fire Station 7-3 will be about \$1,860,123. All these costs will require approval by Council. Anticipated construction of the new Station 7-3 will be 2011. (The land and construction cost/per the Development Charge Bylaw).
- Staffing Fire Station 7-3 with 20 new firefighters in January 2009 will cost \$1,556,384. This amount is pending approval by the Budget Committee in 2009.

#### Communications Plan

Not applicable

#### Purpose

This report is completed at the direction of the Budget Committee meeting of December 4, 2008 in relation to the four topics presented above. Council, at its meeting of December 8, 2008, adopted Budget Committee's recommendations as follows without amendment:

1. **That the Fire Department address the need for fire services in the north east and provide a report that includes the land and construction of a north east station;**
2. **That the Fire Department provide a report on the deployment of the aerial unit at Station 7-9;**
3. **That staff report on the plan and location for a new fire station in the west;**
4. **That a report be brought forward to the February 2, 2009 Committee of the Whole (Working Session) meeting on the implementation of the Master Fire Plan in context with the deployment of new hires**

#### Background - Analysis and Options

##### **(1) The Need for Fire Services in the North East including Land Acquisition and Construction of a new North-east Fire Station 7-10**

In order to provide fire protection consistent with VFRS response standards, to the development in the north east quadrant, the Response Optimization Analysis – a 4-minute fire travel time (MFP) – recommends the construction and staffing of Fire Station 7-10 in the area of Dufferin Street and Teston Road.

The new Fire Station 7-10 as recommended by the MFP will serve the Vaughan 400 North Employment Area (Keele Street and Teston Road), the commercial development, pedestrian shopping areas along Major Mackenzie Drive and Dufferin Street and, the residential growth in the north-east quadrant which comprises of a variety of single detached, semi-detached, townhouses and multiple storey units and a few parcels of land north of Major Mackenzie Drive which propose high rise and mixed units.

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Maintaining a pro-active approach in the north-east quadrant will continue to be the challenge for VFRS, as the municipality continues to grow, recognizing heavy traffic patterns in the east of Keele Street, starting from Major Mackenzie Drive to Dufferin Street and extending to the north of Bathurst Street.

Subject to Council direction and budget approvals VFRS recommends the following:

- Design the new fire station in 2010 (\$110,210)
- Build fire station in 2010 (\$1,860,123)
- Spec & Order a fire pumper (engine) apparatus in 2009 (\$600,000)
- Hire a cohort of 10 firefighters in January 2010 (\$778,192)
- Hire a cohort of 10 firefighters June 2010 (\$453,945)

**Land acquisition related to Fire Station 7-10 is the subject of the attached confidential memo.**

#### **( 2 ) The Deployment of the 30M Aerial Unit at Fire Station 7-9 (Islington south of Major Mackenzie)**

One of the most critical factors in the provision of fire suppression services is the geographical area that can be covered by fire vehicles within acceptable response times. This is one of the primary criteria in determining whether additional stations or crews are required and whether any existing stations should be relocated. If there are a substantial number of well-populated and high-risk areas which are not covered within the acceptable response times, then additional stations or crews may be required. As such the deployment of the 30M Aerial at Fire Station 7-9 fails to provide the acceptable response times for the south west areas of the Woodbridge Community. The anticipated fire vehicle travel-time from Fire Station 7-9 to Vaughan Enterprise Zone and the Woodbridge Employment Areas will be in excess of 10 minutes, not the targeted response times of 4-minute travel time.

Growth has continued in the south west portion of the city at a steady pace resulting in increased demands for emergency services over the past 4-5 years. In 2008 the Fire Operation Division responded to over 10,787 incidents, with the majority of emergency responses on the west side of the city occurring south of Rutherford Road.

Of particular importance in the southwest is the ability to respond effectively and efficiently with appropriate apparatus to multi-storey buildings (3-storey and greater), senior residences, nursing homes, large occupancy buildings, large square footage commercial, industrial structures, malls, plazas, and estate residential dwellings.

Station # 73 (at Woodbridge Avenue and Kipling) is also responsible for the efficient, effective response of VFRS Hazardous Materials Unit to Hazardous Materials and CBRN incidents city-wide. Given that the Haz Mat unit is unstaffed, one of the 4 firefighters assigned to Engine 731 must drop back to operate the vehicle and ensure effective response of the Haz Mat Response Unit with Engine 731 to the scene when it is required. The additional crew assignment to Station # 73 will significantly improve the efficiency and effectiveness of VFRS city-wide Hazardous Materials response capabilities.

Although the primary response area for the 30M Aerial (736) is the heavily built-up area in south Woodbridge, it will also augment the response capability in the North West area of the city. The northwest response area of the city is presently supported by Station # 74 (Kleinburg Volunteer) and will be enhanced in the near term with the conversion and replacement of Station # 74 to a full time staffed fire station ( projected for 2016) as service demands dictate.

Strategically and logistically, the 30M Aerial is designed and equipped to perform initial fire attack, High/Low Level Rescue, Vehicle Extrication, deliver large volume water supply to an elevated

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master stream as well as respond in a timely manner to the large variety of emergency situations that occur regularly in this busy part of the city. Given all of the above, deployment of the Aerial Unit and crew to Station # 79 is not recommended by VFRS Senior Command.

The deployment of 20 firefighting staff and 30M Aerial in the south west area of the city is consistent with Council's initiatives - Vaughan Vision 2020, a strategic direction, "Looking to Our Future" in the interest and awareness of how important it is to Enhance and Ensure Community Safety, Health & Wellness as well as Pursue Excellence in Service Delivery.

#### **( 3 ) Plan and Location for a New Fire Station in the West**

With a view to optimizing fire and emergency coverage in the west of the city, the MFP recommended the relocation of two fire stations as follows.

- Woodbridge Fire Station 7-3 further west: 2010-2011
- Kleinburg Fire Station 7-4 along Huntington Road: north of Major Mackenzie Drive 2010-2016

The principal rationale of relocating Woodbridge Fire Station 7-3 further west is attributed to the continued growth and expansion of the Woodbridge Core Area, including Woodbridge Employment Areas as well as the Vaughan Enterprise Zone.

The critical factors regarding the location and physical condition of Station 7-3 includes,

- Fire Station 7-3 is located in an area that is heavily congested with vehicular traffic, affecting response time
- Access to the west is limited
- Fire Station 7-3 is staffed for an Engine only but bears responsibility for city wide Hazardous Materials Response.
- Structurally and physically, the existing Fire Station 7-3 is reaching its serviceable life as a fire station and is too small to house projected operations over the long term.
- Expansion/renovation of the present station is not considered a viable option.

Notwithstanding the above, the identification of a relocation to the Martingrove/Hwy#7 area would provide a more efficient response capability and not compromise the existing fire service being provided at the present location.

Replacing Station # 73 with a 3-bay, double depth station in the Martin Grove and Highway # 7 area is recommended by the MFP and supported by VFRS Senior Command. Discussions are underway with Real Estate with a view to securing land in 2010 pending approval of Council.

#### **( 4 ) Implementation of the Master Fire Plan (MFP)**

The Master Fire Plan (MFP) focuses on the appropriate fire safety programs and initiatives needed to address the specific needs of the City of Vaughan in order to effectively manage community fire risk. As with any municipal service function, the Implementation Strategy of the MFP is needed to provide VFRS with a strategic direction as well as to aid in setting staging and service priorities to 2020. The primary focus of the implementation strategy is on the next five years.

The implementation strategy has been prepared in order to address the growth that has occurred and is expected to take place within the municipality over the next decade, along with changes in technology, changes in fire and rescue demands and many other factors, in order to effectively minimize insurance costs to the City, its residents, businesses and industries. The

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implementation strategy also intends to maintain and improve safety to Vaughan’s citizens, by determining which programs are needed to ensure an efficient delivery of fire protection service to the community.

The implementation strategy recognizes the implications of the province’s *Places to Grow* plan for new greenfield development and intensification to the year 2031. While the primary focus of the implementation strategy has been on the immediate 5-year needs and the longer term has also been taken into consideration. The need and demand for fire and rescue service is anticipated within the limits of the existing and planned development areas as defined by the OPA 600 amendment areas and potentially within the Regional OPA 19 amendment area (Vaughan Enterprise Zone), the OPA 637 amendment area (Vaughan-400 North Employment Area), the Woodbridge Core Area, the Vaughan Corporate Centre, and the Kleinburg-Nashville Community Plan.

The tables below present the summarized implementation strategies from 2008 to 2014, considering the fact that the MFP should be updated in 2014. In 2007, the consultants contracted to prepare the MFP recommended that the MFP should be reviewed on a 5-year basis and updated as necessary to reflect VFRS vision, environmental changes as well as the noted growth of the city.

**Table 1** **2008**

	<b>Project</b>	<b>Operating Budget</b>	<b>Capital Budget</b>	<b>Staff FTEs</b>
1	Acquire land for Station 7-10		\$375,000	
2	Hire a Fire Prevention Inspector for Public Education, July 2008	Complete		
3	Hire a Training Officer – July, 2008	Complete		
4	Computer Aided Dispatch and Records Management System		\$600,000	
5	Move Communications Division to Joint Operations Centre	Complete		
6	Move Administration and Fire Prevention Divisions to the Joint Operating Centre	Complete		
<b>Total:</b>			<b>\$975,000</b>	<b>0</b>

**Table 2** **2009**

	<b>Project</b>	<b>Operating Budget</b>	<b>Capital Budget</b>	<b>Staff FTEs</b>
1	Hire 20 Firefighters to staff Aerial 736 in January 2009	\$1,556,384		20
2	Acquire Fire Apparatus - Station 7-10		\$600,000	
3	Computers in Fire Trucks, Automatic Vehicle Locator, Data Links		\$600,000	
4	AMANDA Computer Records System for Fire Prevention Division		\$78,000	
5	Hire Stores Quartermaster	\$72,577		1
6	Purchase Enterprise Asset Management Program for Mechanical Division		\$46,000	

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7	Hire Fire Prevention Inspector for Field Inspections	\$90,200		1
8	Hire two Communications Operators	\$145,360		2
9	Hire four District Chiefs	\$520,752		4
10	Implement a Water Supply Strategy		\$103,000	
	<b>Total:</b>	<b>\$2,385,273</b>	<b>\$1,427,000</b>	<b>28</b>

**Table 3** **2010**

	<b>Project</b>	<b>Operating Budget</b>	<b>Capital Budget</b>	<b>Staff FTEs</b>
1	Acquire land for Station 7-3 (Relocate)		\$660,000	
2	Acquire land for Station 7-11		\$660,000	
3	Acquire land for Station 7-4 (relocate)		\$660,000	
4	Design Station 7-10 (LEED)		\$110,210	
5	Build Fire Station 7-10 (LEED)		\$1,860,123	
6	Hire First Cohort of 10 Firefighters in January 2010 - staffing Station 7-10	\$778,192		10
7	Design Station 7-3, relocate (LEED)		\$110,210	
8	Hire second Fire Prevention Inspector for Public Education	\$90,200		1
9	Hire Second Cohort of 10 Firefighters in June 2010 - staffing Station 7-10	\$453,945		10
10	Increase Training Classroom Space - J.O.C.		\$51,500	
11	Hire Fire Prevention Captain for Public Education	\$160,523		1
12	Develop Fire Prevention Public Education Website		\$10,300	
	<b>Total:</b>	<b>\$1,482,860</b>	<b>\$4,122,343</b>	<b>22</b>

**Table 4** **2011**

	<b>Project</b>	<b>Operating Budget</b>	<b>Capital Budget</b>	<b>Staff FTEs</b>
1	Acquire land for a Training Tower		\$1,030,000	
2	Build Fire Station 7-3 (relocate)		\$1,860,123	
3	Design Training Tower		\$110,210	
4	Hire a fourth Training Officer	\$126,005		1
5	Hire a second Fire Prevention Captain, Inspection	\$160,523		1
6	Hire a fourth Fire Department Mechanic	\$96,680		1
7	Acquire Apparatus Engine 751, Station 7-5		\$600,000	
	<b>Total:</b>	<b>\$383,208</b>	<b>\$3,600,333</b>	<b>3</b>

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**Table 5** **2012**

	<b>Project</b>	<b>Operating Budget</b>	<b>Capital Budget</b>	<b>Staff FTEs</b>
1	Build a Training Tower		\$5,150,000	
2	Hire 20 Firefighters staffing Engine 751	\$1,556,384		20
3	Hire Administrative Officer – Assistant to the Fire Chief	\$160,523		1
4	Acquire Air Supply Unit		\$300,000	
<b>Total:</b>		<b>\$1,716,907</b>	<b>\$5,450,000</b>	<b>21</b>

**Table 6** **2013**

	<b>Project</b>	<b>Operating Budget</b>	<b>Capital Budget</b>	<b>Staff FTEs</b>
1	Engine 781 – Acquire Pumper for Station 7-8		\$600,000	
<b>Total:</b>			<b>\$600,000</b>	

**Table 7** **2014**

	<b>Project</b>	<b>Operating Budget</b>	<b>Capital Budget</b>	<b>Staff FTEs</b>
1	Hire 20 Firefighters to staff Fire Station 7-8 with new Pumper	\$1,556,384		20
2	Hire a Fire Prevention Inspector	\$90,200		1
3	Hire a Chief Communications Officer	\$135,491		1
4	Hire 4 Communications Shift Supervisors	\$350,260		4
5	Hire 4 additional District Chiefs	\$520,752		4
<b>Total:</b>		<b>\$2,653,087</b>		<b>30</b>

As such, anticipated growth for the Woodbridge Core Area, Vaughan Corporate Centre, and Kleinburg-Nashville Community are integrated with the implementation strategies to 2014.

It is recommended that the implementation strategy of the MFP be reviewed and updated in 2014 benchmarking against revisions made in the revised New Vaughan Official Plan, concerning population density, type of buildings as well as location of commercial and industrial development.

**Relationship to Vaughan Vision 2020/Strategic Plan**

This report is consistent with the priorities previously set by Council – Pursue Excellence in Service Delivery and Enhance Community Safety, Health & Wellness – however, the necessary resources have not been allocated and approved.

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**Regional Implications**

Not applicable

**Conclusion**

In conclusion, the Fire Chief and the Vaughan Fire and Rescue Service (VFRS) Senior Command with approval from Council, recommend the design and construction of Fire Station 7-10 in 2010, recruitment of first cohort of 10 firefighters in January 2010 and recruitment of second cohort of 10 firefighters in June 2010 to staff station 7-10. In January 2009, hire and deploy 20 firefighters at Fire Station 7-3. Also, plan and relocate Fire Station 7-3 further west and deploy the 30M Aerial Unit at Fire Station 7-3.

**Attachments**

1. The VFRS Master Fire Plan Implementation Strategy 2008-2020 (Members of Council Only)
2. Confidential Memo (Members of Council Only)

**Report prepared by:**

Fire Chief G.R. Senay

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

*Please also refer to Item 2, Committee of the Whole (Working Session) Report No. 5, for further disposition of this matter.*





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- a) An e-mail and/or letter under City of Vaughan letterhead indicating that Vaughan is participating in the Program will be sent to all builders and developers currently listed in contact databases maintained by Development Planning and Building Standards;
- b) Copies of the Sustainable Development Through LEED™ brochures developed and printed by York Region will be made available at the front desk of the Planning and Building Standards departments;
- c) Development Planning staff will advise proponents of suitable applications of any additional qualifications necessary to meet the program requirements on a case by case basis; and
- d) Corporate Communications will post a notice that the City of Vaughan is participating in York Region's Sustainable Development Through LEED™ program.

#### **Purpose**

The purpose of this report is to provide an overview of the York Region program, Sustainable Development Through LEED™, and measures to implement the Program in the City of Vaughan.

#### **Background - Analysis and Options**

##### Previous Action

On October 9, 2007, the Environment Committee received the report, Sustainable Development Through LEED™, adopted by York Region Council at its meeting of June 21, 2007. The Environment Committee recommended that "staff bring back a report to a Committee of the Whole (Working Session) meeting on sustainable development through LEED™ strategy for the City of Vaughan". This Report recommends that the City of Vaughan participate in the York Region program, Sustainable Development Through LEED™. Future reports will address a more comprehensive strategy for sustainable built form to be developed as part of the Community Sustainability and Environmental Master Plan and/or the new Official Plan.

##### Relationship to Community Sustainability & Environmental Master Plan and Official Plan Review

This report outlines one sustainable development initiative of potential benefit for mid-rise and high-rise residential buildings. The Community Sustainability and Environmental Master Plan will address the social, economic and environmental aspects of sustainability by delivering a framework of goals, objectives and action plans to guide the City's operational and regulatory functions. The Official Plan Review is the appropriate policy forum to address critical issues that include, but are not limited to, urban form, liveability, and mobility. Policies and actions that address short-term and long-term targets will be more comprehensively addressed in these broader policy planning initiatives.

##### Update on York Region Policy, Sustainable Development Through LEED™

Sustainable Development Through LEED™ is a conservation initiative of York Region and has been reviewed by the City of Vaughan. At its core, the initiative provides developers of proposed high density residential green buildings the opportunity to earn additional servicing capacity allocation credits equivalent to 20%, 35% or 40% of the total residential units. The development project must meet Six Eligibility Criteria in order to participate in the Program, as set out below:

- 1) located within a Regional Centre or Corridor or Local Centre or Corridor;
- 2) high density residential with a minimum height of 5 stories (can and is encouraged to be in a mixed use building);
- 3) permitted without the need for a major Local Official Plan amendment;
- 4) a certain minimum amount of Servicing Allocation has already been assigned to the development (or there is a commitment in place to do so);

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- 5) within a Local Municipality that has advised that they wish to participate in the program;
- 6) project has been registered with the Canada Green Building Council under the LEED™ Canada NC (Version 1) program and that a minimum level Silver Certification is proposed.

Once deemed to have met the eligibility criteria, applicants must commit to building a development that incorporates the following 4 Sustainability Objectives:

- 1) Significant water conservation;
- 2) Conformity with Transit-Oriented Development Guidelines;
- 3) Incorporation of Three-Stream Waste Management; and
- 4) LEED™ Silver Certification, at a minimum.

York Region prepared a staff report to the Planning and Economic Development Committee for March 5, 2008, which was adopted by York Region Council on March 27, 2008 (Attachment 1). In their March 27, 2008 decision, York Region Council enhanced the Sustainable Development Through LEED™ program to add a 40% bonus level for developments that achieve the LEED™ Gold standard in addition to all other required program objectives. As a result, as described on Page 5 of the York Regional Council Meeting extract (Attachment 1), there are three servicing allocation credit options in the Program, summarized in Table 1 below.

**Table 1**

**Servicing Allocation Credits Summary**

<b>Servicing Allocation Credits</b>	<b>Water Conservation Reduction in Potable Water</b>	<b>Transit Oriented High Density Development</b>	<b>Three Stream Waste</b>	<b>Minimum LEED™ Certification Level</b>
20%	50% outdoor reduction 20% indoor reduction	Yes	Yes	Silver
35%	100% outdoor reduction 30% indoor reduction	Yes	Yes	Silver
40%	100% outdoor reduction 30% indoor reduction	Yes	Yes	Gold

City of Vaughan staff from Engineering and Public Works, Building Standards, Development Planning and Policy Planning commented on the initiative in February 2008. City of Vaughan and York Region staff organized a workshop on June 26, 2008 on the Sustainable Development Through LEED™ program. The workshop was attended by 16 City of Vaughan staff representing four departments (Building Standards, Development Planning, Development/Transportation Engineering and Policy Planning). While a wide range of items were discussed regarding program implementation, two major issues emerged requiring clarification:

- 1) Distributing water allocation credits;
- 2) Earned servicing allocation credits for residential dwelling units.

**1. Servicing Allocation**

The Commissioner of Engineering and Public Works and the Commissioner of Planning provide to Council an annual update of the status of available and unused servicing capacity according to the City's current Servicing Capacity Allocation Distribution Protocol. The Protocol categorizes active development applications into three priority classes. The Protocol can and has been amended as required at the time of the annual update. As the annual update requires a detailed assessment of all active Plan of Subdivision and Site Plan development applications against a detailed reconciliation of available servicing capacity, any application that qualifies for the Sustainable Development Through LEED™ program may be classified as a higher priority within the Protocol classes.

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#### 2. Earned Servicing Allocation Credits

The most likely scenario for a developer taking advantage of the program is to use the earned servicing allocation credits for the application that has qualified for the program to reduce the servicing allocation assignment/commitment from the City. As an example, an application for 120 residential units that meets the 20% Credit Option can reduce the municipal allocation requirement by 24 units (that is,  $120 \times 20\% = 24$ ). This would be taken into consideration in the Servicing Capacity Allocation Distribution Protocol and possibly result in classifying the development application into a priority category that moves the project closer to the construction stage. This is a potentially significant benefit as waiting one or two years for servicing allocation can be a considerable cost to developers.

The next yearly update of available servicing capacity and the associated Servicing Capacity Allocation Distribution Protocol is scheduled for March of this year. Accordingly, it is recommended that the Sustainable Development Through LEED™ program be incorporated by amending the Servicing Capacity Allocation Distribution Protocol as required, and in conjunction with the next scheduled yearly update of the Protocol.

There may be cases where the Zoning By-Law or site considerations restrict the application of this program because the maximum height or allowable building envelope has been reached by a proposed development and servicing allocation is not a limitation. The Program is not intended to result in larger buildings, but allow developments to move forward as anticipated by the Official Plan when full allocation is not currently available. In order to encourage uptake of the Program, applicants need to be approached early enough in the planning process to identify possible cases of official plan amendments as well as changes to the design of the building(s) to satisfy LEED™ requirements.

#### Summary of City of Vaughan Responsibilities to Implement the Sustainable Development Through LEED™ Program

Implementation of the Program does not require the City of Vaughan to change any application forms. However, the June 2008 Implementation Guide (Attachment 2) provided by York Region includes several forms that are to be prepared by the applicant to the satisfaction of York Region and the City of Vaughan. A Procedural Document (Attachment 3) provides a summary of the City of Vaughan responsibilities to implement the Program cross-referenced with the Sustainable Development Through LEED™ Program Approval Process flow chart available in the Implementation Guide.

#### Relationship to Vaughan Vision 2020

Lead and Promote Environmental Sustainability

#### Regional Implications

The initiative outlined above is led by York Region and requires City of Vaughan participation to implement the program in Vaughan. It is aligned with many of York Region's "Sustainability Strategy" action areas, including 'Healthy Communities', 'Economic Vitality', 'Sustainable Natural Environment', and Sustainability Implementation and Monitoring'. York Region will be essential in the implementation of the initiative.

#### Conclusion

While the Sustainable Development Through LEED™ policy should be promoted, its application is limited as the focus is on new construction of high-rise buildings in transit nodes and corridors. It will also only be of benefit for developments that have water and wastewater allocation and can

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take advantage of the additional allocation within the existing policies regarding height and density. Furthermore, site considerations and Official Plan or Zoning policies may restrict proposed developments from achieving the densities within the development footprint to take advantage of the allocation credits.

Despite these limitations, there are several aspects of the Program that are extremely useful for ongoing improvement in achieving sustainability objectives. In particular, the Program will provide some experience to staff in Building Standards, Development Planning, Development Engineering and Policy Planning in processing applications that are LEED™ registered projects. As servicing allocation is limited, it is conceivable that one or two development proposals in any given year will be able to take advantage of the York Region Program to progress to a construction stage earlier rather than being delayed by the provision of servicing allocation. Furthermore, the use of servicing allocation to recognize sustainability performance can be the subject of ongoing discussion to develop a more comprehensive City-wide policy inclusive of more developments than is provided by the eligibility criteria in the York Region Program.

This report has been developed to be consistent with the ongoing work of the Community Sustainability and Environmental Master Plan, but with a focus on a specific sustainability initiative following from Council recommendations on October 9, 2007. Other elements of sustainability initiatives are going to be the subject of future reports.

#### **Attachments**

1. York Region March 27, 2008, Report to Council on “Sustainable Development Through LEED™”.
2. York Region, Sustainable Development Through LEED™, A High Density Residential ‘Green’ Building Incentive Program, Implementation Guide. June 2008.
3. City of Vaughan. Procedural Document to Implement Sustainable Development Through LEED™, York Region Program.

#### **Report prepared by:**

Tony Iacobelli, Senior Environmental Planner, x. 8630  
Diana Birchall, Director of Policy Planning, x. 8411

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

*Please also refer to Item 3, Committee of the Whole (Working Session) Report No. 5.*

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Item 3, Report No. 9, of the Committee of the Whole (Working Session), which was adopted, as amended, by the Council of the City of Vaughan on March 23, 2009, as follows:

***By receiving the written submission from Velta Mussellam, 16 Shieldmark Crescent, Thornhill, L3T 3T5, dated January 5, 2009.***

**3 DRAFT GROUP HOMES LAND USE STUDY  
FILE 15.34.4  
Referred Item (Item 4, CW(WS) Report No. 5)**

**The Committee of the Whole (Working Session) recommends:**

- 1) That the following report of the Commissioner of Planning, dated February 2, 2009, be received;
- 2) That staff prepare a report to Committee of the Whole recommending that the Interim Control By-law in the R1V Old Village Residential Zone, be rescinded;
- 3) That the deputation of Mr. Adriano Volpentesta, 74 Mediterra Drive, Vaughan, L4H 3B8, be received; and
- 4) That the presentation material titled “Group Homes Study”, dated February 2, 2009, and document titled “Appendix A City of Vaughan Proposed Group Home Strategy, by J. H. Stevens, Planning + Development Consultants”, dated February, 2001, be received.

Committee of the Whole (Working Session), at its meeting of February 2, 2009, recommended the following:

That this matter be referred to the next Committee of the Whole (Working Session) meeting.

Report of the Commissioner of Planning, dated February 2, 2009:

**Recommendation**

The Commissioner of Planning recommends:

1. That the Draft report, “Land Use Study on R1V Old Village Residential Zone and Policies Governing Group Homes – Preliminary Discussion Paper”, January 2009, be RECEIVED; and,
2. That Council give further direction with respect to the next steps to establish an updated “Type 1” group homes policy for the City of Vaughan.

**Economic Impact**

There is no significant economic impact associated with the conduct of this study, as it is being carried out by City staff.

**Communications Plan**

Consultation with agencies and other levels of government and municipalities have taken place. Further consultation will be undertaken with citizens and service providers should Council direct staff to proceed with establishing additional group home policies.

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A Public Hearing will be held on any new Official Plan policies and amendments to the zoning by-law.

#### **Purpose**

The purpose of this report is to inform Council on the work to date and to obtain direction for staff to proceed with the next steps.

#### **Background - Analysis and Options**

In the spring of 2007 the City received enquiries respecting the potential for Group Homes to be established in existing stable low density residential neighbourhoods (notably the R1V-Old Village Residential zone).

Specifically, the following concerns were raised regarding Group Homes:

- The use could compromise the character of the neighbourhood;
- The use could strain existing infrastructure
- The use may present safety concerns (traffic, etc.)

In June 2007 Council directed staff to undertake a limited land use study on Group Homes.

On June 11, 2007, Council enacted an Interim Control By-law (By-law 193-2007) to allow completion of the study. Subsequently, in order to allow for a reasonable amount of construction to proceed without jeopardizing the objectives of the land use study, on July 9, 2007 Council amended By-law 193-2007 by passing By-law 264-2007. This exempted single family detached dwellings/additions up to a maximum of 500 sq. m GFA.

Policy Department work continued on this complex subject into the spring of 2008. On June 11, 2008, Council passed By-law 138-2008, which extends the Interim Control By-law for a period of one year to allow additional research and consultation with agencies and other levels of government and municipalities.

The in-house study reviewed the wide range of agencies, including municipalities that deliver and/or regulate group homes of various types. It was determined that numerous pieces of legislation form an overall structure that is group home policy in Ontario. While "Type 1" group homes are permitted uses in residential areas, a range of approaches have been used to regulate group homes with varying levels of success. One main area of concern has been the issue of the Charter of Rights and Freedoms which has been used by some service providers to protect what they see as their right to provide group home facilities to their client group(s).

Of note are the difficulties encountered by the Town of Markham in establishing group homes policies and regulations. Markham adopted both an Official Plan Amendment (OPA 97 and a Zoning By-law (by-law 72-91) in 1991. OPA policies included definitions of types of group homes, number of residents, separation distances from each other, and caps on numbers of group homes. Markham's approach was "typical" of other municipalities' group home policies at the time. The Ministry of Municipal Affairs and Housing objected to these policies citing Charter of Rights issues. Vaughan Council directed that City staff wait until the outcome of Markham's policies in order to provide direction for Vaughan. All efforts to resolve the issues failed and in 2004 Markham repealed both OPA 72-91 and By-law 72-91. Markham continues to be without any policies, regulations or licensing of group homes.

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Furthermore, the City of Vaughan's experience has been that when Council adopted group home policies in 2001 (By-law 70-2001), the section on "Type 1" group homes was contested by the Reena Foundation. This section was subsequently deleted from the by-law until the issues could be resolved. No further action had been taken since November 2002.

Mindful of the sensitivity of the subject, staff considered several possible options for group home policies/regulation which are outlined as follows:

- Status Quo
- Include group homes policies as part of "special needs" housing policies in the new city-wide Official Plan
- Include a "Type 1" Group Home - definition in By-law 1-88 and identify where they may be permitted
- Include a "Type 1" Group Home definition in By-law 1-88 and identify where they may be permitted with specific regulations (e.g.: separation distances; number of residents; parking requirements)
- Negotiate Memorandum of Understanding with service providers on agreed standards
- Registration of group homes – of use to Fire Department, keeping track of locations
- Apply site plan control to group homes (site/design/architectural treatment to be in keeping with surrounding area)

The draft Study "Land Use Study on R1V Old Village Residential Zone and Policies Governing Group Homes – Preliminary Discussion Paper" is completed (Attachment 1). Section 6.0 of the report describes in greater detail the possible options noted above. It is expected that the next steps can proceed immediately and the study completed in the Fall 2009.

#### **Relationship to Vaughan Vision 2020/Strategic Plan**

This report is consistent with the priorities previously set by Council. The necessary resources to complete the study are available through the Policy Planning Department.

#### **Regional Implications**

There are no regional implications of this study at this time.

#### **Conclusion**

"Type 1" group homes and their control is a complex subject area involving numerous agencies and regulators, including municipalities. "Type 1" group homes are legal land uses, permitted by provincial policies in all residential zones in the City of Vaughan, but may be subject to such controls as (municipal) licensing and locational criteria. Should Council direct the pursuit of additional "Type 1" group home policies, Staff will proceed with the next steps to obtain further feedback on the preliminary options respecting the update to the City's "Type 1" Group Homes policies. This would include at least one public meeting, as required and consultation with "Type 1" group home providers.



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**Attachments**

1. Draft “Land Use Study on R1V Old Village Residential Zone and Policies Governing Group Homes – Preliminary Discussion Paper” January 2009

**Report prepared by:**

Wayne L. McEachern, Manager of Policy Planning, ext. 8026

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

*Please also refer to Item 4, Committee of the Whole (Working Session) Report No. 5.*

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**EXTRACT FROM COUNCIL MEETING MINUTES OF MARCH 23, 2009**

Item 4, Report No. 9, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on March 23, 2009.

4

**GRAFFITI BY-LAW REPORT**

Referred Item (Item 6, CW(WS) Report No. 5)

**The Committee of the Whole (Working Session) recommends approval of the recommendation contained in the following report of the Commissioner of Legal and Administrative Services and City Solicitor, dated February 2, 2009:**

Committee of the Whole (Working Session), at its meeting of February 2, 2009, recommended the following:

That this matter be referred to the next Committee of the Whole (Working Session) meeting.

Report of the Commissioner of Legal and Administrative Services and City Solicitor, dated February 2, 2009:

**Recommendation**

The Commissioner of Legal and Administrative Services and City Solicitor, in conjunction with the Director of Enforcement Services and the Vaughan Safe City Association, recommend:

1. That the draft by-law prohibiting graffiti be enacted substantially in the form attached. (Attachment #1)

**Economic Impact**

Not applicable.

**Communications Plan**

The purpose and implementation of this by-law initiative will be communicated through a Graffiti Education Communication Strategy 2009 (Attachment #2), City website content (Attachment #3), and an information brochure (Attachment #4) and poster produced by Safe City Association.

**Purpose**

Graffiti reduces a sense of safety, encourages more crime, and lowers property values. Recent amendments to the *Municipal Act, 2001* allow municipalities to adequately address public nuisances such as graffiti. The attached by-law will enable enforcement staff to adequately address these issues, by requiring private property owners to quickly remove graffiti, and to charge those individuals responsible for the placement of the graffiti.

**Background - Analysis and Options**

- **Anti-Graffiti By-law**

Bill 130 brought significant amendments to the *Municipal Act* with respect to public nuisances. Prior to these amendments, a municipality could regulate nuisances, but only in the industrial and commercial contexts. Now, municipalities can regulate "matters that, in the opinions of council, are or could become or cause public nuisances". Municipalities such as Barrie, Cambridge, London, Milton, Mississauga, Ottawa, Oakville, Richmond Hill, and Toronto have passed anti-graffiti by-laws under this new authority.

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Given these amendments, Staff are recommending that graffiti be defined as follows:

“one or more letters, symbols, figures, etchings, scratches, inscriptions, stains howsoever made or otherwise affixed to a property that disfigure or deface a property”

This definition is sufficiently broad to capture traditional forms of graffiti in addition to those unique forms of graffiti that may arise in the future. This definition is also consistent with definitions of graffiti used by other municipalities such as Toronto and Ottawa.

Section 3.1 will prohibit the placement of graffiti on property. Section 3.2 will require owners of property to maintain the property free of graffiti. Should a property owner fail to maintain the property free of graffiti, section 4.1 of the draft by-law will enable Enforcement Staff to issue a Notice to Comply. Where this Notice to Comply is not complied with in the prescribed time frame, section 5.1 will allow the City to enter upon the property at any time to remove the graffiti. Section 5.2 states that the costs of removing the graffiti may be added to the tax roll. Charges may also be laid against the property owner for failing to comply with the Notice to Comply.

Staff recognize the legitimate concerns of property owners who themselves feel victimized when their buildings are defaced through the act of graffiti. The intent of the Anti-Graffiti By-law is not to punish these property owners, who through no fault of their own have had their property vandalized. Rather, this process is meant to promote the public interest by ensuring that there is a timely removal of graffiti. In the majority of cases, property owners will share this view and voluntarily remove the graffiti without the need for City intervention.

It should be noted that other municipalities have incorporated an “art mural” exception in their respective graffiti by-laws. Some municipalities designate a wall where graffiti is permitted. Other municipalities have created a permit process which would allow the municipality to regulate the location and content of the graffiti. Creating such an exception may be viewed as condoning graffiti in general, which may lead to the proliferation of graffiti. Also, this exception may lead to Justices of the Peace improperly using the exception as grounds to acquit a person charged under the anti-graffiti by-law. Accordingly, an “art mural” exception is not recommended.

- **Role of Enforcement Services**

In June 2008, a Graffiti Working Group was created comprised of staff from Enforcement Services, Parks Department, Public Works, Building and Facilities, Corporate Communications, and York Regional Police. Through this Working Group, a process was developed for graffiti found on City property. When graffiti is found on City property, the relevant department would be responsible for taking pictures of the graffiti and collecting information such as the size and location of the graffiti. The relevant department will also be responsible for removing the graffiti from City property. This information will be put into an Incident Report form, which will in turn be forwarded to Enforcement Services. Enforcement Services will open a file for potential by-law charges and forward information relating to serious incidents of graffiti to York Regional Police. This information will become useful to York Regional Police and to the City of Vaughan if the person responsible is identified and criminal charges are laid. Should a criminal conviction result, the City may be able to recover costs associated with the graffiti removal through restitution ordered by the criminal court.

With respect to graffiti on private properties, Enforcement Staff will be enforcing on both a complaint and proactive basis. Enforcement Staff will undertake inspections and issue Notices to Comply directing that graffiti be removed within a specified time frame. In appropriate circumstances, by-law charges might also result. Again, the purpose of this strategy is to promote the public interest, and not punish the property owner. Staff would assist the community, neighborhood groups, and agencies in supplying information to assist with their graffiti removal endeavors.

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- **Communications Strategy**

Should Council wish, Corporate Communications will update the City website to include information relating to graffiti. Proposed website content is attached as Attachment #2. In addition, Corporate Communications has developed a general public education strategy relating to graffiti (Attachment #3). Brochures (Attachment #4) and posters will be left in all City facilities, schools and libraries to raise community awareness. These brochures and posters were provided by the Vaughan Safe City Association, at no cost to the City.

#### **Relationship to Vaughan Vision 20/20 Strategic Plan**

This report is consistent with and supports the Vaughan Vision goal of ensuring that the City of Vaughan is a safe and attractive community.

#### **Regional Implications**

Properties under the control of the Region would be impacted by this By-law as it is anticipated that the By-law would apply to all property within the City of Vaughan. Staff have worked with York Regional Police on the Working Group.

#### **Conclusion**

Amendments to the *Municipal Act, 2001* allow municipalities to pass anti-graffiti by-laws. The attached draft by-law will give City staff the ability to remove graffiti from both City and private property in a timely manner. The draft by-law will also enable enforcement services to charge those individuals who are caught placing graffiti on property. These new tools will promote a greater sense of community safety and respect for property.

#### **Attachments**

1. Draft Anti-Graffiti By-law
2. Graffiti Public Education Communications Strategy 2009
3. Proposed City website content
4. Graffiti Brochure

#### **Report prepared by:**

Rick Girard  
Managing Supervisor

Danny Di Pasquale  
Supervisor of Enforcement Services

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

*Please also refer to Item 6, Committee of the Whole (Working Session) Report No. 5.*

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Item 5, Report No. 9, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on March 23, 2009.

#### **5**                      **CITY PAGE ADVERTISING AND NOTIFICATION OPTIONS**

The Committee of the Whole (Working Session) recommends that this matter be referred to a Special Committee of the Whole (Working Session) meeting to be held on February 27, 2009, immediately following the Special Committee of the Whole (Working Session) meeting that is scheduled for February 27, 2009 at 10:00 a.m.

#### **Recommendation**

The Director of Corporate Communications, in consultation with the City Manager, recommends:

1. That Council approve the use of the City's website as the primary communications vehicle for City Page advertisements, including statutory notices; and
2. That the practice of publishing City Page advertisements in a print format, placed as paid weekly advertising with local newspapers, be discontinued; and
3. That a transition period of four months from Council approval of this program be implemented, during which time City Page advertisements will continue to be published in local papers and overlap the launch of the new website feature.

#### **Economic Impact**

The savings in 2009, should the City Page print advertisements be discontinued by July 2009, will be approximately \$53,000. Per annum, there will be savings of approximately \$90,000.

#### **Communications Plan**

A communications strategy will support this program. A news release will be issued to announce the launch of the new Public Notices feature on the City website, and notices of this change will be published in the printed version of the City Page during the transition period. Other opportunities to inform residents and encourage wider website use will include the Corporate e-newsletter, content for Council e-newsletters, notices posted at City facilities, and an advertising campaign through City publications and local media.

#### **Purpose**

The purpose of this report is to request Council approval to replace weekly City Page advertisements in local papers with a new website feature and promote the website as the City's primary communications vehicle. The intent is to encourage wider website use and provide residents and businesses with a "one-stop shopping" internet resource for in-depth information on City services and initiatives.

#### **Background - Analysis and Options**

In 2000, Council authorized the establishment of a "City Page" to serve Vaughan residents and to be published weekly in a newspaper with the widest circulation possible.

The Corporate Communications department was assigned responsibility for producing and managing the "City Page." Approximately 70% of "City Page" space is used for statutory ads.

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Publications for City Page placements are selected according to City criteria that includes: an audited circulation; City-wide circulation; minimum weekly frequency; negotiated placement costs; and editorial content of local interest.

Although the selection criteria provides essential distribution information, there are no quantifiable measures available to determine the effectiveness of the City Page published in local newspapers in terms of guaranteed readership by residents and businesses in Vaughan.

An item entitled “Effectiveness Of City Page Advertising” was submitted to the Committee Of The Whole (Working Session) of March 18, 2008. Three approaches to performance measurement were reviewed: industry readership surveys; tracking complaints from Vaughan residents, and a survey of best practices of other municipalities. Although no specific problems with the City’s print advertisements were identified, it was not possible to determine the “effectiveness” of print advertising in terms of guaranteed readership. This matter was referred to the Strategic Planning Committee.

This year, the redesign of the City’s home page introduced a “Quick Survey” feature. The two polls posted this year relate to the question of City Page advertising and use of the internet.

Do you read the City Page in your local newspaper?

Yes – 54.5 %

No – 17.8 %

Don't know what the City Page is – 27.7 %  
(101 responses)

What is your preferred source for local news?

Internet – 39.2 %

Television / Radio – 31.6 %

Newspapers / Magazines – 29.2 %

(159 responses)

Numerous studies have shown a steady increase in the use of computers and the internet in recent years. There also has been a steady increase in the popularity of the City’s website. Currently, an average of 6,500 people visit the City’s website each day. In the Corporate Communications Strategic Plan (revised March, 2007) the City’s website is identified as the City’s main communications vehicle. A renewed focus on the City’s website, including the posting of the City Page advertisements, is consistent with this strategic plan.

In terms of “Appropriate Form Of Notice,” the Municipal Act states that it is the responsibility of Council to ensure compliance with various provincial statutes that require Ontario municipalities to notify the public of proposed changes to by-laws and to provide public notice of various decisions. Council determines what is an appropriate form of notice for the City.

Section 251 of the Municipal Act, 2001, Part VI, states: “Where a municipality is required to give notice under a provision of this Act, the municipality shall, except as otherwise provided, give the notice in a form and in the manner and at the times that the Council considers adequate to give reasonable notice under the provision.”

The issue of notification requirements is being addressed by the Office of the Commissioner of Legal and Administrative Services.

#### **New Website Feature**

The City Page advertisement is currently posted each week on the City’s website in pdf form. It is accessed through the Quick Links navigation on the home page. In addition, individual items are listed in the Major Projects and Reports section, on the What’s On calendar, and in the sub-directories for specific departments.

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The new City Page website feature will consolidate these various postings in one location, easily accessible from the home page. A “Public Notices” section will be accessible from Quick Links left navigation and the Online Services pull-down menu.

#### **Advertising Budget**

The advertising budget for the Corporate Communications department is \$108,525. The 2009 placement schedule of the City Page would account for \$98,800, leaving unallocated funds of \$9,725. These funds could support an Ethnic Advertising program in 2009 (holiday greetings, etc.) and/or used for special one-off advertising opportunities during the year. The savings in 2009, should the City Page print advertisements be discontinued by July 2009, will be approximately \$53,000.

#### **Related Issue**

*Council Corporate Advertising* – Council Corporate Advertising is a Council budget item administered by the Clerks Department. For the past several years, ad production and placement have been coordinated by the Corporate Communications Department. In 2006, a series of “holiday greeting ads” were placed in eight local papers on behalf of Vaughan Council. This practice was reviewed in 2007, and staff was directed to “implement the use of the City Page to publish Council greetings” – Item 2, Report No. 43, of the Committee of the Whole (Working Session). As a cost-saving initiative, the placement costs of Council Holiday Greetings are now covered by the approved City Page advertising budget, administered by the Corporate Communications department. This will no longer be the case with this new initiative. Council Greetings can be posted to the City’s website, but some consideration might be given to reinstating the print advertising program for this purpose.

#### **Relationship to Vaughan Vision 2020**

This report is consistent with the priorities set forth in Vaughan Vision 2020, specifically in providing service excellence to citizens by pursuing excellence in service delivery and providing excellence in the management of our city by demonstrating leadership and promoting effective governance.

#### **Regional Implications**

N/A

#### **Conclusion**

Council approval of using the City’s website as the primary communications vehicle for City Page advertisements and discontinuing the practice of publishing City Page advertisements in a print format will provide cost savings while still communicating City programs and initiatives to Vaughan residents and businesses.

#### **Attachments**

None

#### **Report prepared by:**

Madeline Zito, Director of Corporate Communications  
Ted Hallas, Manager, Corporate Communications

*Please also refer to Item 1, Special Committee of the Whole (Working Session) Report No. 11, for disposition of this matter.*