EXTRACT FROM COUNCIL MEETING MINUTES OF MAY 4, 2010

Item 1, Report No. 15, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on May 4, 2010.

1

REVIEW OF TRAFFIC CALMING INITIATIVES

The Committee of the Whole (Working Session) recommends:

- 1) That Clause 1 of the recommendation contained in the following report of the Commissioner of Engineering and Public Works, dated April 12, 2010, be approved in principle, subject to inclusion of the comments by members of the Committee;
- 2) That prior to the approval of any Plan of Subdivision, the Traffic Management Plan should be presented to Council for approval of all the proposed traffic calming measures for the subject Block/Draft Plan;
- 3) That prior to Assumption, if the implemented traffic calming measures as approved at the Block Draft Plan stage are not reliable and/or are ineffective as solution(s) for resident safety, then any additional constructed traffic calming measure will be the responsibility of the Developer;
- 4) That speed cushions not be used as a traffic calming measure on City roadways;
- 5) That appropriate staff furnish to the members of the Committee any previous reports on the impact of traffic calming measures, both city-wide and ward specific;
- 6) That no later than June 30, 2010, the aforementioned report be updated with any additional data collected since the timeframe of the last report;
- 7) That community meetings in respect of traffic calming issues commence no earlier than 7:00 p.m.; and
- 8) That the presentation by the Director of Engineering Services, be received.

Recommendation

The Commissioner of Engineering and Public Works in consultation with the Fire Chief recommends:

- 1. That the proposed updated 'Neighbourhood Traffic Committee Policy and Procedure', and the proposed NEW 'Traffic Calming Criteria', as attached, be approved;
- 2. That Council reaffirm its previous direction that prior to the approval of any Plan of Subdivision, the Traffic Management Plan should be presented to Council for approval of all the proposed traffic calming measures for the subject Block/Draft Plan;
- 3. That Council reaffirm its previous direction prior to Assumption, if the implemented traffic calming measures as approved at the Block Draft Plan stage are not reliable and/or are ineffective as solution(s) for resident safety, then any additional constructed traffic calming measure will be the responsibility of the Developer; and
- 4. That speed cushions not be used as a traffic calming measure on City roadways.

Contribution to Sustainability

The installation of traffic calming measures on City roadways will ensure that the overall traffic operation and safety is achieved for the residents.

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Economic Impact

None.

Communications Plan

Engineering Services staff have requested information from the Vaughan Fire and Rescue Services Department, York School Boards and York Region Transit with respect to the proposed implementation of speed cushions. Engineering Services staff will advise each agency of Council's decision.

Purpose

To provide a report on the update to the Traffic Calming Policy & Procedure and to seek Council's approval. The recommendation will improve communication and service excellence to all citizens regarding the development and implementation of a traffic calming plan.

Background – Analysis and Options

There has been much discussion between Council and staff regarding the existing traffic calming process and traffic calming implementation in new developments. The last revision date of the Traffic Calming process, warrants and resident input was in June, 2007.

Current Traffic Calming Practice

The process by which traffic calming is implemented in existing areas of the City of Vaughan is through the 'Neighbourhood Traffic Committee Policy and Procedure'. The current version of this document is dated June, 2007. Refer to Attachment No. 1.

Traffic Calming Warrant

It is recommended that future traffic calming measures, to be considered for installation on City of Vaughan streets, are in accordance with warrants, as noted below. These warrants should be maintained to simply dictate where certain traffic calming measures should not be considered.

It is recommended that:

- Speed humps and raised crosswalks continue **not** to be considered on streets that are primary emergency response routes. This would apply to streets such as Martin Grove Road or Clark Avenue, and most primary roads similar to Fossil Hill Drive and Autumn Hill Boulevard, from being candidates for speed humps and raised crosswalks.
- Traffic calming measures **not** be considered on streets where the speed limit is greater than 50 km/h.
- Traffic calming measures **not** be considered where the 85th percentile speeds are not greater than 15 km/h above existing speed limit. This will ensure that traffic calming measures are used only on streets where a speeding problem has been established.
- Streetscaping features will be limited to focal points in the traffic calming plans.

The proposed REVISED criteria are included as Attachment No. 2.

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Speed Hump/Raised Crosswalk Design

Speed humps in the City of Vaughan are currently 7.0 metres long by 100 mm high and constructed entirely out of asphalt. Raised crosswalks are the same height and length and are constructed with a coloured impressed concrete on the top portion of the hump.

Traffic Calming in the City of Vaughan

The City of Vaughan has been a leading proponent of traffic calming in the Greater Toronto Area. Over the past several years 267 speed humps and raised crosswalks, and a number of other measures, have been implemented through 50 separate Neighbourhood Traffic Committees. There are 4 other committees in the process of developing a traffic calming plan or waiting for their implementation which have followed the 2007 Policy & Procedure. To date the City has spent a total of over \$2.5 million on the 50 traffic calming projects.

Each Traffic Committee involves a considerable amount of staff time: preparation and attendance at a minimum of two community meetings; working meetings with the Traffic Committee members; distribution of meeting notices; preparation of advertisements in the local papers; field work including speed studies, traffic counts and sometimes infiltration studies; a report to Committee of the Whole; traffic calming design; tender preparation and contract administration of the construction of traffic calming measures. The work is done with limited staff resources to the detriment of fundamental traffic engineering functions such as pedestrian studies, signal timing review, daily vehicle counts, volume/speed studies on our road network, etc.

Speed Cushions

Standard Wheel Base Widths of Various Vehicles

Staff researched various wheel base widths of vehicles to assist in a design that may be suitable to accommodate emergency and transit vehicles through the speed cushion while ensuring that the typical vehicle is required to travel over at least one of the speed cushions.

The following wheel base dimensions are indicated below for a variety of vehicle types:

Fire Emergency (rear wheels)	- 1	1.22 metres (48")
Compact Car (such as Honda Civic)	- 1	.22 metres (48")
Midsize car (such as Nissan Altima)	- 1	.22 metres (48")
Sport Utility Vehicle	- 1	.32 metres (52")
Mini Van	- 1	1.35 metres (53")
Compact Car (such as Honda Civic) Midsize car (such as Nissan Altima) Sport Utility Vehicle	- 1 - 1 - 1	1.22 metres (48") 1.22 metres (48") 1.32 metres (52")

Other Municipalities' Speed Cushion

Staff conducted research for speed cushion designs. There is limited information available since they are a relatively new traffic calming measure. The following municipalities were found to be using the noted dimensions for the interior speed cushion widths.

Town of Aurora	- 2.0 metres
City of Cambridge	- 2.0 metres
City of Burlington	- 1.82 metres
United Kingdom	- 1.9 metres

Refer to Attachment No. 3 for the proposed design of a speed cushion, specifically of the interior width.

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Stakeholder and Agency Feedback and Comments

1. Vaughan Fire & Rescue Services (VFRS)

Staff requested comments from Vaughan Fire and Rescue Services on the implementation of speed cushions and provided the locations where the Town of Aurora have installed several speed cushions for their opportunity to test them. VFRS stated that their experience with the speed cushions was not positive. The width of the interior section of the speed cushion is 2.0 metres with a 0.75 m gap between the outside sections. The contact between the speed cushions and the front tires transmitted violent jerks to the steering wheel making the vehicle difficult to control. There will most likely be torquing of the apparatus frame and other components as the rear dual tires ride up on the tapered part of the speed cushion. If the speed cushion would be designed to a narrower width, then this application could be workable. However, as stated earlier in the report, the design would need to be near 2.0 metres in width to ensure larger vehicles such as all pick ups/mini-vans, SUV's and the typical vehicle, would be required to travel over at least one section of the speed cushions.

2. <u>York Region Transit (YRT)</u>

York Region Transit indicated that they are in not favour of any vertical measures as per their Policy of Traffic Calming on Public Transit Routes. They have indicated that they are not familiar with speed cushions and the impact it would have on transit vehicles.

At the time this report was prepared, YRT were going to test their vehicles in Aurora, however, staff have not yet received further comments from them.

3. York Region School Boards

At the time this report was prepared, staff did not receive comments back from either School Board.

4. <u>City of Vaughan – Public Works Department</u>

At the time this report was prepared, staff did not receive comments back from the Public Works Department.

5. <u>Town of Aurora – Use of Speed Cushions</u>

A summary of Aurora's findings regarding their experience with speed cushions are listed below:

- Speed cushions and speed humps have a similar reduction in average vehicle speeds of approximately 10 km/h.
- Speed cushions resulted in a 5% decrease in the number of motorists travelling above the 40 km/h speed limit.
- Speed cushions were effective at all times of the day regardless of the opposing traffic volumes, compared to chicanes (with minimal opposing traffic volumes), which the motorist would tend to travel down the centre of the road.
- Discussion with their Works Department indicated that maintenance would be increased as a result of the speed cushion, but manageable.
- Snow is not removed from the gaps between the speed cushions; however, the snow would clear out gradually once the roads have been salted and when more vehicles would use them (tire tracking in the gaps).

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Development/Transportation Engineering staff will continue to follow up on the effectiveness of the implemented traffic calming measures and report back between one and two years after implementation. Prior to assumption of the subdivision, if the implemented measures are not effective then any additional constructed measures are to be the responsibility of the developer. This process will follow the Policy & Procedure on the development of a Plan.

Relationship to Vaughan Vision 2020/Strategic Plan

In consideration of the strategic priorities related to Vaughan 2020, the recommendations of this report will assist in:

- Pursue Excellence in Service Delivery;
- Enhance and Ensure Community Safety, Health and Wellness; and
- Lead and Promote to Environmental Sustainability.

This report is consistent with the priorities previously set by Council.

Regional Implications

York Region Transit has provided their policy on the use of Traffic Calming on Transit Routes and its impact on damages and injuries. Refer to Attachment No. 4.

Much discussion has occurred between City and Regional Transportation Services Department staff on the use and effectiveness of traffic calming. Regional Roads do not contain such measures due to the nature and operating characteristics of these thoroughfares.

Conclusion

It is recommended that the proposed updated Neighbourhood Traffic Committee Policy and Procedure and the proposed NEW Traffic Calming Criteria, be approved, and that the use of speed cushions not be approved.

Attachments

- 1. Neighbourhood Traffic Committee Policy and Procedure Current
- 2. Neighbourhood Traffic Committee Policy and Procedure Revised
- 3. Proposed Speed Cushion Design
- 4. York Region Transit Policy

Report prepared by:

Mike Dokman, Supervisor Traffic Engineering, Ext. 3118

MD:mc

(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.)

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2

REVIEW OF OFFICIAL PLAN POLICIES AND ZONING PROVISIONS RELATED TO PLACES OF WORSHIP FILE: 15.34.1 <u>WARDS 1 - 5</u>

The Committee of the Whole (Working Session) recommends:

1) That the recommendation contained in the following report of the Commissioner of Planning, dated April 12, 2010, be approved subject to incorporating the committee members' comments on the "Proposed Policies for Inclusion in the Official Plan" as set out in the report including the deletion of section 7 therein; and

2) That the presentation by the Director of Urban Design, be received.

Recommendation

The Commissioner of Planning recommends, in consultation with the Director of Building Standards Department, Director of Legal Services and Director of Enforcement Services:

- That Staff be directed to undertake the preparation of Official Plan Amendments to OPA No. 600, the Thornhill community Plan (OPA No. 210), the Woodbridge Community Plan (OPA No. 240), Maple Community Plan (OPA No. 350) and the Kleinburg/Nashville Community Plan (OPA No.350) in order to create a City-wide consistent policy for "Places of Worship" based upon this report and Council's consideration.
- 2. That Staff be directed to undertake the preparation of amendments to Zoning By-law 1-88 respecting zoning standards for "Place of Worship" based upon this report and Council's consideration.

Contribution to Sustainability

Places of worship provide a cornerstone to communities and are locales that fulfill a multiplicity of functions all day and all year. They can be hubs in the community, providing support services for people's everyday lives. Since they are often an integral component of complete communities, it is important that they are accessible by transit, and connected to biking and walking facilities and are in proximity to residential communities.

Economic Impact

There are no requirements for new funding associated with this report, however should additional technical analysis be required, funds may be required to retain the appropriate expertise.

Communications Plan

Public notice will be disseminated prior to the statutory Public Meeting and Public Hearing through print media and the City's website.

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Purpose

The purpose of this report is to review current Official Plan policies and zoning standards concerning places of worship and religious assembly with a view to examining whether the current Official Plan policies and zoning standards are appropriate and to advise Council on appropriate revisions to these documents as may be necessary.

Background - Analysis and Options

The City of Vaughan, like many other growing and evolving municipalities throughout the Province of Ontario has changing needs for places of worship. As society and the City of Vaughan, continue to evolve and become more religiously diverse, the practice of locating and building a Place of Worship needs to be reviewed.

Land use planning policies and regulations can help integrate places of worship into the community through the application of locational policies, design standards and regulations governing the yard setbacks, parking, building height, etc. While providing opportunities for places of worship, the City can also indicate locations where they are not appropriate, and so help to reduce land use related conflicts.

The planning and regulation of places of worship and religious assembly was reviewed by the City over a decade ago. On September 8, 1997, the Committee of the Whole adopted, in part, the following Motion:

"That Staff bring forward a zoning category for institutional uses to be included in Zoning By-law 1-88 for discussion within 30 days."

This Motion was passed by Committee during the consideration of a development application for a place of worship in a residential area. What followed was a process that ended after much research and public consultation on February 14, 2003 with no changes to the currently in-force planning standards. Details of the process and the Planning Report that was brought to Council are found in Attachments 2-5 of this report.

More recently, April 14, 2009, Vaughan Council adopted, without amendment, Item 50, Report 18, of the Committee Of the Whole. The Committee's recommendation was as follows:

"The Committee of the Whole recommends that the following be approved:

WHEAREAS, the City of Vaughan Official Plan and Zoning By-law are permissive with regard to the location of worship and religious assembly, in that the policies and the zoning permissions allow such uses in many residential zones and districts;

AND WHEREAS, the location of such uses in established residential neighbourhoods result in the conversion of existing single-family houses causing negative impacts within the neighbourhood such as but not limited to issues of traffic, parking – both on site and off site, reduction in landscaped areas, noise and hours of operation;

THEREFORE BE IT RESOLVED, that the Commissioner of Planning be directed to prepare a report, the purpose of which is to review current Official Plan policies and zoning permissions concerning places of worship and religious assembly with a view to examining whether the current Official Plan policies and zoning permissions are appropriate and to advise Council on appropriate revisions to these documents as may be necessary; and

FURTHER, that the Commissioner of Planning be requested to report to the Committee of the Whole no later than September 30, 2009."

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DISCUSSION

Key Issues Identified - Vaughan

There is a need for a consistent Official Plan Policy for places of worship.

While for the most part, the policies in OPA 600 reflect the current Regional policy direction, the policies are not consistent within each Community Plan. The benefits of a consistent approach would be that proponents, the community, and the City would have a clear set of policies to interpret and that could help to avoid land use conflicts.

There are a number of issues that should be considered when formulating Official Plan policies and zoning by-law regulations for places of worship. These include:

- 1) Small/incubator congregations may have limited ability to find space for religious practices (usually due to limited funds or other means).
- 2) Conversion of residential properties for the purposes of religious practice and instruction, without consideration of regulation or process (i.e. site plan or codes)
- 3) Rural areas may be attractive to new congregations for a variety of reasons. The Regional Official Plan does not permit Places of Worship in Agricultural Lands (Section 6.4) but does permit them in "Rural Settlement Areas" with restrictive criteria (Section 6.4.5: a-d). Under what circumstances, if any, is it appropriate to have places of worship in Rural Areas?
- 4) Places of worship fulfill a range of different roles in the Community, such as providing space for not-for-profit youth and seniors' programs, and having a variety of days and times of services and rites. What standards should be established that are flexible enough to accommodate a variety of applications?
- 5) Places of worship are not just the "built structure" but also an assembly of uses/needs in a space. These can include religious instruction, daycare, and athletic, cultural, and community programs. How can standards be created that are flexible enough to accommodate variations in practice while ensuring that the impacts of such a use are acceptable?
- 6) Plans may need to accommodate changes in functions or demographics over time.

While the current policies in the community plans may be somewhat inconsistent, there are a number of themes that have evolved in these plans that could form the basis of a new policy for Vaughan. For example, the current "Churches and Religious Institutions" policies could be deleted and general policy wording incorporated into the new city-wide Official Plan.

Summary of Other Municipal Policies and Standards

In the preparation of this report, staff researched the surrounding municipalities' regulations and trends on Places of Worship. Toronto, Markham, Brampton, Richmond Hill, Mississauga, Caledon, King City, and Aurora were examined. Most of these jurisdictions have moved towards updating their Official Plans or Strategic Plans to recognize changes in what "places of worship" are, how they function, what role they play in communities and how land-use planning conflicts can be mitigated.

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Common Themes Derived from Area Municipalities

While there are some exceptions to most of these themes, there are a few recent trends in how municipalities are moving towards regulating "places of worship" within their boundaries. These are:

- Protecting Employment Lands. While the tools vary, most jurisdictions place some or many restrictions on the conversion of existing uses or new permissions within Employment Lands for "Places of Worship".
- 2) <u>Using "Places of Worship" or "Institutional" zoning.</u> Some municipalities require Official Plan Amendments and Zoning By-laws to institute these uses.
- 3) <u>Size.</u> A number of jurisdictions have defined sizes of "Places of Worship" in terms of both congregation and site-size. Depending on the size, different standards will apply, with larger sizes triggering OPAs (Markham), and smaller sizes having more stringent parking requirements (Toronto).
- 4) Consistent across all municipalities is the regulation that "Places of Worship" shall be located on Arterial/Major/Collector roads, preferably at intersections with other Arterial/Major/Collector roads. When permitted mid-block, the use must be compatible with other uses on the block in terms of use, size, density and form.
- 5) Consistent across all municipalities is the directive for new place of worship developments to be accessible by transit (on day of worship), as well as to bicycle and pedestrian infrastructure.
- 6) Some municipalities with available greenfield development areas have instituted development policy criteria for the reservation of sites for future "Places of Worship". For example, policies state a ratio of 1 site for every 10,000 persons (Brampton) or 6,000 persons (Markham) of new population. These sites are reserved for 3-5 years after the approval of a plan of subdivision with a holding provision. The market value of these lands needs to be protected since the land will be worth more to developers as residential and may cause undue hardship to some congregations to have to compete with residential land pricing. To this end, Markham has used the York District School Board policies and pricing for these reserved land plots.

CURRENT VAUGHAN DEVELOPMENT CONTROLS

The following sections summarize the Official Plan policies and Zoning Standards currently applicable to Places of Worship in the City of Vaughan.

The Region of York Official Plan

The Region of York adopted a new Official Plan on December 16, 2009. This plan can be read to affect places of worship through the policies directing heritage resources, human services and institutional uses.

In particular, Section 3.3 requires that services that provide for "spiritual needs" are "accessible and responsive". It encourages that the development of human services, institutional and cultural uses be directed to Regional Centres and Corridors, and further, that these areas are to be focal points for communities. A range of uses to ensure efficient use of infrastructure are to be considered. As well, Section 7.2.12 requires that the built form will reflect a pedestrian scale and be accessible to those with different needs.

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Within rural areas, there can be applications for redesignation of lands to non-agricultural uses, (Section 6.4.5) however, an amendment to the Regional Plan, the local Plan and the bylaw will be required and will need to demonstrate the appropriateness of the application. Development is to be directed to Urban Areas, Towns, Villages and Hamlets. The majority of lands designated "Rural Area" or "Agricultural Area" are currently addressed in OPA No. 600, but the Community Plans do not reflect the regional policies. A comprehensive list of all Regional polices pertaining to places of worship can be found in Appendix A.

City of Vaughan Official Plan Documents

OPA 600 (new urban villages and rural areas)

In Part A of the plan, which outlines general policies for community development and design, greenways are identified as places for defining communities and linking institutions such as places of worship.

In Part B, Community Planning Policies, this is reiterated, but also <u>small-scale places of</u> <u>worship</u> are a permitted use in Low Density Residential Areas and <u>places of worship</u> are also permitted in Medium and High Density Residential Areas.

OPA 600, Section 4.2.4.3 states:

"i. Large-scale Places of Worship may be located on arterial roads in residential areas without specific designation or amendment to this Plan. Smaller-scale Places of worship may be located on arterial or primary roads without amendment to this Plan. In the Rural Area Places of Worship are subject to an official plan amendment and in all cases places of worship are not permitted in the Agricultural Area."

OPA 450 (Employment Areas)

Places of Worship are not permitted in Employment Areas.

Community Plans (existing urban areas)

The Kleinburg, Maple, Thornhill, and Woodbridge Community Plans are somewhat inconsistent in the variety of policies dealing with Places of Worship, as noted below:

Definitions:

- all Community Plans refer to Places of Worship as "Institutional" uses.
- the Maple, Thornhill and Woodbridge Community Plans have policies for "Churches and Religious Institutions".

Woodbridge Community Plan OPA 240

While the goals state that adequate space needs to be allocated to future institutional needs of the community, if a site identified for a "church" is not acquired for church use within a "reasonable time", the adjacent land use will be permitted. New sites are allowed on arterial/collector roads without amendment to the plan.

In all residential areas, institutional and public open space uses shall be permitted in accordance with the policies of the Plan, provided that these are suitably designed and landscaped in a manner consistent with that of the surrounding neighbourhood. In residential areas the new development density shall be compatible with the density on adjacent lands.

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Thornhill Community Plan OPA 210

Section 1.5.2 c) speaks to the goals of Community Sub-Centres, that, "These centres contain neighbourhood shopping centres and church sites; they may also contain secondary schools. The community sub-centers are located so as to serve groups of neighbourhoods. Easy access is afforded by both the transportation and pedestrian systems."

Where a site identified for a "church" is not acquired for a church use within a "reasonable time", the adjacent land use will be permitted although new sites will have a minimum area of .4 hectares. There is support for Places of Worship developed in association with neighbourhood commercial and core commercial areas. New uses shall be compatible with existing adjacent uses. Larger institutions shall front on arterial roads; in general, "minor" institutions will front on either arterial or collector roads.

Maple Community Plan OPA 350

In Low Density Residential Areas building forms other than housing are permitted as long as they do not exceed the permitted density. Permitted uses in Medium Density Areas include Institutional uses. In general policy, senior citizen housing should be located conveniently to commercial uses, churches and libraries.

New sites are allowed on arterial/collector roads without amendment to the plan, and the plan supports Places of Worship in Commercial Areas so that parking can be shared.

Kleinberg Community Plan OPA 601 (as amended by OPA 633)

Places of Worship are permitted as an Institutional use in "Mainstreet Commercial" and "Village Residential" designations.

City of Vaughan Current Zoning (By-law 1-88)

Locational Criteria

By-law 1-88 currently permits a church to locate in Residential, Commercial and Agricultural Zones in the City.

ZONE SPECIFICATIONS FOR PLACES OF WORSHIP BY-LAW 1-88, CITY OF VAUGHAN						
Section of By-Law	Specifications					
Section 4.1.7 Residential Zones	Church permitted in General Uses					
Section 5.1.4 Commercial Zones	Church or Synagogue permitted in General Uses					
Section 6.0 Employment Area Zones	Prohibited					
Section 6.7 Industrial Zones	Prohibited					
Section 7.0 Open Space Zones	Prohibited					
Section 8.0 Agricultural Zones	Church permitted in General Uses					

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General Development Standards

Definition:

"CHURCH - Means a building dedicated to religious worship and includes a church or synagogue hall; a church or synagogue auditorium; a religious worship school; a convent and/or monastery."

Permitted Zones:

• a church is a permitted use in Residential, Commercial and Agricultural Zones, but not in Employment Areas and Industrial Zones.

<u>Site Standards</u>: (minimum frontage, setbacks)

- while development standards vary across the City, there are essentially two distinct sets of zoning standards for all institutional uses:
- 1) the City-wide By-law 1-88 standards, which are primarily the same as the original standards adopted in 1961.
- exceptions to the By-law 1-88 standards that apply in many of the City's communities. There are several site-specific zoning bylaws which vary from the general standard of By-law 1-88. They are contained in a table in the By-law 1-88 Appendix. (Exceptions Table to By-law 1-88)

Parking Requirements:

Section 3.8 a) - 11 parking spaces for every 100 square metres of gross floor area.

Minimum Landscaped Area:

Section 3.13 - Unless otherwise provided in this By-law, a minimum of ten percent (10%) of the area of every lot on which a building or structure is erected shall be used for no other purpose than landscaping.

Where an Institutional use abuts the boundary of lands zoned Open Space or Residential, a strip of land not less than 2.4 metres in width, contained wholly on the lot on which the Institutional Use is located and abutting the boundary of the Open Space or Residential Zone, shall be used for no other purpose than landscaping. Such landscaped area shall not be included in the computing of the minimum landscaping requirements as set out above.

In addition, a strip of land not less than 6.0 metres in width shall be provided along a lot line which abuts a street line, and shall be used for no other purpose than landscaping. This shall not prevent the provision of access driveways across the said strip.

Site Plan Control:

• Is required and subject to Council approval.

PROPOSED APPROACH

Places of worship fulfill a variety of needs within communities and help to meet the objectives of building safe, healthy and complete communities. They often provide for multiple functions all week long and/or all day long. They also often provide space for non-profit essential

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activities, hubs of information and gathering places. This helps to create community cohesion and to assist people in their everyday lives. However, some of the functions that are performed may not be appropriate in all locations at all times. For example, in some jurisdictions places of worship have been used for local food banks and "in from the cold" programs.

New Official Plan policies should be written keeping in mind the larger goals of planning for places of worship in the future. Land use location is important to support neighbourhoods. Places of worship need to be close/adjacent to, but not necessarily within residential neighbourhoods. Optimally, the location should be supported by transit in order to be accessible to all the members of a community and to reduce auto use and the potential for conflicts with pedestrians. To accommodate this, it is recommended that places of worship be permitted in residential, commercial, mixed-use commercial, and core commercial areas provided they are located on arterial roads.

Congregations may be either small and growing (as with new 'incubator' groups) be very large, or may be dwindling in size as demographics change. Different congregations will not need the same size, conditions or locations as others. Both small and large congregations sometimes locate in areas that can contribute to land use conflicts.

The City of Vaughan does not currently permit places of worship in Employment Areas in order to protect against erosion of the employment land supply. Locating places of worship in Employment Areas would not support the objectives of creating complete communities or sustainability since they would be primarily auto-oriented. Further, on certain days of religious observance there may be traffic conflicts with normal employment operations.

For some of the same reasons and to conform to the Regional Plan and the City's Official Plan, Places of Worship should continue to be prohibited from Agricultural Areas.

Locating places of worship in Rural Areas can also be a concern with respect to accessibility and they are not necessarily an appropriate land use in terms of building complete communities. Rural areas are not targeted for intensification and thus places of worship in these areas are unlikely to serve local populations. Therefore, prior to permitting a place of worship in a Rural Area certain tests should be met.

Proposed Policies for Inclusion in the Official Plan

To address these considerations, the following Official Plan policies are recommended:

- 1. Replace the word church with the words place of worship;
- 2. Places of Worship shall be prohibited in Employment and Agricultural Areas;
- 3. In Residential and Commercial Areas places of worship shall be only located on arterial roads of 26 metres or greater right-of-way width, and preferably at an intersection. The building and use shall be compatible with adjacent uses in terms of, size, and form and subject to performance standards;
- 4. The impact on adjacent residential developments is to be minimized through the provision of adequate parking, landscaping, setback and buffering provisions in the Zoning By-law;
- 5. Traffic and parking studies may be required to be submitted to the satisfaction of the City which demonstrate that such use will not have an adverse impact on the existing or proposed traffic network;

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- 6. Places of Worship shall be prohibited in Employment and Agricultural Areas;
- 7. Except for lands designated "Agricultural", Places of Worship may be permitted in Rural Areas subject to an amendment to the Official Plan where the following is demonstrated:
 - a. that the proposed use is appropriate in the Rural Area when considered in the context of the Provincial Plans, the Regional Official Plan and the Official Plan;
 - b. that the proposed use will not have an adverse impact on the ability of local agricultural activities to undertake normal farm practices;
 - c. that the proposed water and wastewater servicing is appropriate for the type of use;
 - d. that there are no negative impacts on the key natural heritage or hydrological features and functions, biodiversity or connectivity of the Regional Greenlands System; and,
 - e. that the use cannot be accommodated within the existing urban boundary.

Zoning By-Law Proposals

The City's zoning By-law No. 1-88 has not been amended to prohibit "Places of Worship" in an A Agricultural Zone in accordance with OPA No. 600 and the Regional Official Plan. To do so would involve deleting the word "church" from the list of Institutional Uses permitted from Section 8.2 of By-law 1-88.

However, there are currently other land uses in Section 8.2 of the By-law which are not permitted by the Region's Official Plan. The other land uses currently permitted in A Agricultural zones that are not consistent with the Regional policies will be addressed through the comprehensive Official Plan review and when the By-law is subsequently amended generally, or for those categories. At this time it is proposed that only "Place of Worship" should not be permitted in an A Agricultural Zone, and therefore deleted as a use, and only permitted in a Rural Area through an Official Plan Amendment.

The City can address the effects that places of worship can have on the surrounding environment through land use permissions, set-backs, parking, landscaping, urban design, visual impacts and traffic considerations. Through the updating of the "definitions" and application of revised standards, the less-desirable impacts of the use on a locale can be minimized, yet allow the congregation to choose the place that suits their needs. To fulfill some of these goals, By-Law Number 1-88 will need to be amended with updated definitions and standards that reflect the change in the policy framework.

It is important to address some of the less-desirable impacts of the buildings and uses with a series of performance standards.

Proposed New Definition

<u>"PLACE OF WORSHIP</u> shall mean lands or buildings, or portion of a building or place wherein people assemble for religious worship, religious services or religious rites purposes, and may include as accessory uses, except where specific accessory uses are prohibited, classrooms for religious instruction, assembly areas, kitchens, a day nursery, and other office and administrative facilities required for the operation of the place of worship. Accessory uses shall not comprise more than 50% of the Gross Floor Area of the "Place of Worship", and Gross Floor Area shall include below-grade finished space."

This new definition modifies the current definition in By-law 1-88 by:

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- using a non-denominational term, rather than "church"; and,
- broadening the permitted uses by including additional accessory uses.

Arterial/Collector Roads

Places of worship are proposed to be permitted only on arterial roads that are to be defined as having a right-of-way width of 26 metres or greater. (Due to variations in the City's Community Plans some of these roads are defined as Arterial Roads, Minor Arterial Roads, or Collector Roads.)

In addition to implementing the City's Official Plan policies, the advantages of this approach are that:

- it directs uses to sites according to the expected land use impact on adjacent properties (e.g. larger-scale regional uses on regional roads);
- it sites facilities in appropriate locations in terms of access and visibility to the community;
- it provides greater predictability to landowners, proponents and communities; and,
- it provides for greater accessibility to the place of worship by public transit and to cyclists and pedestrians.

Site Standards

The following charts shows the current Institutional standards in the existing communities and By-law 1-88, and the recommended site standards for "Places of Worship":

Current General Site Standards

	Frontage (m)			Min. Interior Yard (m)	Min. Exterior Yard (m)	Max Building Height (m)	Max.Lot Coverage (%)	Min Land- scaped Area (%)	Land- scaped Buffer strip to R, or OS Zone (m)	Land- Scaped Buffer strip to Streetline (m)
T-Schedule Exceptions to By-law 1-88		7.5	7.5 [*]	6	7.5	11	30	10 ⁽¹⁾	2.4	6
1-88	20	15	15	15	15	11	20	10 ⁽¹⁾	2.4	6

^{*}Note: Minimum rear yard in Maple and Kleinburg is 9 metres.

Note: (1) - Minimum 2.4 metres landscaped strip shall not be included in computing the minimum landscaped area.

The following new Site Standards are proposed:

Recommended Site Standards

	Min. Lot Frontage (m)	Min. Front Yard (m)	Min. Rear Yard (m)	Min. Interior Yard (m)	Min. Exterior Yard (m)	Max Building Height (m)	Max.Lot Coverage (%)	Min Land- scaped Area (%)	Land- scaped Buffer strip to R, or OS Zone(m)	
Place of Worship	30 + (i)	7.5	15	15	15	11 ⁷	30	10 ⁽¹⁾	2.4	6

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- Note: (1) Minimum 2.4 metres landscaped strip shall not be included in computing the minimum landscaped area.
- Note: (7) can exceed height by 0.6 metre for every 0.3 metre increase in side-yard.
- Note: Where more restrictive criteria, policies or standards exist in a local area plan, the more restrictive criteria shall apply.
 - (i) lot frontage shall only abut a street with a minimum right-of-way of 26 metres or greater.

The following changes are proposed to By-law 1-88:

- the minimum lot frontage has been increased from 20 metres to a minimum frontage of at least 30 metres, to be consistent with the scale of the 15 metres side yard;
- the lot frontage shall abut a street with a minimum right-of-way of 26 metres or greater;
- the front yard has been reduced from 15 metres to 7.5 metres to reflect the setback requirements of other neighbouring uses found in these locations;
- the maximum building height limit has been adjusted to reflect the same standards in Community, Highway, Service, and Office Commercial (C4 - C8) Zones. This permits the maximum 11 metres to be exceeded by 0.6 metre for every 0.3 metre increase in side yard. The result is to provide increased design flexibility, while maintaining compatibility with the scale of other uses permitted on major roads;
- the maximum lot coverage has been increased from 20% coverage to 30% coverage;
- where there is a secondary, community or heritage plan in force the more restrictive standard shall prevail.

Parking Standards

The City is currently completing a City-wide comprehensive parking standards review. The proposed draft standards for the "Place of Worship" are "the *highe*r of:

- 1 space per 5 persons capacity of the worship area
- 7 spaces per 100m2 GFA for the facility (where Gross Floor Area shall include belowgrade finished space for the purposes of this calculation)

Where the person capacity of the worship area is determined as the following:

- One fixed seat per person, plus
- 0.5 metre bench space per person, plus
- 0.75 m2 floor area per person in non-fixed seating areas"

"Therefore the total parking requirement would be:

- Parking requirements for worship uses and accessory space, plus
- Parking requirements for non-worship areas that have accessory uses based on the City's current standards for those individual uses."

Due to the City's objective to encourage other modes of transportation, a bicycle parking standard is also proposed to be included. While there is no set bicycle standard for "Place of Worship" in the new parking regulations, we propose that the standard for "Class 2" "Office" (0.1/100m2, or 6 spaces) be applied for worship uses, while requirements for accessory space would be determined by the City's standards for those individual uses, i.e. schools (0.4/100m2).

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Effects on Existing Places of Worship

Conversion of Residential Buildings for Worship and Religious Education and Enforcement

Conversion of residences into places of worship and religious schools can have an adverse impact on the surrounding neighbourhood. In certain circumstances, the increased use of these sites both for worship and education has generated complaints from neighbours. Some of these uses are in contravention of existing by-laws and have been the subject of by-law enforcement by the City. For example, there are a number of such conversions reported in the Thornhill area. Any new regulatory approach will need to be enforced from time to time. Current enforcement issues associated with the conversion of non-place of worship uses to a place of worship use will continue. New provisions for places of worship are intended to provide a stronger basis for enforcement.

Legal Non-conformity

Existing legal places of worship vary greatly in age, lot size, and built form. Enacting a new zoning by-law standard may result in uses that do not comply with all the new standards. Existing legal places of worship may continue to operate as they are, but any change or expansion of use will trigger the need to apply the new approved standards. With the passing of new regulations some existing places of worship may become non-conforming.

Some existing places of worship may be exempt from the general provisions of the by-law because they are addressed through a site-specific exception. However, with the passing of new zoning standards, some of these legally existing places of worship that were adopted through exceptions, could also become non-conforming.

To ensure that no existing rights of use would be taken away from legally existing places of worship. The Zoning By-law implementing revised standards should contain a provision recognizing all legally existing places of worship (except A Agricultural Zone) as permitted uses, subject to those development standards that currently apply. The proposed removal of "Places of Worship" as permitted uses in an A Agricultural Zone would result in legally existing places of worship becoming legally non-conforming and, like other legally non-conforming properties, not be able to receive a building permit for any expansion or improvements without first obtaining Committee of Adjustment approvals.

Finally, not permitting "Places of Worship" on roads with less than a minimum 26 metre right-ofway may also have an impact on existing places of worship wishing to expand.

Relationship to Vaughan Vision 2020/Strategic Plan

This report is consistent with the priorities set forth in Vaughan Vision 2020, particularly "Plan & Manage Growth & Economic Vitality".

Regional Implications

A new policy regime for Places of Worship in the City of Vaughan will conform to the Regional Official Plan Policies with a greater level of detail.

Conclusion

The recommendations of this report are based upon the examination of other municipal practices and the options and tools that are available to Council. While the benefits of places of worship are recognized, they should not be allowed to introduce unacceptable impacts on adjacent land uses.

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While the policies in OPA 600 reflect the current Regional policy direction, this consistency is not reflected in each Community Plan. There is an opportunity for the City to establish a consistent zoning standard that is also supported by a City-wide Official Plan policy direction. The benefits of such an approach would be that proponents, the community, and the City would have a less complicated set of policies to interpret, and developable sites for Places of Worship would be more predictable.

It is therefore recommended that staff be directed to undertake the preparation of Official Plan Amendments and scheduling the required Open House(s) and Notice(s) for the following plans:

- i) OPA 600
- ii) Woodbridge Community Plan, OPA 240
- iii) Thornhill Community Plan, OPA 210
- iv) Maple Community Plan, OPA 350
- v) Kleinburg Community Plan, OPA 601-633

It is recommended that the new policy language proposed in this report be included in the New Official Plan, and that a Zoning By-law Amendment be prepared based upon this report and Council's input to bring By-Law 1-88 into conformity with the Regional Official Plan and the proposed Official Plan Amendments.

Attachments

- 1. Appendix A: Summary of Vaughan and Other Municipal Policies and Standards Respecting Places of Worship
- 2. Item 43, Report No.50 of the Committee of the Whole, Council Extracts October, 14, 1997
- 3. Item 3, Report 3, of the Committee of the Whole (Public Hearing), Council Extract, January, 19, 1998
- 4. Item1. Report 33, of the Committee of the Whole (Public Hearing), Council Extract, April 26, 1999
- 5. Memorandum of Commissioner of Planning February, 2003

Report prepared by:

Arto Tikiryan, Senior Planner, Ext. 8212

/lm

(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.)

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Item 3, Report No. 15, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on May 4, 2010.

CITY OF VAUGHAN LOGO DEVELOPMENT

The Committee of the Whole (Working Session) recommends:

- 1) That Clause 1 of the recommendation contained in the following report of the Directors of Corporate Communications and Economic Development, dated April 12, 2010, be approved;
- 2) That the preferred option for the new City of Vaughan logo be Concept 6 in gothic medium font; and
- 3) That the presentation by Mr. Mario Crudo, RAW Integrated Inc., 151 Spinnaker Way, Suite 8, Concord, L4K 4C3, be received.

Recommendation

3

The Directors of Corporate Communications and Economic Development, in consultation with the Working Group (Branding Committee) and the City Manager, recommend:

- 1. That Council receive this report and presentation for information purposes; and
- 2. That Council consider the new logo designs presented with this report and provide direction on the preferred option.

Contribution to Sustainability

Green Directions Vaughan embraces a *Sustainability First* principle which supports a healthy environment, vibrant communities and economic vitality for current and future generations. As the visual identity of the City of Vaughan, the City logo is designed to reinforce this commitment and enhance the City's overall image.

Economic Impact

The costs associated with the redesign of the City's new logo have been included in the 2010 operating budget. Once approved, the City logo will be phased in and any related costs will be included in departmental annual operating budget submissions.

Communications Plan

The communications plan to support the launch of the logo will include an official unveiling of the logo in the foyer of the new City Hall on June 29, 2010. This photo opportunity will include a City vehicle decorated with the logo. A media advisory and news release will be issued to generate news stories in the GTA media. The logo will be promoted on the City's website including, promotional insert in tax bills and local utility bills (in cooperation with PowerStream), City Page Online (posted weekly on the City's website) and the corporate e-newsletter subscriber list through an e-blast notice. Other opportunities under consideration include: Creating a flag with the new logo and holding a flag-raising and other promotional opportunities.

The new logo will be promoted to internal and external stakeholders, and provided to organizations and associations such as the Chamber of Commerce, United Way, etc. that incorporate the City logo in their communications materials.

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Purpose

The purpose of this report is to provide a selection of logo designs for review and approval of Council in support of the City's rebranding initiative.

Background – Analysis and Options

In response to Council direction (Item 2, Report 36, Committee of the Whole, September 4, 2007), a staff report addressed the Corporate Identity and Branding Process (Item 2, Report 46 Committee of the Whole Working Session, approved by Council on October 22, 2007) providing an overview of the municipal branding process and the option to conduct a limited branding exercise which would include the redesign of the City logo. At that time, staff were directed to invite all Members of Council to working group sessions held on this subject matter.

At the November 5, 2007 group session, staff were directed to report on the process of conducting a public survey on the effectiveness of the current City logo and tagline. A proposed survey of key Vaughan stakeholders was approved by Council on December 10, 2007 (Item 5, Report 58, Committee of the Whole). In addition, a Working Group (Branding Committee) was formally established to oversee the municipal branding process, consisting of the Mayor, all Members of Council, the City Manager and the Director of Corporate Communications, with appropriate staff support.

Subsequently, a survey was conducted in June and July 2008. It concluded that there was an opportunity to rebrand the City as there were no strong attachments or associations with the current logo or tagline.

At the March 30, 2009 meeting of the Branding Committee it was determined that a tagline was not of paramount importance and could be removed from the new City logo.

A Request For Proposal (RFP09-497) for the design of a new official City logo was issued and a creative agency selected on November 9, 2009. The results of this initiative are provided in this report and presentation.

Branding Approach

Throughout the municipal branding process, the opportunity to rebrand the City has been identified with the new City Hall, opening in 2010 – "The new Civic Centre potentially provides an iconic representation of the new Vaughan" (Item 2, Report 46 CW Working Session, October 10, 2007); and "a new visual identity for the City ... will be introduced in conjunction with the opening of the new city hall" (Item 7, Budget Report 9, adopted December 14, 2009).

The City logo is a pivotal communications tool that contributes to the City's overall image and identity. It appears in various communication formats including stationery, advertising, print materials, online applications, city vehicles, corporate signage, etc.

The logo design should capture the essence of Vaughan's history and reflect its continued transformation into a vibrant metropolis. It should convey a modern, progressive and welcoming brand and messaging.

The design should be flexible and adaptable to all City departments and service areas. Rather than a single fixed message, the design should allow for adaptable messages that reflect the various business units and functional areas of the City. (Vaughan Fire and Rescue Service and the Vaughan Public Library currently identify and market their services with distinct logos.)

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The City's Coat-of-Arms is to be retained for official and ceremonial use including proclamations, ceremonial events, Mayor and Council stationery, legal documents and other official uses.

Graphic Elements

A new logo policy, with graphic standards and guidelines, will be produced for various applications of the logo, including City facility and gateway signage, City vehicles, print materials, promotional items, advertising and other applications. The guidelines will include standards for font selection, colour and design layouts. Sample templates and layouts will be provided.

Typeface selection is a key consideration in effective design and should reinforce the branding message. The design of the selected typeface is modern and accessible in terms of legibility. Gotham is a family of geometric sans serif typefaces designed by American type designers Tobias Frere-Jones and Jesse Ragan in 2000. It is inspired by a form of architectural signage popular in the mid-twentieth century, particularly in New York City.

The proposed design complements the existing corporate colours. Industry research indicates blue to be a "comfort" colour that is closely associated with government. The use of green is identified with Vaughan's commitment to sustainability and environmental stewardship.

Branding Message

The design of the new logo should capture the essence of the City's "vision" as a progressive and vibrant community. A consistent theme is the transformation of five communities into a major urban centre. This transformation speaks to a "re-birth." The new logo can graphically encapsulate this spirit through an iconic representation of the design and structure of the new City Hall, specifically the clock tower as the most prominent and identifiable feature.

Implementation Plan

Corporate Communications has previously informed all City departments of this logo development initiative and requested all orders be minimized for new office supplies and related materials with the current City logo (i.e. letterhead). This cost-saving practice will continue until the rebranding process is complete and the phase in of the new City logo begins.

Implementing the logo will occur in two (2) stages. Areas where the logo has high visibility and impact will be changed immediately and areas with less visibility and greater cost will be changed over time as equipment and signage requires major repair or replacement.

High visibility and high impact applications:

- All electronic applications using the City logo, ie: website, e-newsletters
- New Corporate stationery and office supplies, including letterhead, business cards, envelopes, etc.
- Logos applied to vehicles less than 2 years old
- Investigate use of quick-mount decals for other vehicles and equipment
- Signage for the new City Hall, new facilities, and new parks
- CN bridge banners
- City limit signage on regional and city roads, etc.

Phased-in applications:

- Printing of corporate cheques, parking tickets, permits and other forms;
- Updated signage for City facilities, parks, trails, etc.
- All City vehicles

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- Sister city signs
- CIB signs
- Promotional items, etc.

Timely approval of a new City logo will complement the opening of the new City Hall. The proposed date for the new City Hall plaque unveiling is June 29, 2010.

Relationship to Vaughan Vision 2020

This report supports the strategic priorities established by Vaughan Vision 2020 to "Pursue Excellence in Service Delivery" and "enhance the City's image and marketing position."

Regional Implications

Not applicable

Conclusion

Council approval of a new City logo design will support a positive image of a progressive and sustainable city and reinforce the sense of a new beginning being marked by the opening of the new City Hall.

Attachment

None. The proposed logo designs are being presented at the April 12 Working Session.

Report prepared by:

Madeline Zito, Director of Corporate Communications Tim Simmonds, Director of Economic Development