



# **Town of Newmarket**

## **Agenda**

### **Special Committee of the Whole**

Date: Monday, January 20, 2020  
Time: 2:00 PM  
Location: Council Chambers  
Municipal Offices  
395 Mulock Drive  
Newmarket, ON L3Y 4X7

**1. Additions & Corrections to the Agenda**

**Note:** Additional items are marked by an asterisk\*.

**2. Declarations of Pecuniary Interest**

**3. Presentations**

**\*3.1 Established Neighbourhoods Study**

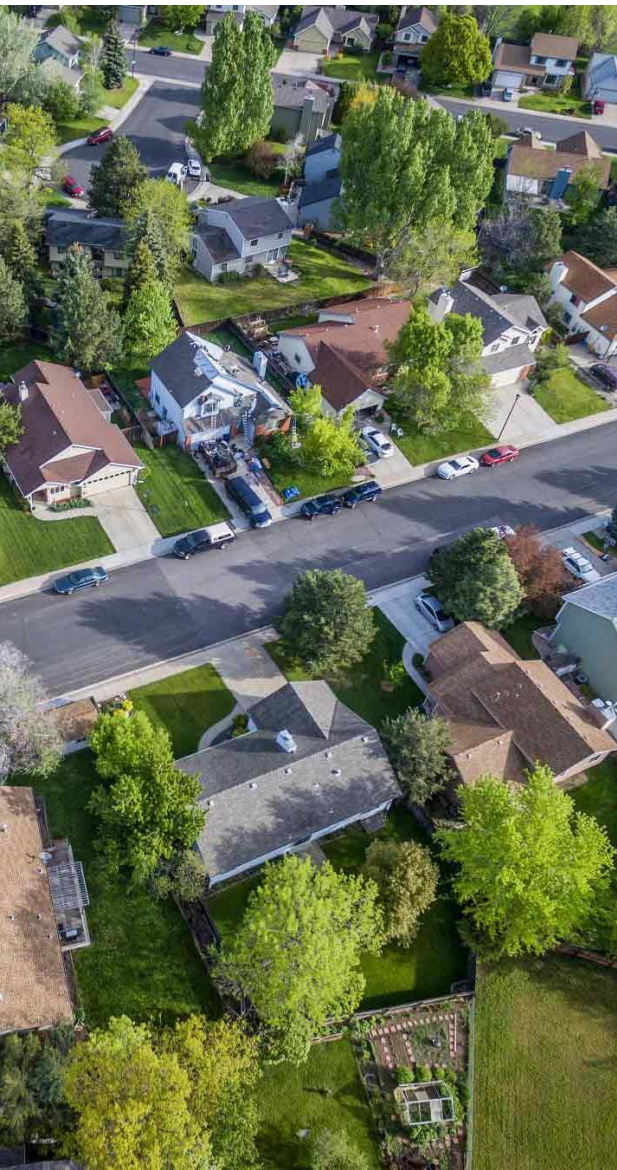
**Note:** Ted Horton, Senior Planner - Community Planning will be in attendance to provide a presentation on this matter. The policy options document and presentation from the December 2, 2019 Special Committee of the Whole meeting have been attached for information.

**4. Deputations**

**5. Items**

**6. Adjournment**





**TOWN OF NEWMARKET**

# **ESTABLISHED NEIGHBOURHOODS COMPATIBILITY STUDY**

**SPECIAL COMMITTEE OF THE WHOLE**

JANUARY 20, 2020

# PRESENTATION OUTLINE

1. Introduction

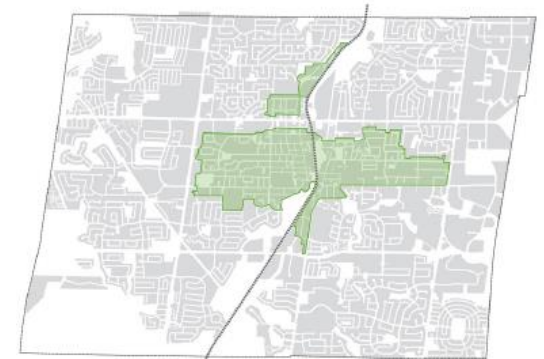
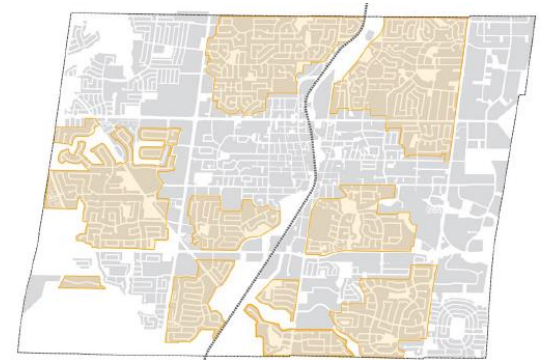
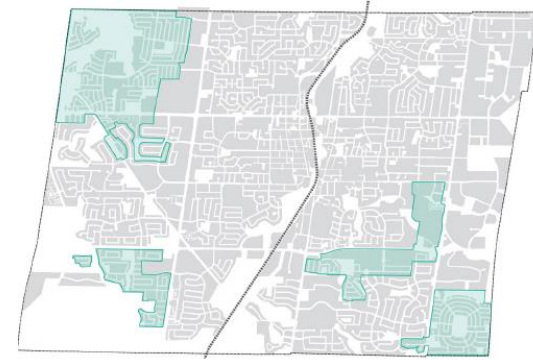
2. Planning 101

3. Summary of December 2<sup>nd</sup> Presentation

4. Council Survey

5. Emerging Policy Directions

6. Next Steps





# 1. INTRODUCTION

## Target project timeline

- January 20 – Special Committee of the Whole
- Jan-Feb – Staff prepares specific recommended by-laws based on Committee feedback
- February – Statutory notice of proposed amendments to Council and public
- April 14 – Statutory Public Meeting
- May 25 – Recommendation report to Committee of the Whole
- July 20 – Expiry of Interim Control By-law

# 1. INTRODUCTION

## Executive summary

- Proposing to amend the Official Plan to revise Residential Areas and Compatibility policies
- Proposing to amend the zoning by-law to:
  - Make height and coverage more closely reflect existing neighbourhoods
  - Change how we measure height based on types of roofs
  - Increase flexibility in interior layout of homes
  - Make it easier to understand rules related to front yards and driveways
  - Recognize that arterial roads and the primary collectors Eagle Street, Gorham Street, and Prospect Street have a mix of uses
  - Make other required changes during the process of revising residential policies (supportive housing, ADUs, consolidating by-laws)
- Not final decision point nor final recommendation
- Staff will take direction, draft recommendations, provide public notice, schedule public meeting, and report back for future Council decision

## 2. PLANNING 101

### Planning Tools

- Development occurs through *planning applications* and *by right* development



- Official Plan – Guides *planning applications*
  - *Planning applications* request permission that differs from zoning (e.g. 400 Park Avenue, 260 Eagle Street, minor variances).
  - Directs where applications should be approved or refused
  - Shapes applications through review to protect what is most important
  - Statements of intent and design objectives



- Zoning By-law – Regulates land in its use and built form *by right*
  - *By right* development conforms to zoning - is conducted through building permits to change houses (e.g. additions, second storeys, renovations).
  - Is clear and unambiguous

# 3. DECEMBER 2<sup>nd</sup> RECAP

## Project history

- History of Town zoning efforts on compatible development
- Process of Established Neighbourhoods Study
- Consultation and engagement
- Neighbourhood classifications
  - Organic Growth Neighbourhood
  - Traditional Suburban Neighbourhood
  - Contemporary Suburban Neighbourhood

## Project outcome



- Official Plan amendment
  - Updated policies for residential areas
  - Guide future development, where permitted

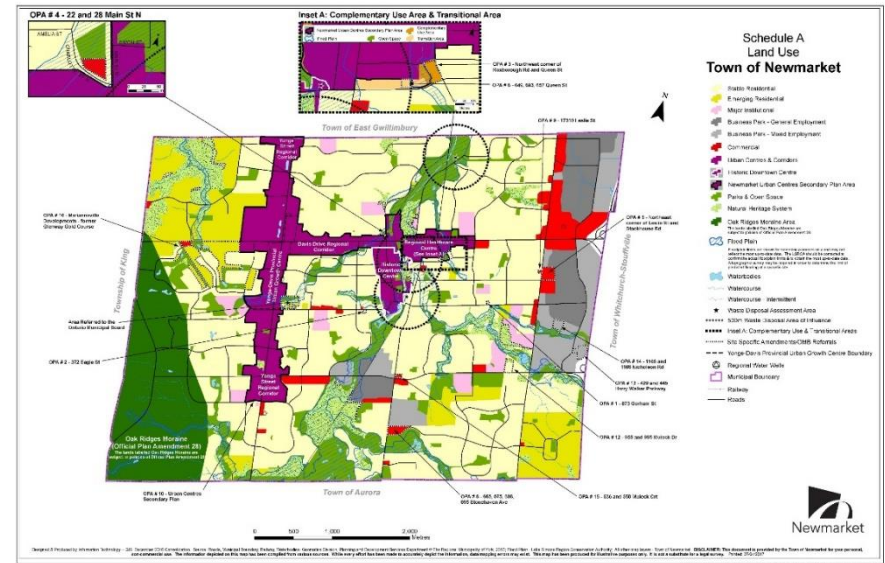


- Zoning by-law amendment
  - Character Area-specific standards
  - Responds to context

### 3. DECEMBER 2<sup>nd</sup> RECAP

## Key challenges

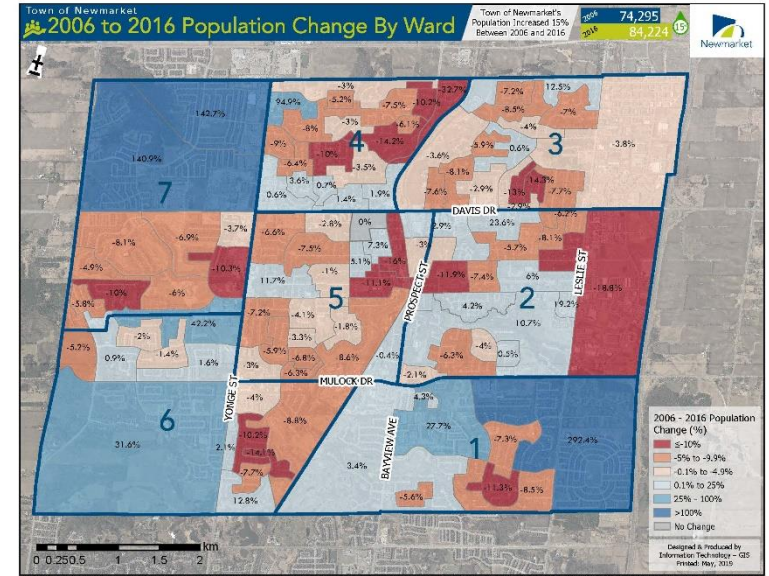
- Outdated land use designations
- Restrictions on higher-density housing forms
- No defined distinction between neighbourhood character
- Inconsistency between zoning permissions and existing built form



# 3. DECEMBER 2<sup>nd</sup> RECAP

## Key challenges

- Changing demographic trends
- Housing affordability
- Declining neighbourhood populations
- Over-housing / Under-housing
- Need for a comprehensive policy solution

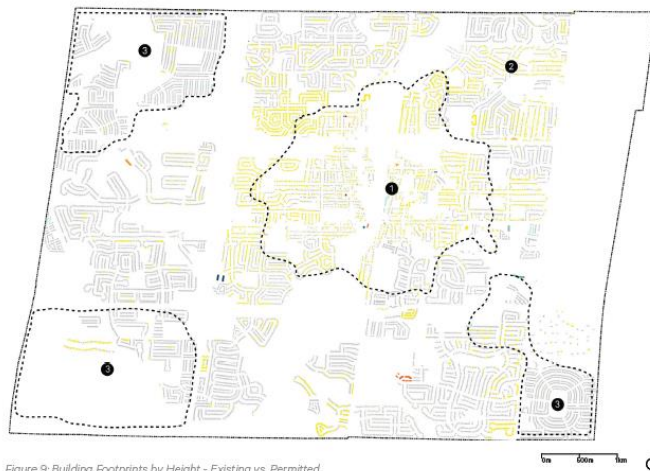
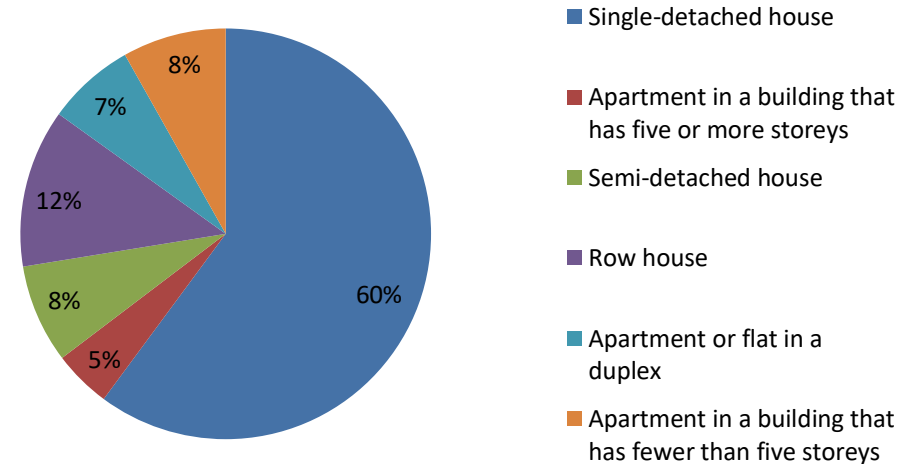




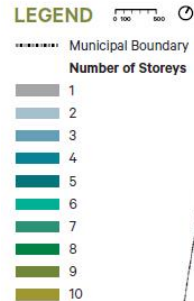
# 3. DECEMBER 2<sup>nd</sup> RECAP

## Questions

- Types of single detached dwellings
  - Data availability
  - Ensuring diversity of building types



## Building Height



Note: The information on this map reflects general trends. The location of boundary lines is approximate and for conceptual purposes only. The map reflects available data and may not show a full account of all recent developments.

- Transition in Form of Development
- ① Organic Neighbourhoods
- ② Traditional Suburban Neighbourhoods
- ③ Contemporary Suburban Neighbourhoods



## 4. COUNCIL SURVEY

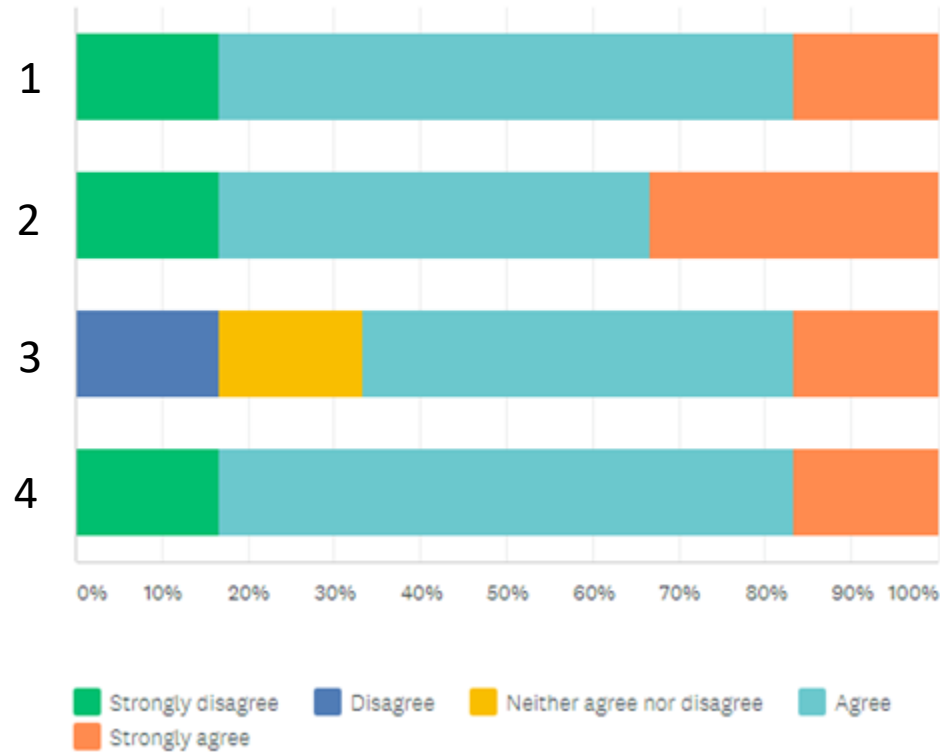
## Your feedback



## 4. COUNCIL SURVEY

Neighbourhoods should incorporate housing choices which accommodate for:

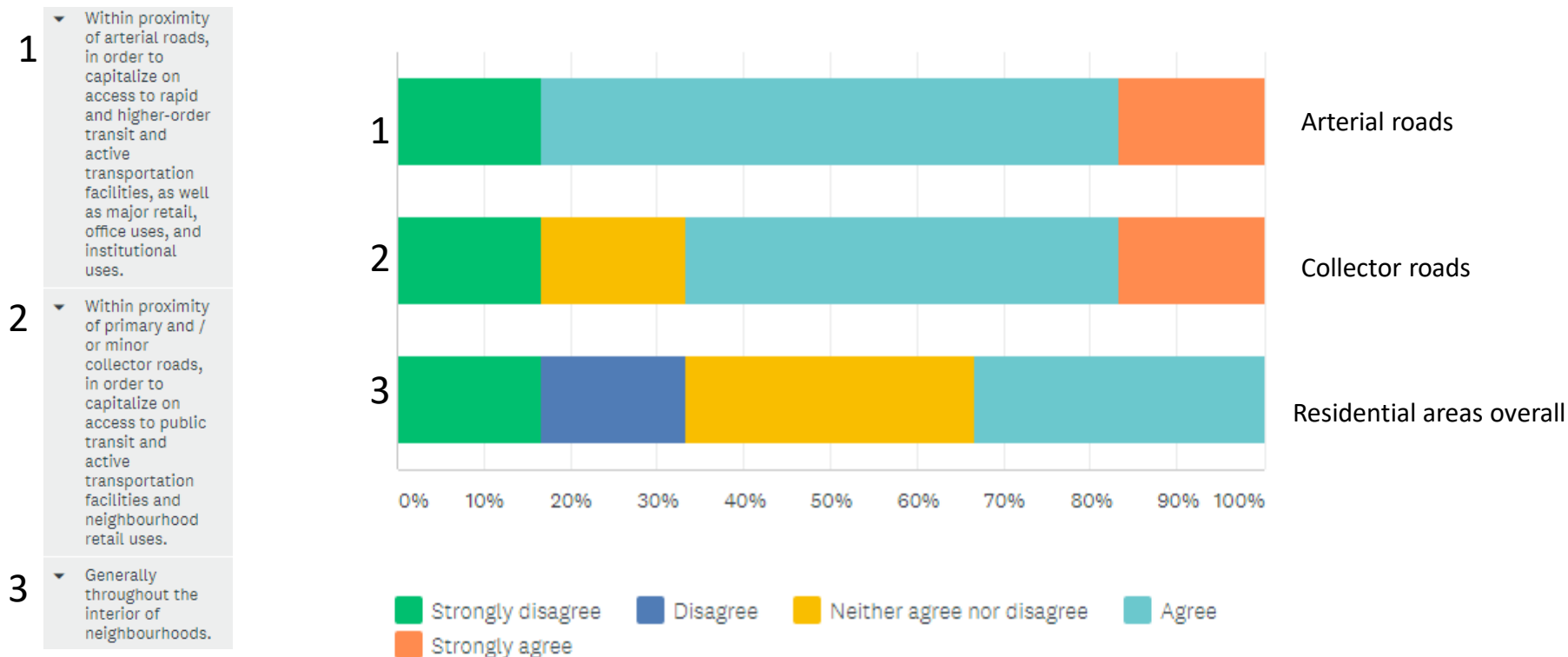
- 1 ▾ Individuals, couples and empty nesters who have minimal requirements for living space.
- 2 ▾ New families, with moderate requirements for living space.
- 3 ▾ Individuals participating in multi-generational or other co-living / co-housing arrangements with moderate to significant requirements for living space and / or unique unit and building configurations.
- 4 ▾ Aging seniors and persons with disabilities, who have moderate to significant accessibility requirements in combination with a range of living space requirements.



## 4. COUNCIL SURVEY



The Official Plan policies should state that the Town will allow for a greater diversity and range of building types and housing choices:

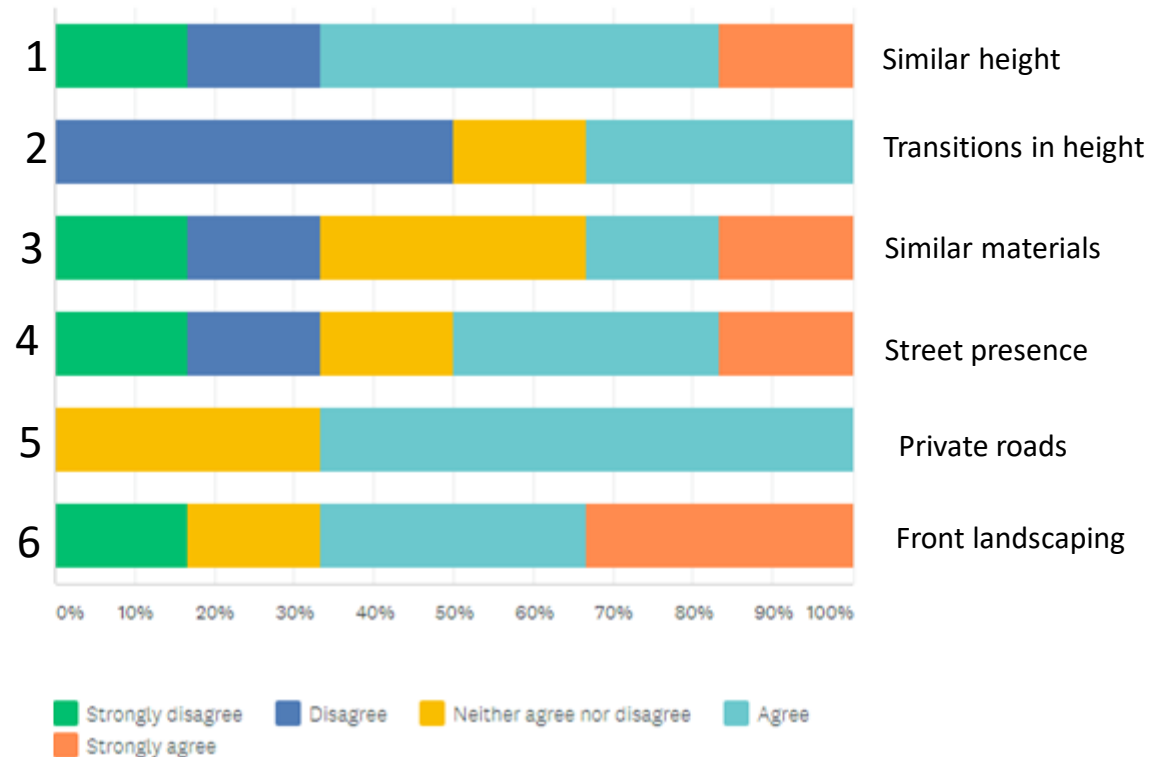


# 4. COUNCIL SURVEY



The Official Plan should contain policies which direct that when new forms of development occur:

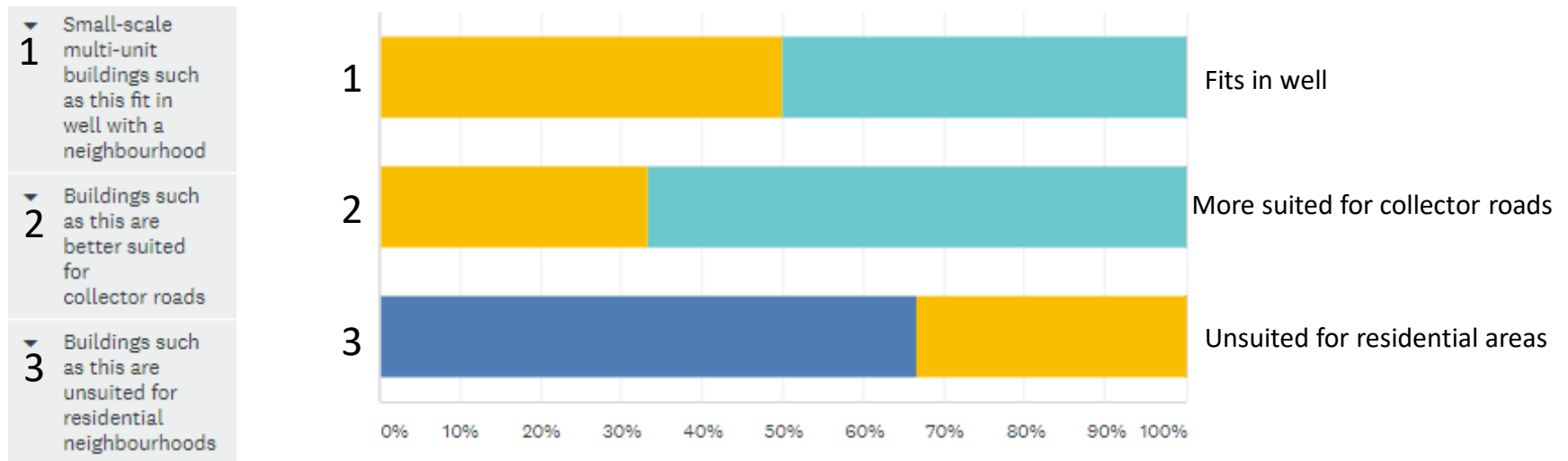
- |                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                     |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>1 It is similar in height to its streetscape neighbours</p> <p>2 It can be taller than its streetscape neighbours but should gradually transition in height</p> <p>3 It should reflect the material palette that is common among its streetscape neighbours</p> | <p>4 It should have a street presence (front doors, driveways, garages) similar to its streetscape neighbours</p> <p>5 When on larger lots with multiple units (e.g. townhouses) it should be permitted to create a private internal street onto which dwellings can front and have driveways</p> <p>6 It should provide similar front yard landscaped areas as its streetscape</p> |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|





## 4. COUNCIL SURVEY

The presentation discussed how there are buildings with multiple units (e.g. triplexes) in many Newmarket neighbourhoods that look and feel like a single detached dwelling (example above that was recently rebuilt). Please indicate your agreement with the following statements:

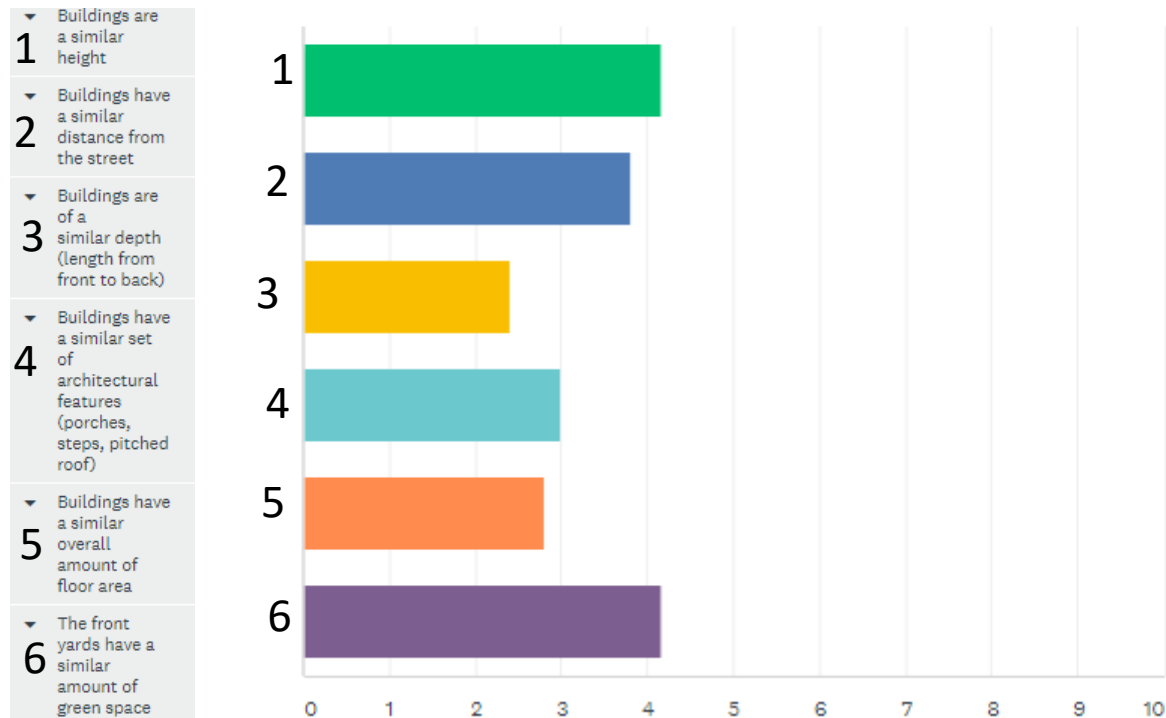





## 4. COUNCIL SURVEY



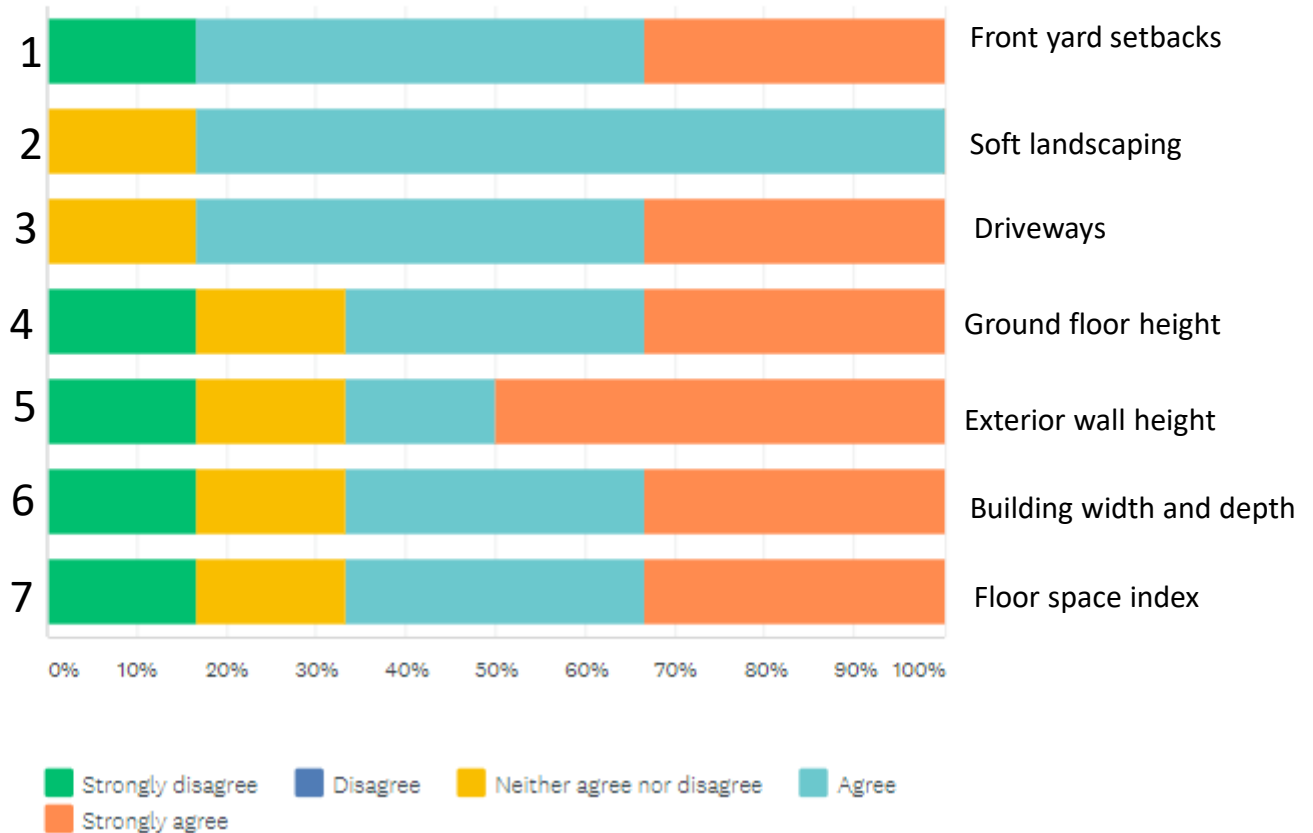
When you think of compatibility between houses in a neighbourhood, how would you rank the importance of the following elements?




# 4. COUNCIL SURVEY

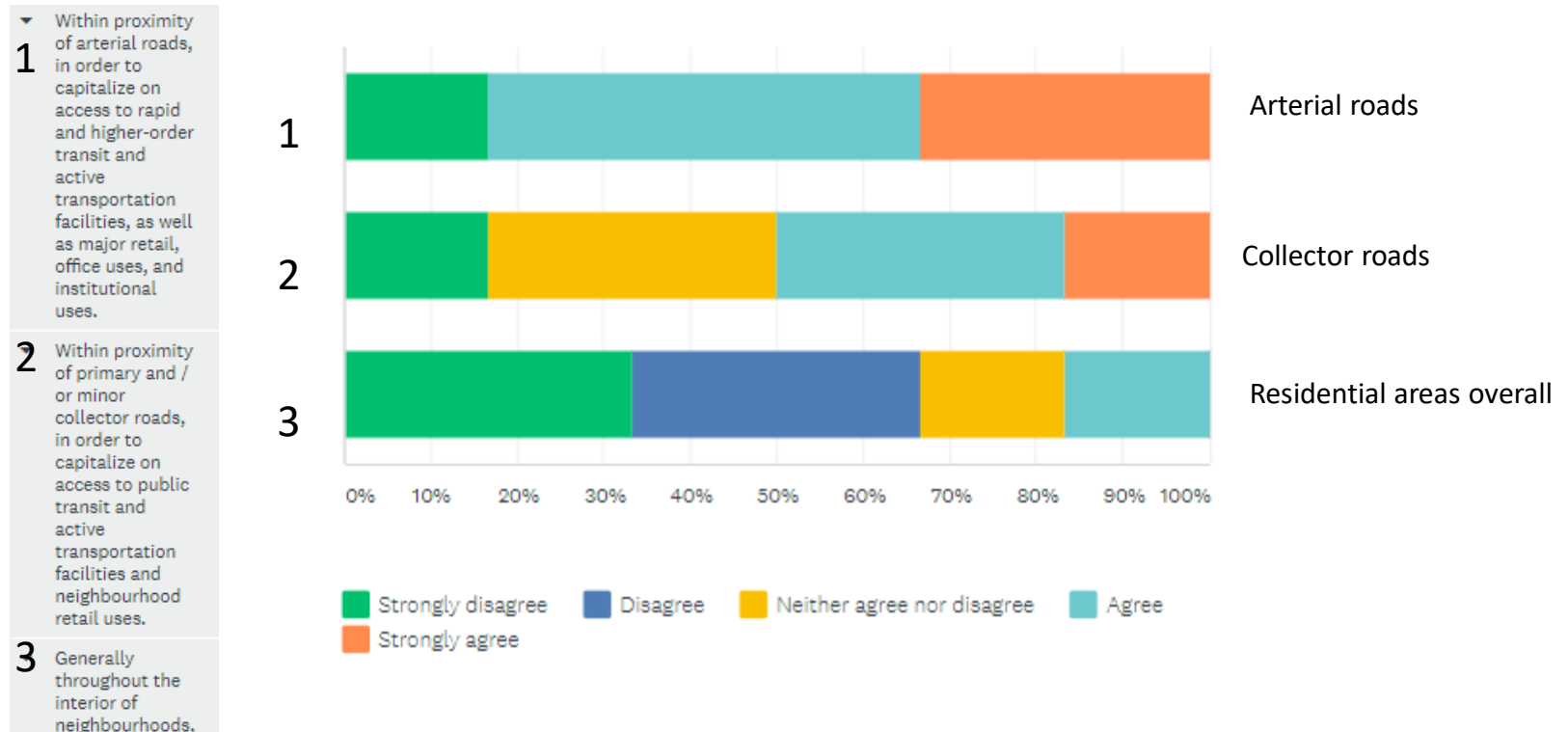
 The Zoning By-law should incorporate new site and building design standards to regulate:

- |                                                                                                                                                                                                       |                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                            |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>1 Maximum front yard setbacks, to be provided in addition to minimum setback requirements, in order to ensure that future development respects prevailing street wall conditions.</p>              | <p>4 Maximum ground floor / finished first floor height, in order to ensure that future development respects prevailing ground floor and front porch heights, while minimizing the number of steps required to reach the ground floor.</p> | <p>6 Maximum building width and / or depth, to be used in combination with maximum lot coverage requirements, in order to ensure that future development respects prevailing massing conditions and the scale of existing development.</p> |
| <p>2 Minimum soft landscaping requirements, in order to maintain prevailing front and rear yard landscaping patterns, and promote on-site stormwater management practices.</p>                        | <p>5 Maximum exterior wall heights, to be used in combination with maximum building heights, in order to ensure that future development respects prevailing massing conditions and the scale of existing development.</p>                  | <p>7 Maximum density / floor space index, to be used in combination with maximum lot coverage requirements, in order to ensure that future development respects prevailing massing conditions and the scale of existing development.</p>   |
| <p>3 Maximum number of driveway entrances / curb-cuts, in order to ensure that future development maintains prevailing front yard landscaping patterns, and the continuity of existing sidewalks.</p> |                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                            |



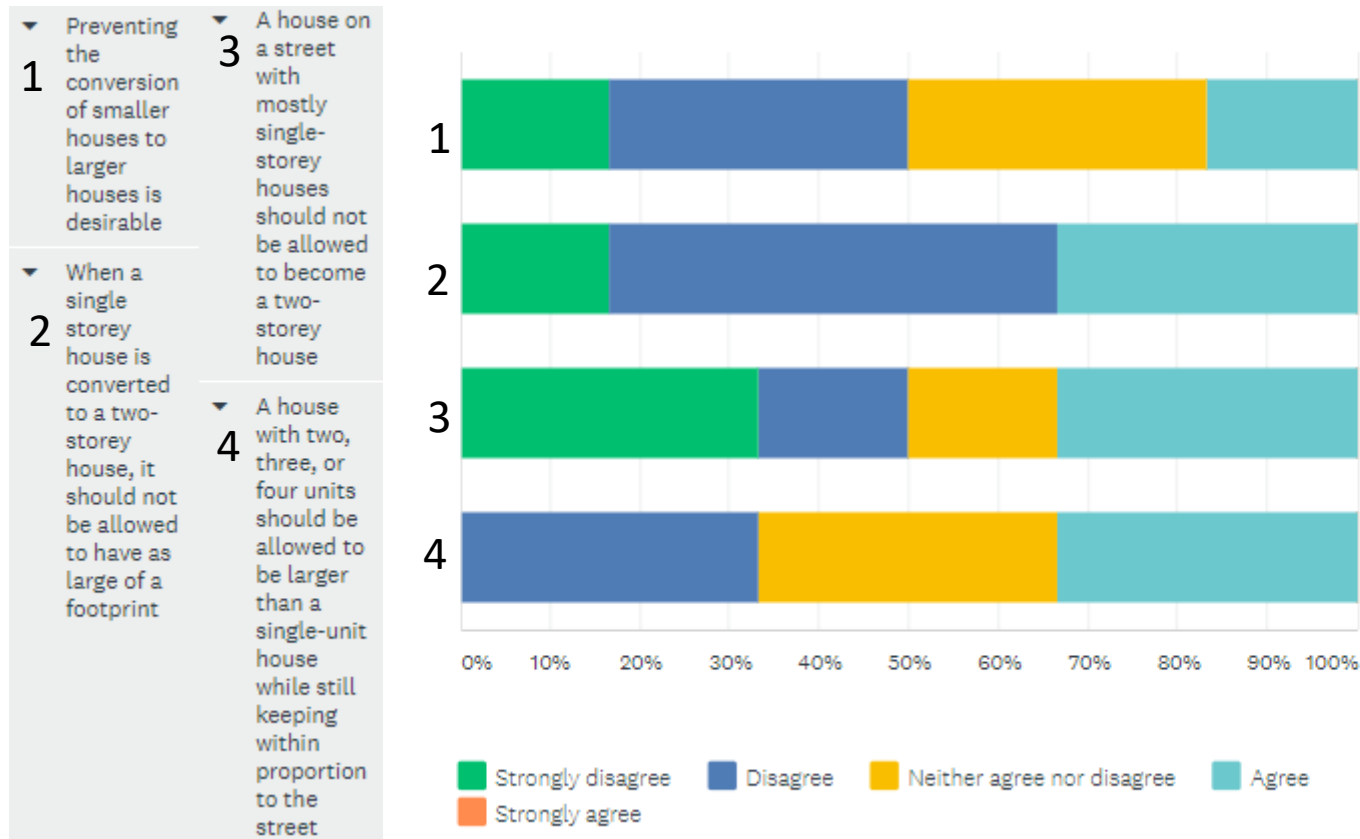
## 4. COUNCIL SURVEY

 The Zoning By-law should allow for a greater diversity and range of building types and housing choices:




## 4. COUNCIL SURVEY

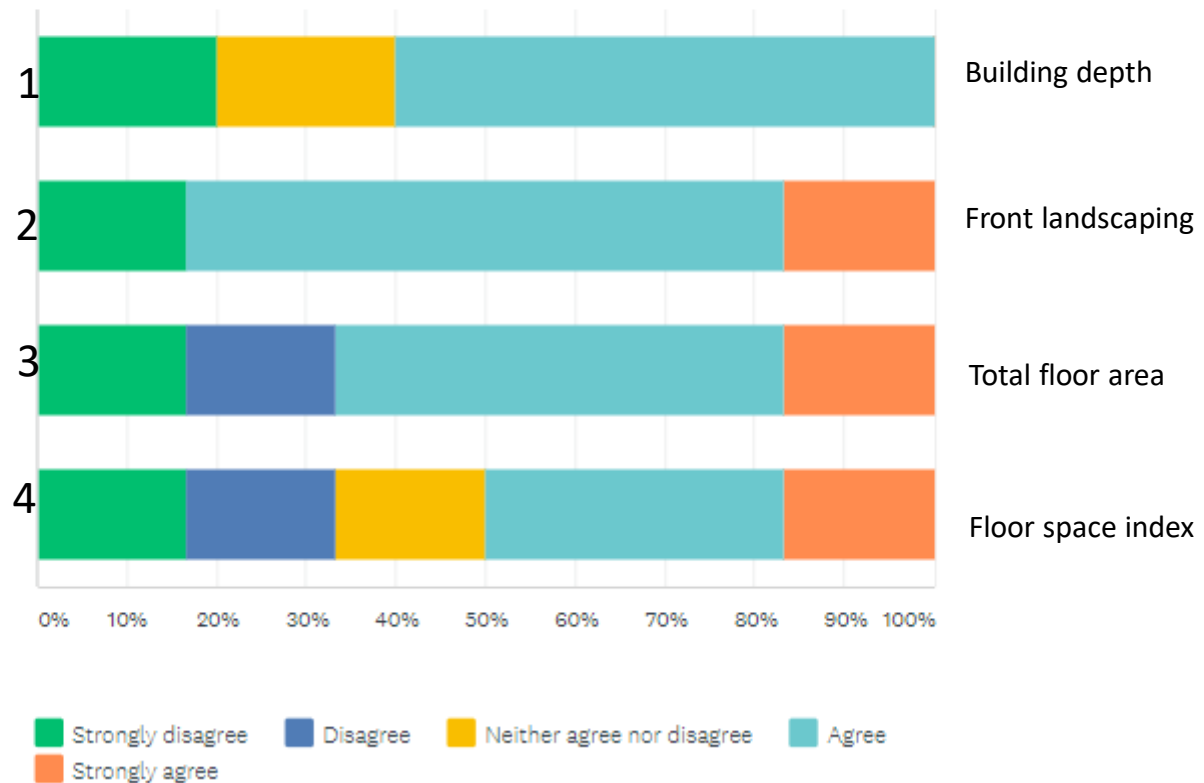
Please indicate the degree to which you agree with the following statements




## 4. COUNCIL SURVEY

 Zoning can control development by defining measures and creating limits on them. Please indicate your level of support for using the zoning by-law to more tightly limit the following types of measures.

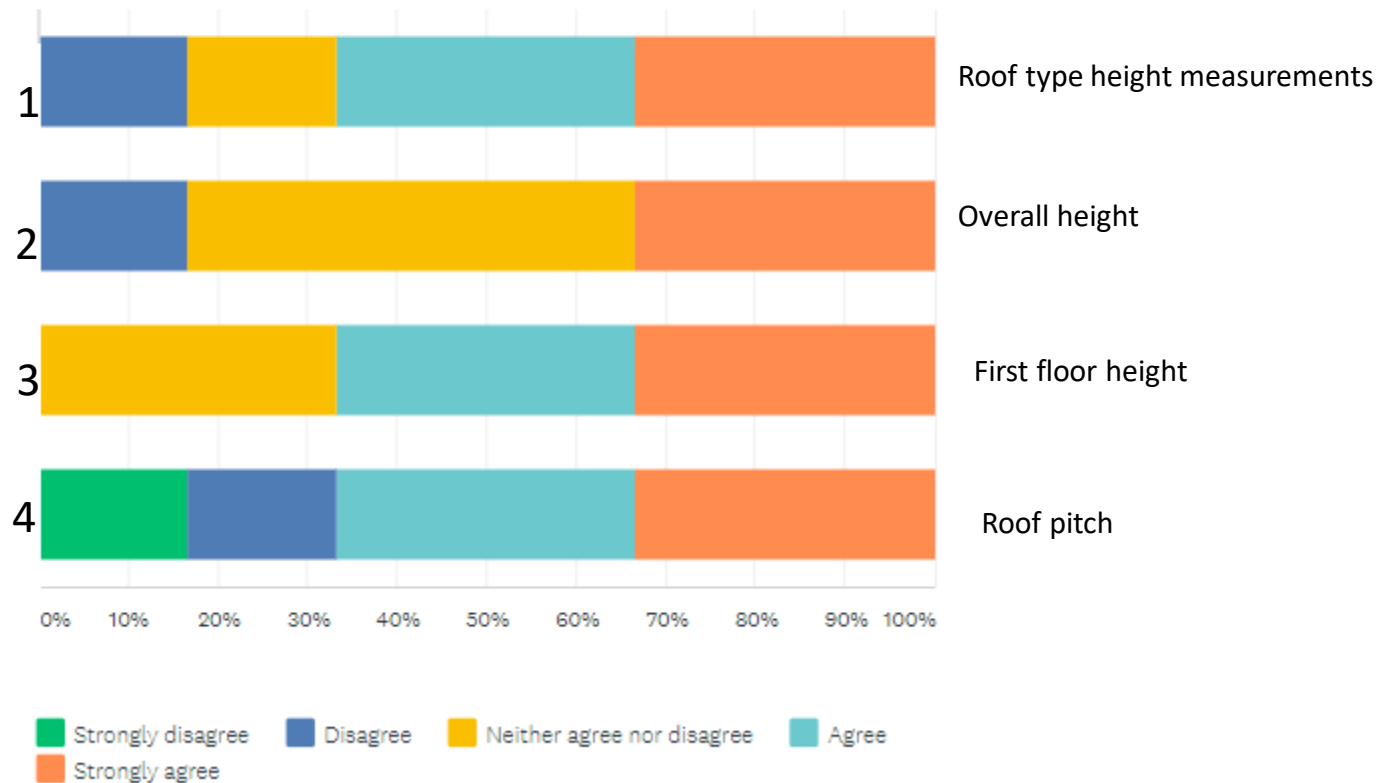
- 1 1. Setting a maximum length/depth of a house
- 2 2. Requiring a certain proportion of front yard landscaping
- 3 3. Regulating the maximum overall amount of floor area
- 4 4. Regulating the maximum floor space index (that is, a relation of how much floor area a building can have relative to lot size)



## 4. COUNCIL SURVEY


 Different ways of controlling building height are possible. Please indicate your level of support for using the zoning by-law to more tightly limit the following types of measures.

1	5. Changing how height is measured (e.g. to peak, to midpoint) to discourage roofs of such massing and height	3	7. Setting a maximum height for the first floor above grade to ensure entrances are prominent and close to the street
2	6. Reducing the overall permitted maximum height	4	8. Including rules for roof pitch to ensure the additional height provided for pitched roofs is not used to create a flat-roof condition

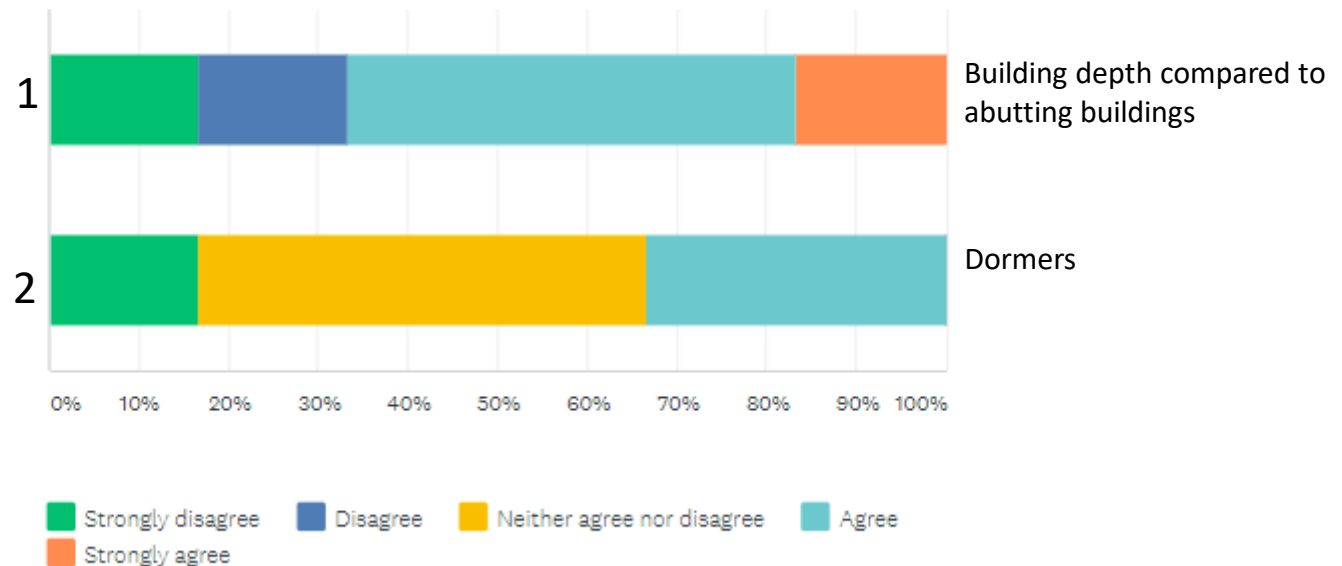




## 4. COUNCIL SURVEY

 Different ways of controlling building size are possible. Please indicate your level of support for using the zoning by-law to more tightly limit the following types of measures.

- ▼ 10.  
1 Regulating the maximum length/depth of the building to be similar to or within a certain relation of abutting buildings
- ▼ 11.  
2 Regulating the proportion of a roof that can contain dormers to avoid having a roofline appear as a storey



## 4. COUNCIL SURVEY

## Key takeaways and broad patterns :

- Recognition of changing housing needs for a range of demographic groups and family structures (i.e. families, seniors, etc.)
- General consensus on the importance of preserving character of existing neighbourhoods, with some flexibility for different styles (i.e. roofs) and allowances for context-specific variation
- Desire to protect public realm features (i.e. tree canopy, landscaping, driveways, curb-cuts, etc.) to the same or greater extent as built form characteristics – reflective of feedback from public consultation
- Emphasis on how buildings are perceived from the street – general desire to ensure conformity for building height, entrance location and orientation, setbacks, and soft landscaping to avoid “out of place” visual impacts
- Weaker preference for stringent controls on ‘hidden’ elements such as building depth, floor area or floor space index



## 4. COUNCIL SURVEY

## Key takeaways and broad patterns :

- Interestingly, “variety of styles”, “mixed built form”, “eclectic mix of type of styles” identified as distinctive element worthy of preservation
- General support for an increased diversity of building types and housing options in neighbourhoods, including small multi-unit developments – however, mixed tolerance for larger building footprints as a result of conversions from single-family homes
- Consensus around the need to increase housing choice and affordability for residents – look to successful precedents and consider broader context of growth
- Need for a flexible and balanced approach to guide change and development – balance competing and complex interests around preservation, renewal, heritage, affordability, homeowner rights, and well-being



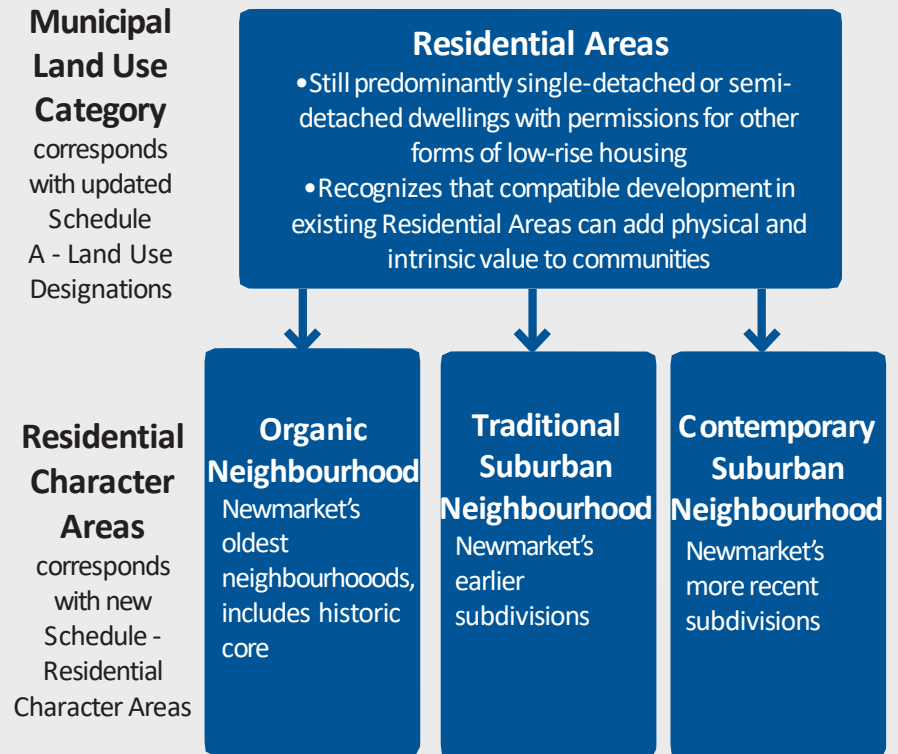
# 5. EMERGING POLICY DIRECTIONS

## Potential Official Plan Structure

Introduce a new layer of Official Plan policy which provides direction for new development within individual Residential Character Areas and:

- defines the boundaries of each Residential Character Area
- provides a neighbourhood character statement, list of predominant built form conditions and predominant public realm conditions;

### Town of Newmarket Official Plan



# 5. EMERGING POLICY DIRECTIONS

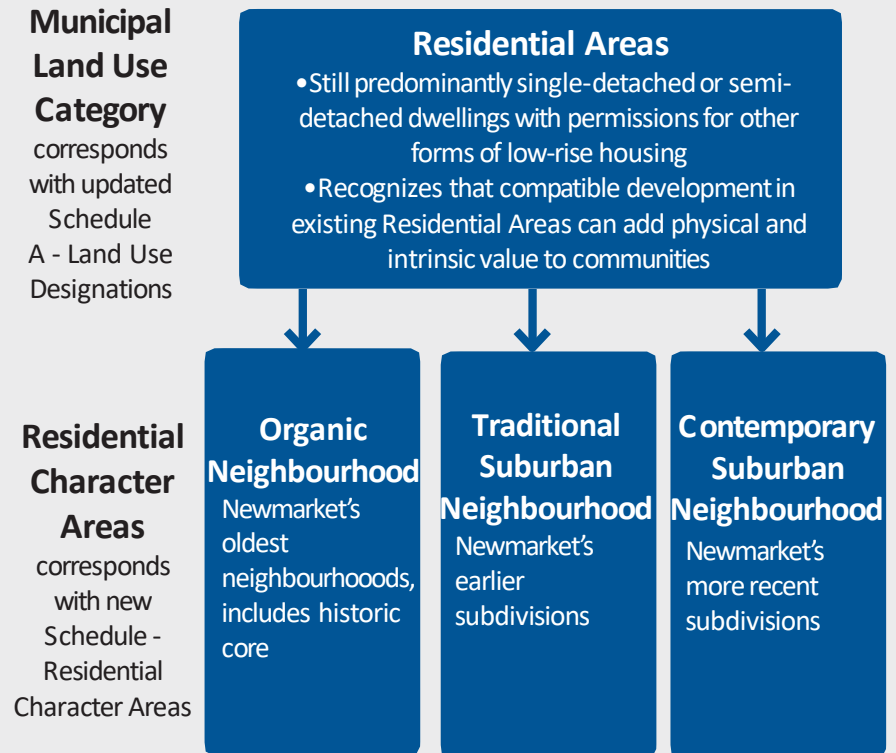


## Potential Official Plan Structure

Introduce a new layer of Official Plan policy which provides direction for new development within individual Residential Character Areas and:

- recognize that new development will occur, and provides greater guidance on where it may be appropriate and what is important to ensure when it does occur
- directs that while development will differ from the existing built form, it should respect these physical conditions while responding to unique site conditions and demonstrating neighbourhood compatibility.

### Town of Newmarket Official Plan



# 5. EMERGING POLICY DIRECTIONS



## Official Plan (December 2016 Consolidation)

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- Consolidate stable and emerging Residential Areas
- Establish an overlay for each Character Area identifying predominant characteristics for development to respect
- Identify a hierarchy that maintains built forms similar to the existing dwellings on local streets, while allowing gradual increases in density along higher-order roads
- Update OP and zoning policies related to supportive housing to conform to tribunal and judicial decisions (i.e. remove separation distances)
- Update OP policies related to ADUs to conform to Planning Act, leave specific zoning by-law regulations for future project
- Update permissions related to small-scale commercial uses and diversity of residential uses on collector roads
- Add new policies related to Character Areas and how development should incorporate elements of prevailing built form and provide appropriate transitions

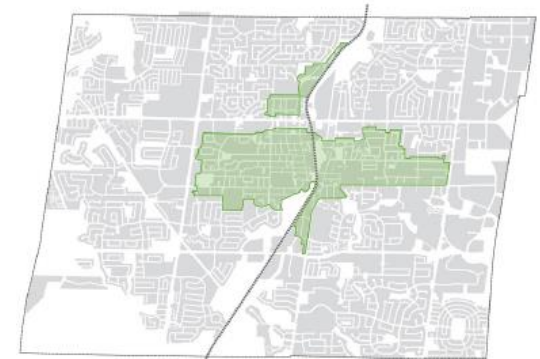
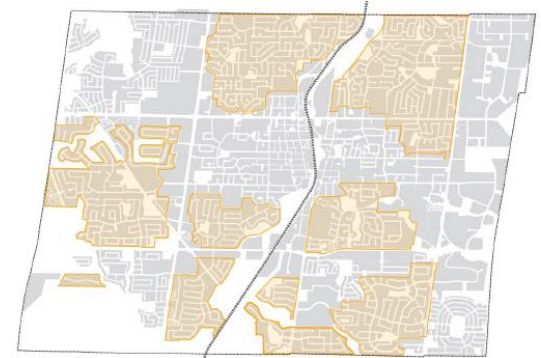
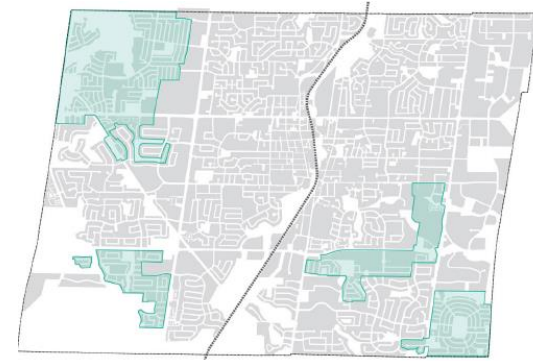


# 5. EMERGING POLICY DIRECTIONS

## Character Areas

### Potential Official Plan Amendments

- Recognize predominant built form for each area in policy
- Acknowledge the mix of uses that occurs in residential areas, principally along collector roads (e.g. small-scale commercial on Prospect Street and Eagle Street)
- Set policy foundation for compatibility of change on major roads while continuing to direct intensification away from interior residential areas
- Ensure that any future Planning Act applications will respect prevailing built form and adhere to compatibility policies



# 5. EMERGING POLICY DIRECTIONS

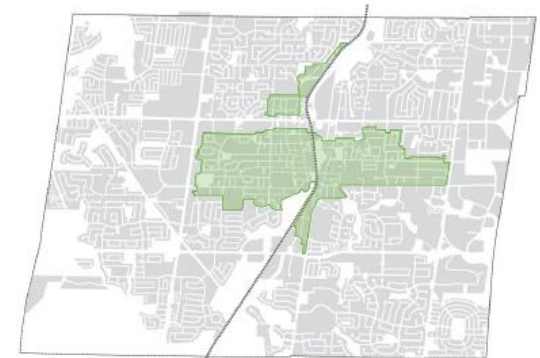
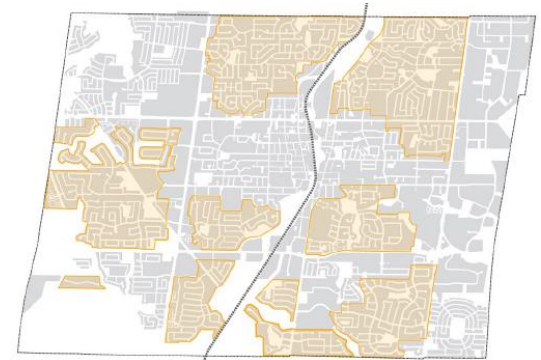
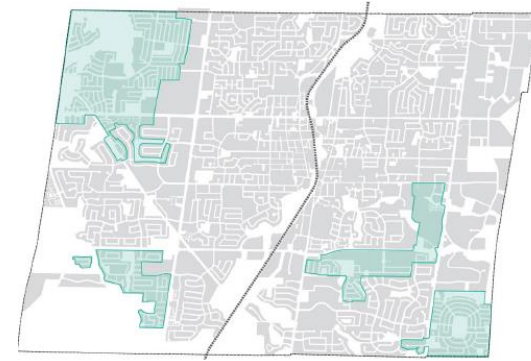
## Potential Zoning By-Law Amendments

- Principles
  - Increase diversity of housing options
  - Allow flexibility and change
  - Allow diversity of styles
  - Allow renewal and redevelopment
  - Ensure similarity in built form massing
  - Focus on how a building is perceived from the street
  - Keep it understandable
  - Work with established tools

# 5. EMERGING POLICY DIRECTIONS

## Character Areas

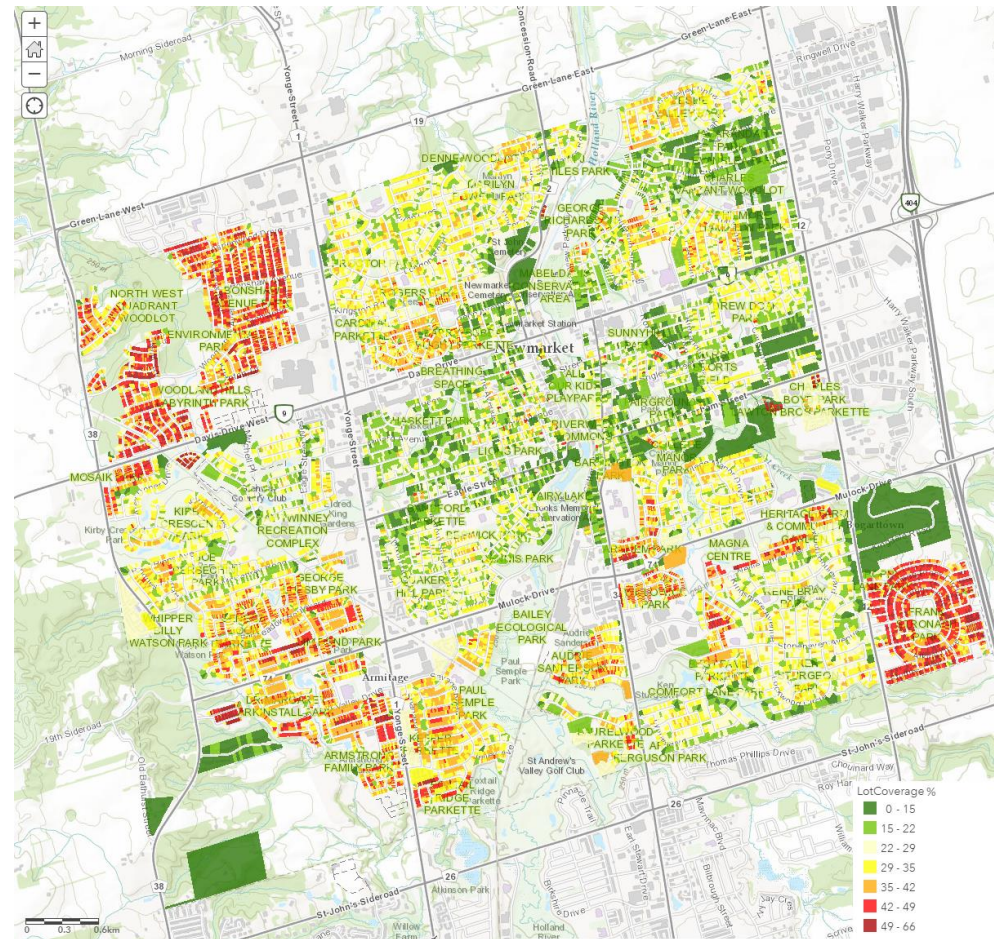
- Contemporary Suburban Neighbourhoods
  - No changes intended due to being recently-constructed neighbourhoods
  - Buildings largely represent maximum permitted building sizes
- Traditional Suburban neighbourhoods
  - Revise regulations on lot coverage to better match prevailing built form
- Organic Growth neighbourhoods
  - Revise regulations on height and roof types to better match prevailing built form
- Overall changes
  - Revise regulations on lot coverage to better match prevailing built form
  - Address supportive housing policies
  - Clarify height, storey, and grade
  - Clarify front yard soft landscaping requirements
  - Increase side-yard setbacks for larger lots
  - Clarify roof pitch definitions
  - Clarify definitions of common features
  - Recognize and permit diversity of uses on arterial and primary collector roads
  - Ensure consistency by consolidating zoning by-laws



# 5. EMERGING POLICY DIRECTIONS

## Potential Zoning By-Law Amendments

- Revise regulations on lot coverage to better match prevailing built form
- Single coverage permission (35%) for most lots outside of oldest parts of Wards 2 and 5
- Very different existing coverage across some of these areas
- Map show lot coverage
- Adjacent areas with same rules, very different existing built form





# 5. EMERGING POLICY DIRECTIONS

## Potential Zoning By-Law Amendments

- Revise regulations on lot coverage to better match prevailing built form

- Existing 16% coverage



- Permitted 25% coverage



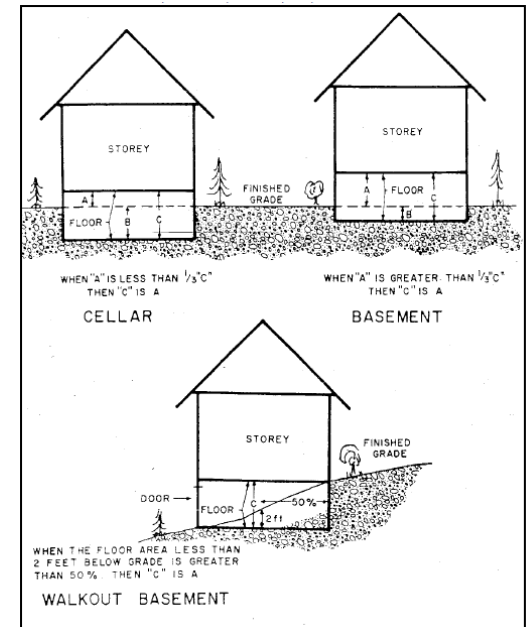
- Permitted 35% coverage



# 5. EMERGING POLICY DIRECTIONS

## Potential Zoning By-Law Amendments

- Clarify height, storey, and grade
  - Fundamental existing control on house height is two storey limit and maximum storey height of 3.6m
  - Definitions of storey, basement, and cellar are challenging to interpret
  - No definition of half-storey
  - Revised definitions will better ensure that building height is properly limited
  - Controlling overall height better will allow for more flexible internal designs
  - Control maximum height of first storey above grade to keep consistent pattern of prominent entrance features

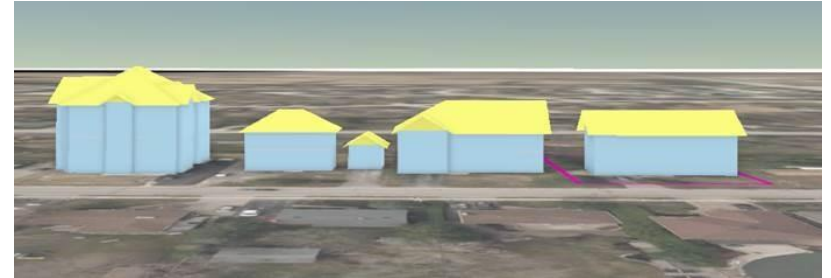


# 5. EMERGING POLICY DIRECTIONS

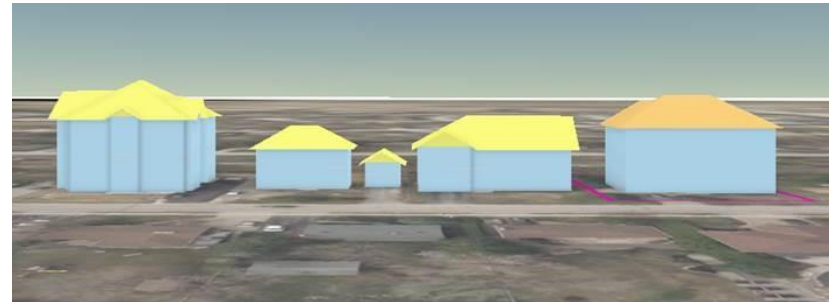
## Potential Zoning By-Law Amendments

- Clarify height, storey, and grade

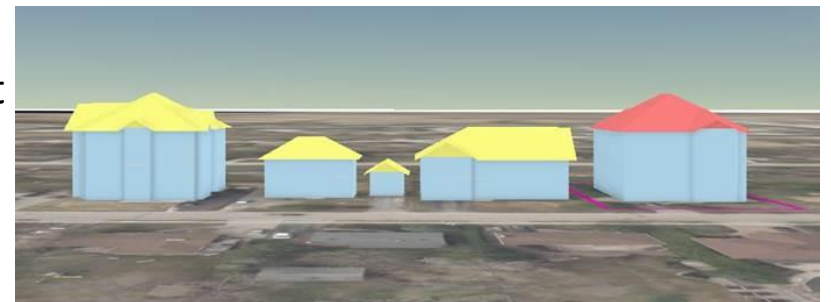
- Existing one storey ~6m height



- Permitted two-storey ~9m height



- Permitted two-storey ~10m height

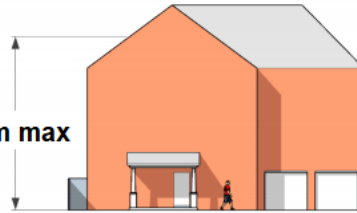


# 5. EMERGING POLICY DIRECTIONS

## Current Regulation Height provisions

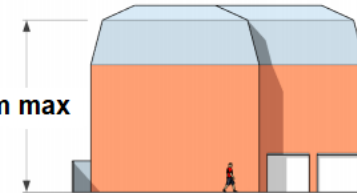
In the case of a **Gable, hip or gambrel roof,**  
the mean height between the eaves and ridge.

10.7m max



In the case of a **Mansard roof,**  
the decline of the roof.

10.7m max



In the case of a **Flat roof,**  
the highest point of the roof surface or parapet, whichever is greater.

10.7m max



## Proposed Regulation Height provisions

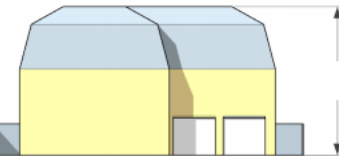
In the case of a **Gable, hip or gambrel roof,**  
the highest point of the roof.

max.



In the case of a **Mansard roof,**  
the highest point of the roof surface

max.



In the case of a **Flat roof,**  
the highest point of the roof surface or parapet, whichever is greater.

max.

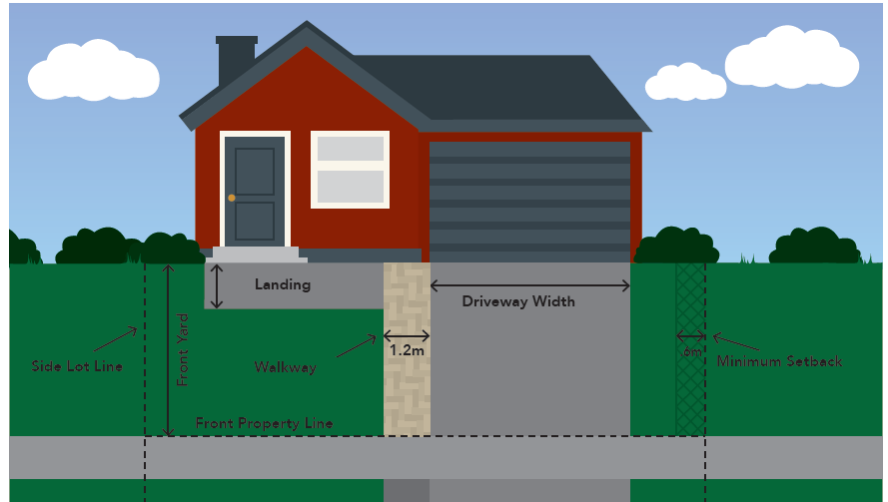




## 5. EMERGING POLICY DIRECTIONS

## Potential Zoning By-Law Amendments

- Clarify soft landscaping requirements
  - Zoning by-law currently has regulations that limit hard landscaping
  - Rules are un-intuitive and could be better framed
  - No change to driveway standards intended



# 5. EMERGING POLICY DIRECTIONS

## Potential Zoning By-Law Amendments

- Increase side-yard setbacks for larger lots
- R1-C zone lots are larger and tend to be bungalows with ample open space
- Existing standards allow same side-yard setbacks as smaller lots
- Slight increase will still allow for growth and change while maintaining open feeling of street

Typical Built Form	Detached dwelling						
Regulatory Set:	A	B	C	D	Ex. 119	E	F
Min. Lot area	0.8 ha	1860 m <sup>2</sup>	743 m <sup>2</sup>	511 m <sup>2</sup>		330 m <sup>2</sup>	265 m <sup>2</sup>
Min. Lot Frontage	60.0 m	30.0 m	18.0 m	15.0 m		12.0 m	9.7 m
Min. Yard Setbacks							
From Front Lot Line	30.0 m	9.0 m	7.5 m	7.5 m	(*14)	4.5 m	4.5 m
From Rear Lot Line	15.0 m	9.0 m	7.5 m	7.5 m	7.5m	7.5 m	7.0 m
From Exterior Side Lot Line	-	6.0 m	6.0 m	6.0 m	6.0m	3.0 m	3.0 m
From Interior Side Lot Line							
One Side	7.5 m	1.8 m	-	-	-	0.6 m	0.6 m
Other Side	7.5 m	4.2 m	-	-	-	1.2 m	1.2 m
Each Side 1 Storey	-	-	1.2 m	1.2 m	1.2m	-	-
Each Side 1.5 Storeys	-	-	1.5 m	1.5 m	1.5m	-	-
Each Side 2 Storeys	-	-	1.8 m	1.8 m	1.8m	-	-
Min. Building Separation	-	-	-	-	-	1.8 m	1.8 m
Max. Lot Coverage	15%	20%	35%	35%	35% if one storey 25% if two storeys	45%	47%
Max. Height	10.7 m (2 storeys)	10.7 m (2 storeys)	10.7 m (2 storeys)	10.7 m (2 storeys)	10.0m (2 storeys)	11.0 m (2 storeys)	11.0 m (2 storeys)
Min. Driveway Width (*7)	-	-	-	-	-	3.0 m	3.0 m
Max. Driveway Width (*7)	-	-	-	-	-	-	-
By-law 2011-25	9m	9m	6m	6m	6m	6.0 m	5.5 m
Min. Driveway Length (*11)	-	-	-	-	-	-	-
Garage Door Segmented	-	-	-	-	-	10 m (*12)	10 m (*12)
Non-Segmented Garage Door	-	-	-	-	-	11.2 m	11.2 m

# 5. EMERGING POLICY DIRECTIONS

## Potential Zoning By-Law Amendments

- Clarify roof pitch definitions
  - By-law provides different ways of measuring height of a house based on the pitch of its roof
  - There are no definitions of what constitutes each type of roof
  - Defining based on pitch will provide greater clarity and ensure that heights are accurately measured

### Height

Means the vertical distance measured between the average finished grade and any of the following:

- 1) on a flat roof, the highest point of the roof surface or the parapet, whichever is the greater;
- 2) the deckline of a mansard roof;
- 3) on a gabled, hip, gambrel or any other type of pitched roof, the mean distance between the eaves and ridge of a roof; or
- 4) the highest point of a *structure* without a roof. *By-law 2011-25.*

# 5. EMERGING POLICY DIRECTIONS

## Potential Zoning By-Law Amendments

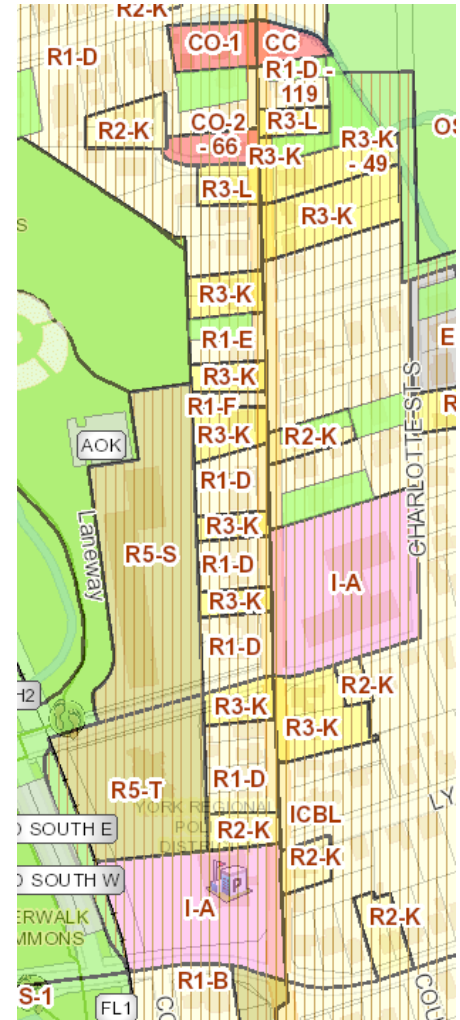
- Clarify definitions of common features.
- Some definitions are unclear and could benefit from refinement. Examples:
  - Porches by definition have a foundation, which is a distinction unrelated to the element of built form the by-law seeks to control (size and location)
  - A walkway is by definition adjacent to a driveway and the by-law has no provisions for walkways that are in side yards or from a front door to the street not adjacent to a driveway
  - Lack of definition of a half-storey

## 5. EMERGING POLICY DIRECTIONS

## Potential Zoning By-Law Amendments

- Recognize and permit diversity of uses on arterial and primary collector roads

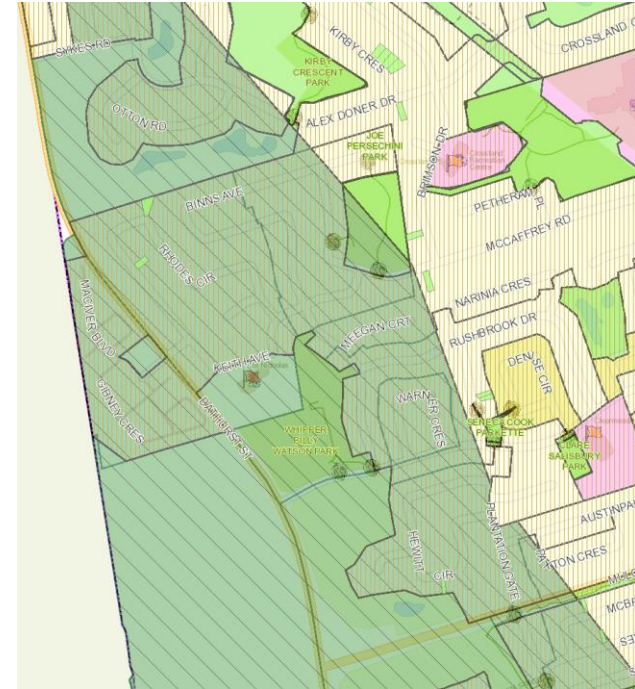
- Major streets that currently have a wide mix of uses
- Harmonize permissions of use to be consistent along streets
- Maintain existing built form permissions, subject to other recommended changes



# 5. EMERGING POLICY DIRECTIONS

## Potential Zoning By-Law Amendments

- Ensure consistency by consolidating zoning by-laws
  - Residential lands that remain under Zoning By-law 1979-50
  - Amend to comparable standards of By-law 2010-40
  - Harmonize definitions and bring under amendments that were made to By-law 2010-40
  - No change contemplated for open space lands or lands subject to other applications



# 5. EMERGING POLICY DIRECTIONS

## Character Areas

- Contemporary Suburban Neighbourhoods

- No changes intended due to being recently-constructed neighbourhoods
- Buildings largely represent maximum permitted building sizes

- Traditional Suburban neighbourhoods

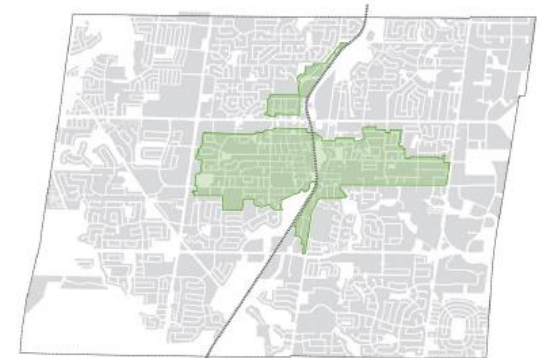
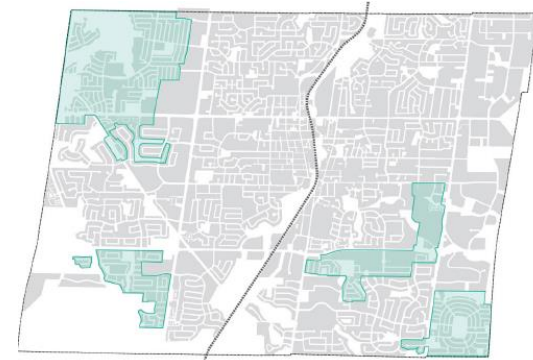
- Revise regulations on lot coverage to better match prevailing built form

- Organic Growth neighbourhoods

- Revise regulations on height and roof types to better match prevailing built form

- Overall changes

- Revise regulations on lot coverage to better match prevailing built form
- Address supportive housing policies
- Clarify height-storey-grade relationship
- Clarify front yard soft landscaping requirements
- Increase side-yard setbacks for larger lots
- Clarify roof pitch definitions
- Clarify definitions of common features
- Recognize and permit diversity of uses on arterial and primary collector roads



## 6. NEXT STEPS

### Target project timeline

- January 20 – Special Committee of the Whole
- Jan-Feb – Staff prepares specific recommended by-laws based on Committee feedback
- February – Statutory notice of proposed amendments to Council and public
- April 14 – Statutory Public Meeting
- May 25 – Recommendation report to Committee of the Whole
- July 20 – Expiry of Interim Control By-law



# 6. NEXT STEPS

## Executive summary

- Proposing to amend the Official Plan to revise Residential Areas and Compatibility policies
- Proposing to amend the zoning by-law to:
  - Make height and coverage more closely reflect existing neighbourhoods
  - Change how we measure height based on types of roofs
  - Increase flexibility in interior layout of homes
  - Make it easier to understand rules related to front yards and driveways
  - Recognize that arterial roads and the primary collectors Eagle Street, Gorham Street, and Prospect Street have a mix of uses
  - Make other required changes during the process of revising residential policies (supportive housing, ADUs, consolidating by-laws)
- Not final decision point nor final recommendation
- Staff will take direction, draft recommendations, provide public notice, schedule public meeting, and report back for future Council decision

## 6. NEXT STEPS

### Committee feedback

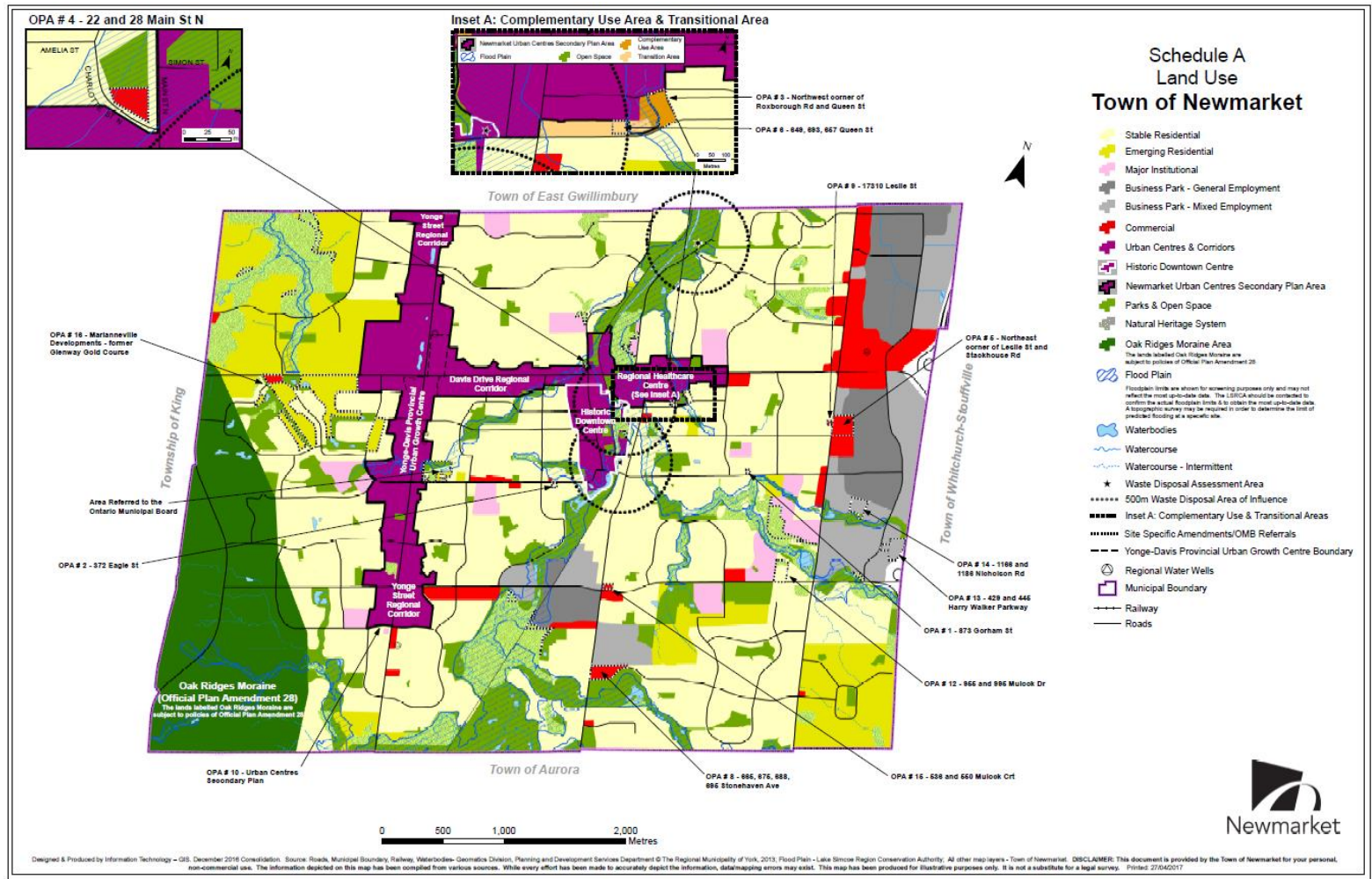
- Are we on the right track?
- Do you have specific questions or suggestions?

### Next opportunities for Committee input

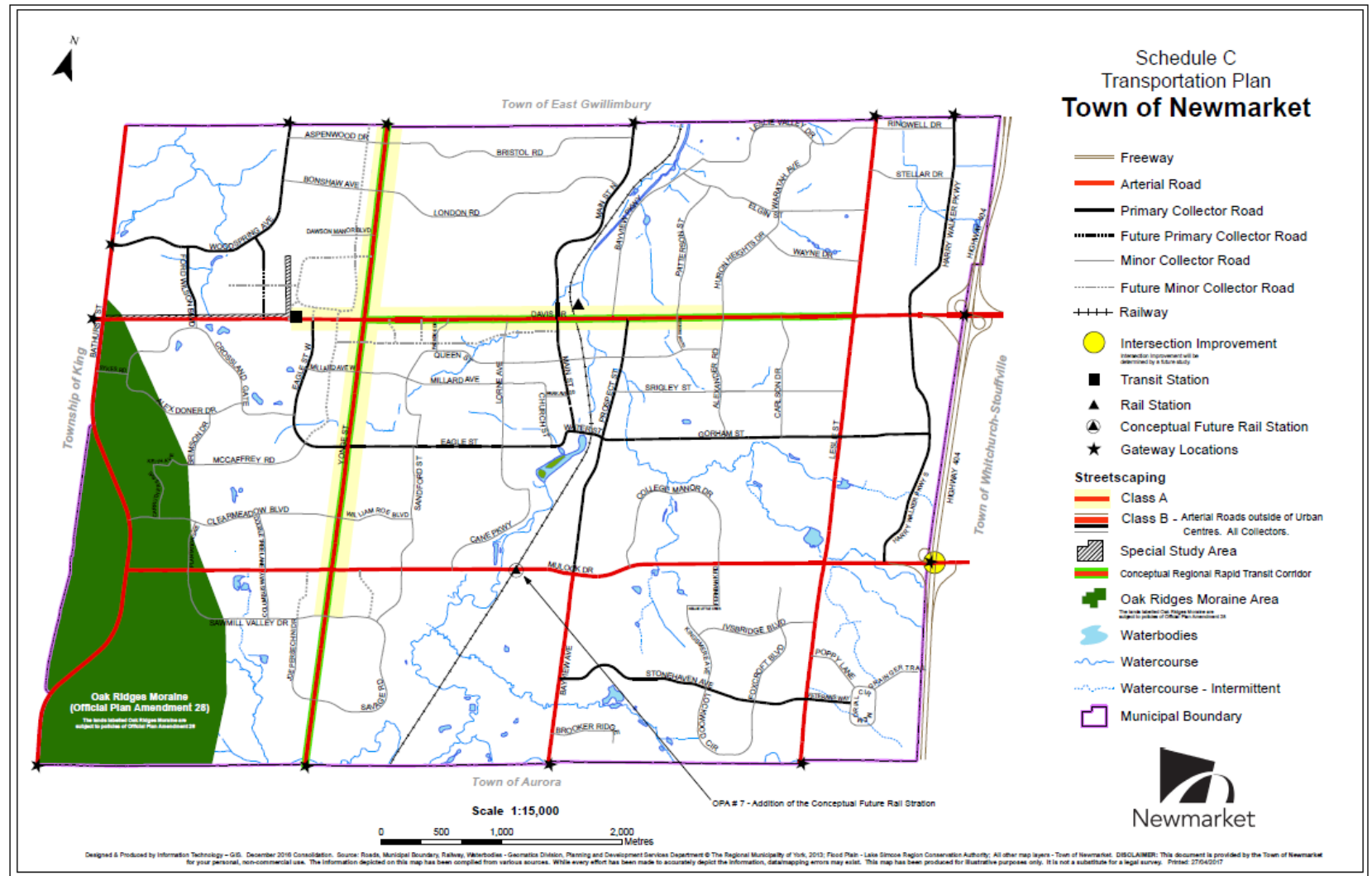
- In writing, following public notice of proposed amendments
- In person, at statutory public meeting
- Through motion, when recommendation report reaches Committee and Council

Thank you

# ADDITIONAL CONTEXT

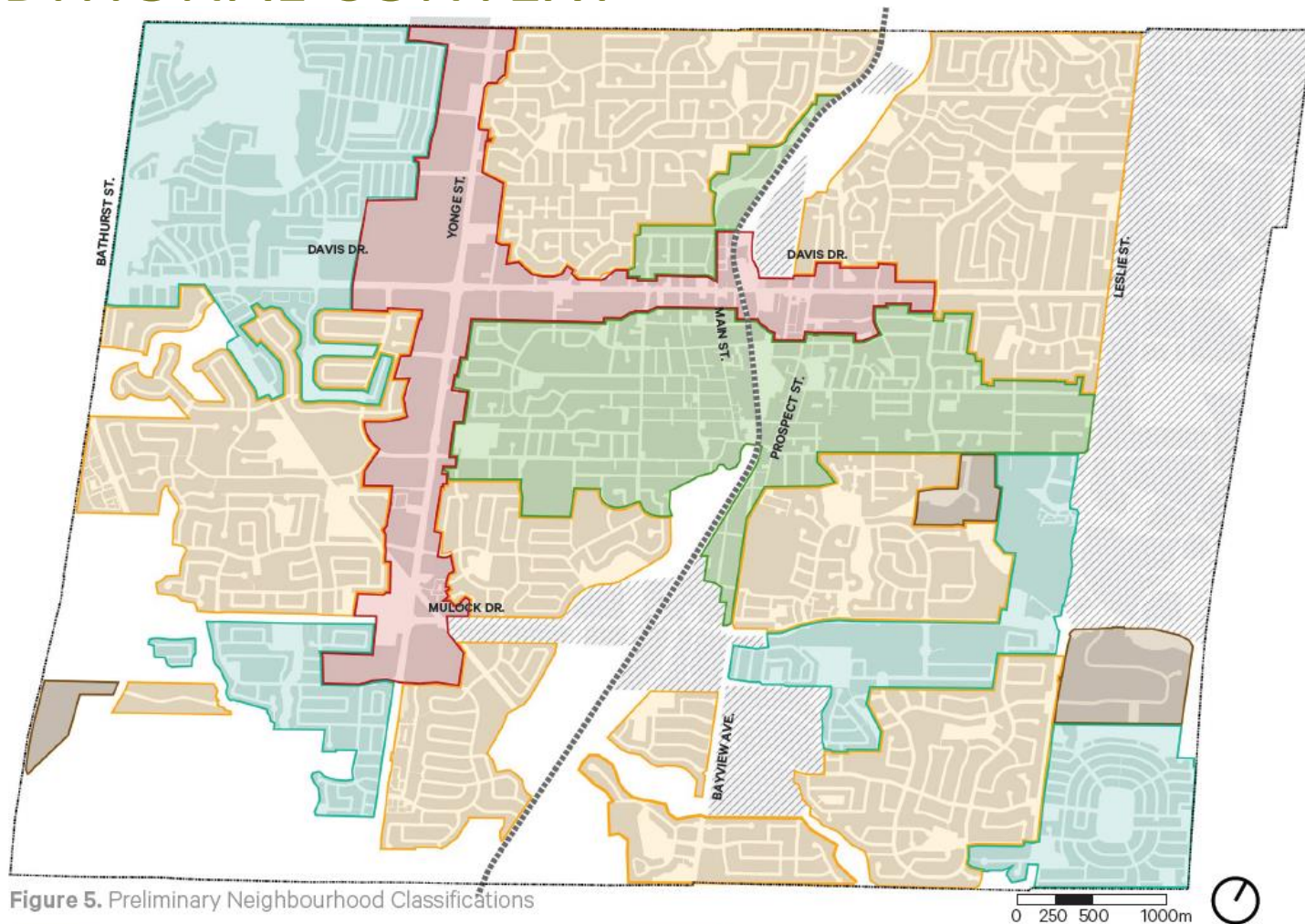


# ADDITIONAL CONTEXT





# ADDITIONAL CONTEXT



- Organic Neighbourhoods
- Traditional Suburban Neighbourhoods
- Contemporary Suburban Neighbourhoods

- Urban Centres
- Estate Neighbourhoods
- Municipal Boundary
- Rail

**TOWN OF NEWMARKET**  
ESTABLISHED  
NEIGHBOURHOOD  
COMPATIBILITY  
STUDY

**POLICY OPTIONS**

NOVEMBER 2019







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## APPENDIX

Appendix A: Public Information Centre #2 - Engagement Summary

# EXECUTIVE SUMMARY

## Project Purpose and Process

Growth and change are occurring in Newmarket's residential neighbourhoods, with a shift from suburban expansion to urban intensification. In recent years, there has been an increase in infill development in established residential neighbourhoods. Some of these developments have triggered concerns from residents regarding the compatibility of new homes or additions in established neighbourhoods.

The Established Neighbourhood Compatibility Study will result in an Official Plan Amendment and implementing Zoning By-law Amendment for the established residential neighbourhoods to ensure that new development is compatible with existing built form and community character.

The study focuses on residential neighbourhoods across the Town of Newmarket and will be undertaken over a year-long process from March 2019 to March 2020. It includes the following three phases:

- Phase One: Background Review and Analysis
- Phase Two: Policy Options; and
- Phase Three: Policy Recommendations & Amendments.

This report summarizes the findings from Phase Two, which is focused on creating a Neighbourhood Classification System and identifying Policy Options for residential neighbourhoods across Newmarket.

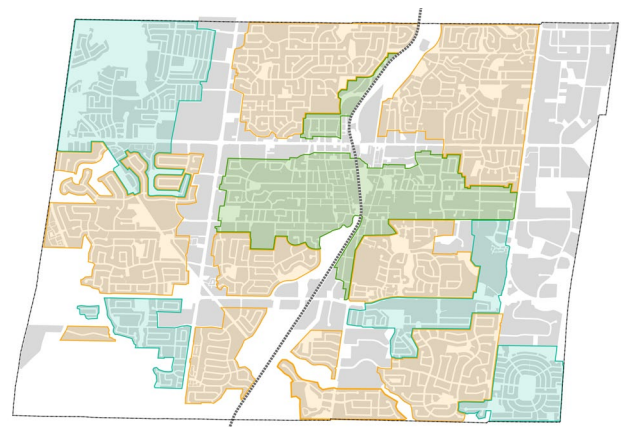
## Neighbourhood Classification System




Building upon a detailed planning policy review and analysis of existing conditions in Phase 1, a Neighbourhood Classification System categorizing all residential neighbourhoods across Newmarket was developed.

This was informed by a visual analysis of images of existing conditions in residential neighbourhoods across Newmarket. These images, which were selected to represent a wide geographical spread across the Town, and based in part on a driving tour, were analyzed for conditions relating to building design, site design and streetscape design. Following this, a tabulation of the results was completed, which highlighted shared characteristics across three neighbourhood typologies broadly based on their period of development.

These typologies were further refined through consideration of additional criteria including existing land use patterns, street network, property boundaries and servicing capacity. Using all of this information, boundaries for five Preliminary Neighbourhood Classifications were delineated. Of these preliminary classifications, the Estate Neighbourhoods and Urban Centres were identified as outliers. The three remaining classifications were confirmed as the Preferred Neighbourhood Classifications and focus of this study. They include:

1. Organic Neighbourhoods;
2. Traditional Suburban Neighbourhoods; and
3. Contemporary Suburban Neighbourhoods.



-  Organic Neighbourhoods
-  Traditional Suburban Neighbourhoods
-  Contemporary Suburban Neighbourhoods

## Organic Neighbourhoods

Organic Neighbourhoods are situated within and surrounding the historic core of the Town of Newmarket. Generally developed during the pre-war era, these neighbourhoods are characterized by smaller blocks with an interconnected grid of narrow streets, continuous sidewalks, varied landscaping, mature tree canopies, varied lot patterns, front and side-yard driveways with a variety of parking configurations, varied setbacks, and 1-2 storey building heights.



## Traditional Suburban Neighbourhoods

Traditional Suburban Neighbourhoods are situated between the historic core of the Town of Newmarket, and the Contemporary Suburban Neighbourhoods located at the periphery of the Town. Generally developed between the 1940's and 1990's, following the advent of subdivision-based planning, they are identified by longer and often disconnected blocks of wider curvilinear streets, discontinuous sidewalks, varied landscaping, evolving and maturing tree canopies, varied lot patterns, front and side-yard driveways with attached garages, varied setbacks, and 1-2 storey building heights.



## Contemporary Suburban Neighbourhoods

Contemporary Suburban Neighbourhoods are generally situated at the edge of the Town. They include developments constructed from the 1990's onwards, and are typified by moderately sized blocks with an interconnected modified grid of moderately sized streets, continuous sidewalks and landscaping, recently planted and emerging tree canopies, consistent lot patterns, front yard driveways with attached garages, consistent setbacks, and 2-storey building heights.





## Results of Public Engagement

The Established Neighbourhood Compatibility Study incorporates a robust and comprehensive engagement program into all three phases of work. Phase 1 engagement activities included Public Information Centre (PIC) 1, an interactive kiosk at the Main Street Farmer's Market, and social media engagement.

An online survey hosted on the Town's "Hey Newmarket website" served as a supplementary method of engagement. Largely a continuation of the questions presented in PIC 1, the survey focused on residents' personal perceptions of their neighbourhoods, with a focus on neighbourhood change.

The primary engagement activity for Phase 2 was the second Public Information Centre, which was held on October 19th at Riverwalk Commons. The purpose of the event was to provide an overview of the work done to date, present the preliminary Neighbourhood Classification System and Policy Directions, and receive feedback on the classifications while engaging face-to-face with residents. Over 100 people attended the event.

## Emerging Policy Directions

Development within Newmarket's neighbourhoods is guided by a series of provincial, regional and municipal policy documents. This study specifically addresses the Town of Newmarket Official Plan and Town of Newmarket Comprehensive Zoning By-law 2010-40, which are most closely linked to development at the neighbourhood level.

The current Official Plan includes an outdated land use designation structure delineating Stable Residential Areas and Emerging Residential Areas when both are at full build-out. Furthermore, permissions for higher-density forms such as triplexes, fourplexes, townhouses and row-houses are limited to Emerging Residential Areas.

This report proposes amendments to remove references to Stable and Emerging Residential Areas. Instead, this report proposes to include policies that would recognize the built form patterns of each neighbourhood while acknowledging the value of diverse housing types including low and medium-density forms of housing throughout all residential neighbourhoods. Additionally, it suggests a neighbourhood-level framework delineating Residential Areas within three Residential Character Areas: Organic Neighbourhoods, Traditional Suburban Neighbourhoods, and Contemporary Suburban Neighbourhoods. It proposes a defined list of predominant characteristics for each, requiring new development to ensure compatibility with existing built form and public realm standards.

The current Comprehensive Zoning By-law regulates permitted uses and built form standards through a series of five residential zones (R1-R5), with increasing permissions for higher-density forms. The current by-law is inconsistent with existing built form conditions, particularly in older Organic Neighbourhoods. As a result, many new infill developments constructed as-of-right are not compatible with neighbouring properties.

This report proposes three potential options for Zoning By-law Amendments. The options are aimed at requiring new development to respect the qualities of existing neighbourhoods; they differ based on their degree of specificity and include options to link zoning permissions to existing conditions on adjacent properties.

## Next Steps

The information contained in this report will serve as the basis for the preferred Policy Recommendations (Phase 3), which will be informed through feedback from the public, Town Council, municipal staff and other stakeholders. These will be presented in the Policy Recommendations Report.







# 1.0 INTRODUCTION

## 1.1 Study Purpose



Residential trends in Newmarket are changing, increasingly shifting from suburban growth to urban intensification and redevelopment. As the supply of greenfield lands becomes exhausted, Newmarket is turning to intensification of existing built-up areas to accommodate current and projected growth.

As directed by provincial policy, intensification is generally intended to be focused on urban growth centres, intensification corridors, major transit station sites, brownfields, and greyfields. Despite this, a limited amount of infill and intensification can occur in residential neighbourhoods. The sensitive redevelopment of these areas can add significant value to the community by boosting the housing stock, taking advantage of existing hard and soft infrastructure systems, and enriching local communities. However, recent development has triggered concerns from residents regarding the compatibility of new homes or additions in established neighbourhoods in Newmarket.

In 2013, municipal staff introduced Zoning By-law 2013-30, which modified the maximum permitted height, maximum permitted coverage, and front yard setback requirements for older established areas of Newmarket in order to combat incompatible development.

Concerns of incompatible development persisted, and as a result, the Town of Newmarket enforced an Interim Control By-law (2019-04), to allow for a more extensive study. The purpose of the Established Neighbourhoods Compatibility Study is to further the Town's efforts by developing an Official Plan Amendment and implementing Zoning By-law Amendment for established residential neighbourhoods throughout the Town of Newmarket.

The study aims to identify neighbourhoods based on pre-dominant characteristics and introduce policies that enable context-sensitive development in line with the existing built form. The objective is to implement policies that acknowledge, respect and are compatible with the existing physical neighbourhood character, while retaining flexibility for gentle intensification where appropriate.

This study focuses on identifying amendments to the Official Plan and Zoning By-law. However, additional planning tools may be considered by Town Staff and Council following the conclusion and final recommendations of this study, in order to help implement these policy amendments. Such tools include Urban Design Guidelines, enhanced Site Plan Control measures, and a Streetscape Analysis Process.



## 1.2 Study Area

The study area includes all residential neighbourhoods within the Town of Newmarket (Figure 1). The Town is bounded by Aurora to the south, King to the west, East Gwillimbury to the north, and Whitchurch–Stouffville to the east.

The study area includes all Stable and Emerging Residential Areas from the Town of Newmarket Official Plan, excluding non-residential uses and individual residential properties which have been exempt from Interim Control By-law 2019-04.

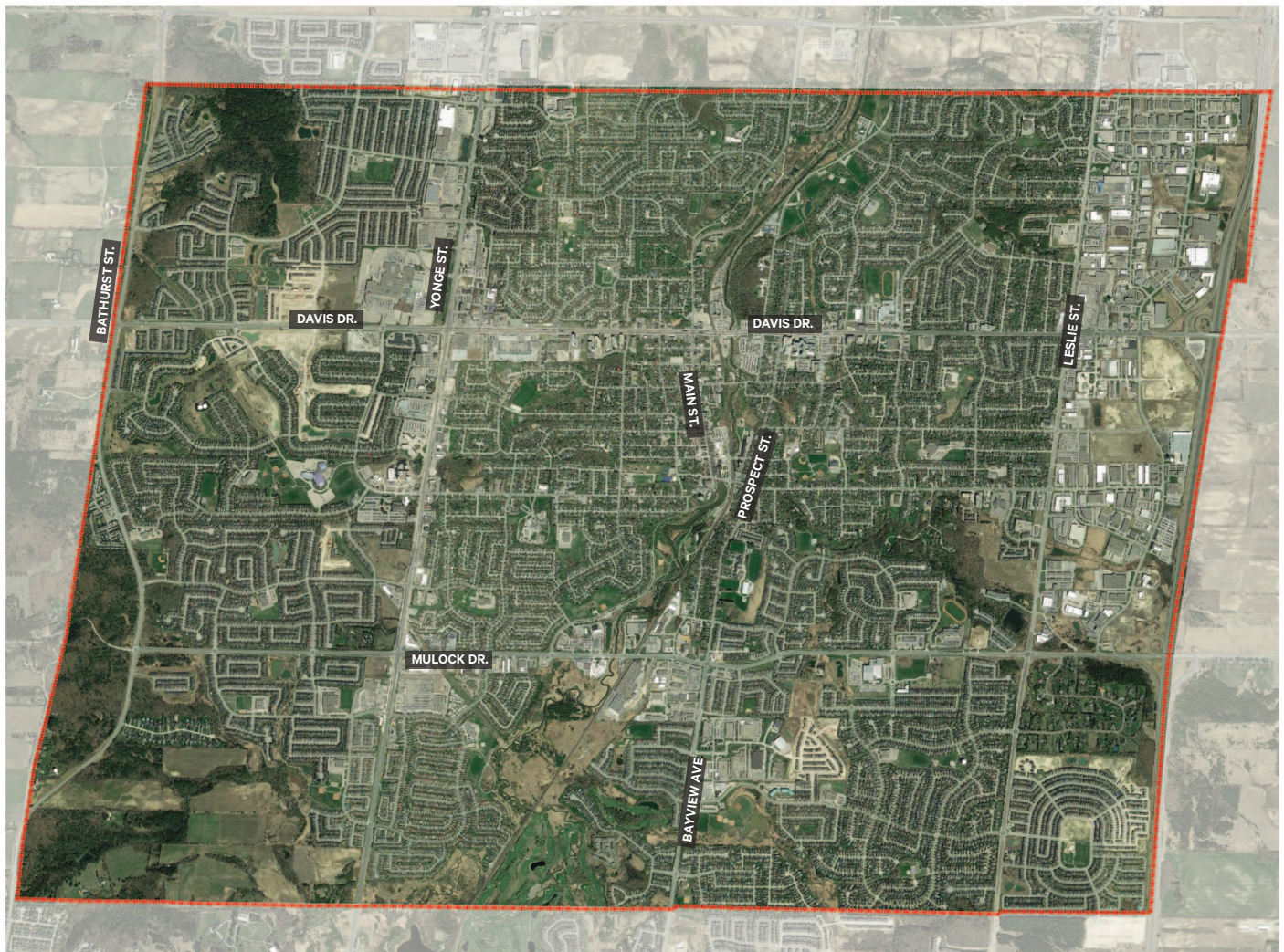
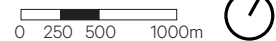


Figure 1. Aerial Map - Study Area



### 1.3 Study Process

The study is being undertaken over a year-long period from March 2019 to March 2020. It is structured in the three following phases (Figure 2):

#### Phase 1: Background Review and Analysis

Phase 1 involves study commencement, review of the policy and regulatory context, analysis of existing neighbourhood conditions, precedent and best practices review, and initial public engagement with residents to identify their priorities, values and concerns with respect to their neighbourhoods.

Phase 1 has been completed. Findings from this phase of work can be found in the Background Report, which was presented to Town Council / Committee of the Whole in fall 2019.

#### Phase 2: Policy Options

Phase 2 involves the development of a draft Neighbourhood Classification System, determination of draft policy options, and the preparation of the Policy Options Report, which will be used to inform the preparation of the policy recommendations in Phase 3.

#### Phase 3: Policy Recommendations & Amendments

Phase 3 involves the refinement and finalization of the Neighbourhood Classification System, preparation of policy recommendations including supporting Official Plan and Zoning By-law Amendments, and completion of the Policy Recommendations Report. Upon completion, a final Policy Recommendations Report will be presented to Town Council/Committee and at a Statutory Public Meeting in winter 2020.



Figure 2. Study Process

## 1.4 Document Structure

This report is organized into the following sections:

**Section 1: Introduction** provides an overview of the study purpose, study process and study area.

**Section 2: Neighbourhood Classification System** outlines the process undertaken to document existing neighbourhood conditions and character, delineate neighbourhood boundaries, and arrive at a preliminary classification system with three areas of focus.

**Section 3: Organic Neighbourhoods** introduces the first neighbourhood classification area, generally found in the historic centre of the Town.

**Section 4: Traditional Suburban Neighbourhoods** which introduces the second neighbourhood classification, generally found generally found surrounding the historic core of the Town.

**Section 5: Contemporary Suburban Neighbourhoods** which introduces the last neighbourhood classification area, generally found on the far-out periphery of the Town.

**Section 6: Emerging Policy Directions** which describes the issues and opportunities in the existing policy and regulatory framework, and broad policy directions emerging from this phase of work.

**Section 7: Results of Stakeholder Engagement** which summarizes feedback obtained from a public open house event and online survey.

**Section 8: Next Steps** which maps out the work required in Phase 3 to produce the Final Policy Recommendations Report.



# 2.0 NEIGHBOURHOOD CLASSIFICATION SYSTEM

## 2.1 Overview

Building upon the analysis of existing conditions undertaken in Phase 1, a Neighbourhood Classification System was developed to identify and group residential neighbourhoods throughout Newmarket. Images of the current streetscape, based in part on a Town-wide tour of residential neighbourhoods, were analyzed to evaluate existing conditions as related to building design, site design and streetscape design. A tabulation of the results revealed distinct patterns between neighbourhoods, broadly based on their historical eras of development.

Additional considerations of existing land use designations, streets and property boundaries, municipal servicing data, applicable by-laws, and further interpretation of built form and public realm characteristics informed the development of five preliminary neighbourhood classifications. Through further analysis and identification of outliers, the Neighbourhood Classification System was refined to include three preferred neighbourhood classifications: Organic Neighbourhoods; Traditional Suburban Neighbourhoods; and Contemporary Suburban Neighbourhoods.

This section of the report explains the process taken to arrive at the Neighbourhood Classification System, including documenting existing conditions, identifying classifications and delineating boundaries, and identifying and removing outliers.

## 2.2 Documenting Existing Neighbourhood Conditions

Completed as part of Phase 1, the first step of creating the Neighbourhood Classification System involved an iterative process of identifying, analyzing and documenting existing conditions within Newmarket's residential neighbourhoods.

Images of 63 individual location points across Newmarket's residential neighbourhoods were collected and analyzed. A spatially-distributed sampling of streetscapes and adjacent properties from all major eras of the Town's development was used, in order to capture a representative range of building types, street types, and subdivision types.

Three to four images were collected for each location point, from various angles, in order to effectively capture views of the streetscape from different vantage points. This also helped identify similarities and differences between adjacent or facing properties.

Following the collection of the images, visual scans were undertaken to analyze the existing conditions related to building design, site design and streetscape design. Documentation of building design features included examining the heights of buildings, ground floor elevation of buildings, location and orientation of entrances, presence and location of porches, terraces, and balconies, type of roof, presence of weather protection features, and appearance of exterior materiality. Site design features that were studied included the depth and variation in building setbacks, coverage and relationship of buildings to lots, access and orientation of driveways and parking arrangements, and treatment of soft landscaping. Finally, streetscape design features such as the pattern of streets and blocks, width and treatment of sidewalks and

boulevards, maturity of the tree canopy and placement of streetlights and utilities were also analyzed, with particular attention to their impact on the public realm. A character analysis was performed for each location, and the results tabulated.

## 2.3 Evaluating Neighbourhood Character

Analysis of the tabulated data revealed that Newmarket's neighbourhoods contain a range of building types and built form and public realm characteristics. It identified clear similarities and differences between neighbourhoods, broadly based on their era of development.

Through the documentation and analysis of these conditions, the following key features have been identified, which inform neighbourhood character throughout the Town of Newmarket.

### Built Form

- **lot dimensions** - the length, width and area of a single parcel;
- **front, side and rear yard setbacks** - the horizontal distance measured at a right angle from any property lot line to the nearest part of the main wall of a building or structure;
- **siting and orientation** - how and where the building is placed in relation to surrounding streets, buildings, and open spaces;
- **lot coverage** - how much of the lot is covered by the building on the ground floor, typically represented by a percentage;
- **parking and vehicular access** - the configuration through which vehicles gain entry to the property;

- **pedestrian access** - the configuration through which pedestrians gain entry to the property;
- **building entrance location** - the location of the main entry point to the building;
- **private landscaping** - the landscaping and plantings provided on private property;
- **architectural style and expression** - built form features reminiscent of a particular era or how the built form is experienced;
- **materiality** - the materials employed during construction that make up the building and its associated qualities;
- **building height** - the distance between the established grade and the highest elevation of the building;
- **massing** - the structure of the building in three dimensions that shows its shape and form;
- **building depth** - the distance from the building's front main wall to its rear main wall; and,
- **ground floor height** - the distance from grade to the highest elevation point of the first floor.

### Public Realm

- **street and block pattern** - the general geometric urban form produced by the street layout of a particular area;
- **street width** - the public right-of-way width measured from one private lot line to another;
- **sidewalk continuity** - the connectivity and walkability of the sidewalk;
- **sidewalk width** - the distance between one edge of the sidewalk to the other;

- **landscaped boulevards** - the landscaped area within public streets, usually located between the sidewalk and road;
- **street tree canopy** - the layer of leaves, branches, and stems of trees that cover the ground when viewed from above; and,
- **utility placement** - the location of municipal servicing infrastructure.

## 2.4 Identifying Neighbourhood Classifications and Delineating Boundaries

Building on the background analysis completed in Phase 1, Phase 2 commenced with the preparation of a Neighbourhood Classification System to group together neighbourhood areas recognized as characteristically distinct from one another. The findings from Phase 1 confirmed the presence of distinct neighbourhoods and provided a preliminary identification of these neighbourhoods broadly based on historical patterns of development. These were coined as Organic Neighbourhoods, Traditional Suburban Neighbourhoods, and Contemporary Suburban Neighbourhoods. Phase 2 expanded this approach to produce a comprehensive Neighbourhood Classification System categorizing each residential neighbourhood across Newmarket.

The process of developing the Classification System involved two main components. First, it involved identifying, testing, refining and finalizing a list of pre-

dominant characteristics for distinct neighbourhood typologies across Newmarket. This helped identify the tangible features of which make up neighbourhood 'character', and ascertain the which elements of the public realm and built form should be preserved and protected through policy moving forward. Second, it involved delineating the geographic boundaries of each neighbourhood classification within the Town.

The delineation of the Neighbourhood Classification was informed by a set of key evaluation criteria (see Figure 3 and Figure 4). These criteria emerged out of Phase 1 findings, and we informed by discussions with the public and key stakeholders. They include:

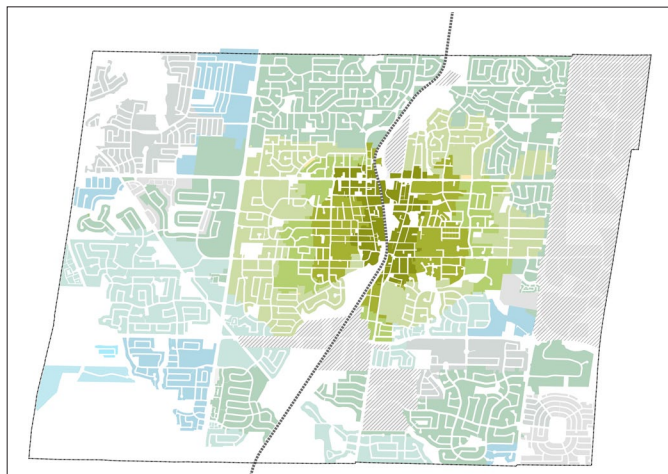
### Age of Development

Built form is intimately linked to neighbourhood evolution over time, reflecting conditions and preferences during particular periods of development. For example, in earlier years of development, greater availability of land and costly building construction resulted in typical built forms that reflected smaller buildings on larger lots. Over time, as economies of scale expanded, building technologies advanced and demand for housing grew, this resulted in a shift towards larger buildings on smaller lots.

### Existing Major Streets and Property Boundaries

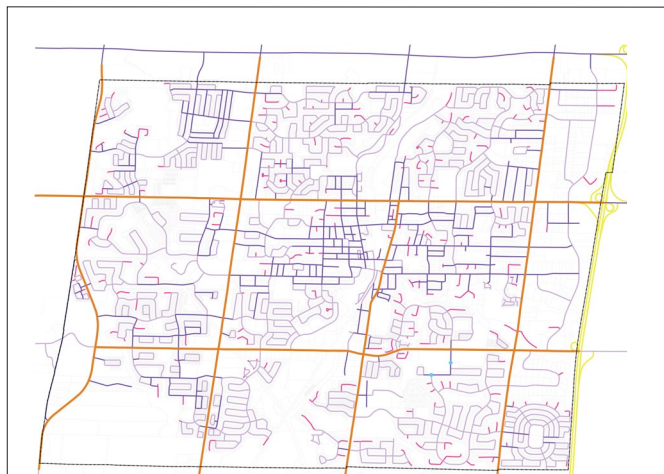
The location of existing major streets was considered to respect the existing urban structure. Property boundaries were integrated in an effort to avoid splitting properties in half and assigning one property multiple classifications.

**1** Age of development



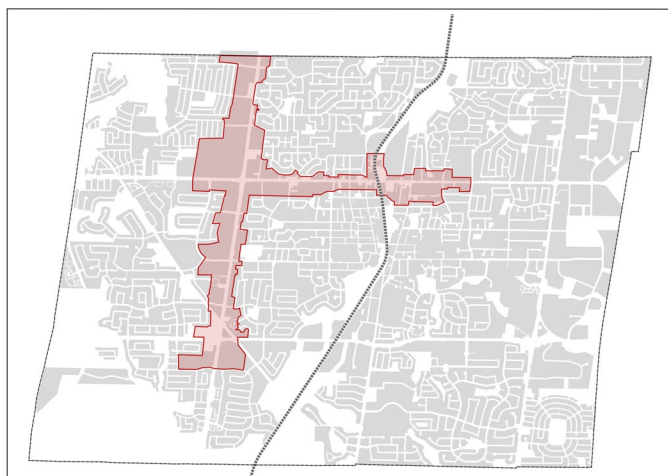
Map depicting the historical progression of development in Newmarket - see Background Report for more information.

**2** Existing major streets and property boundaries



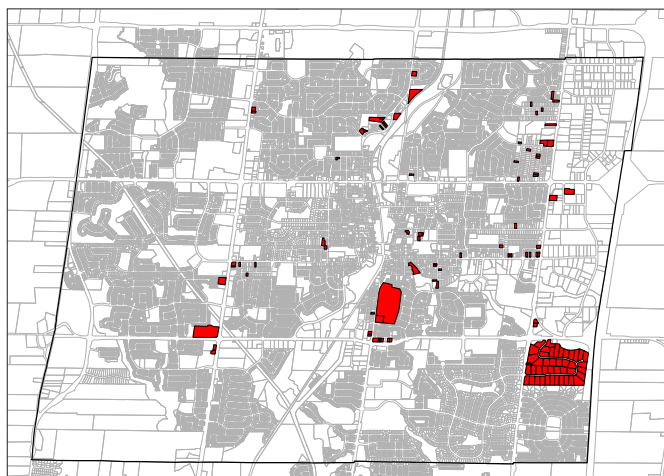
Map depicting the street form of Newmarket - see Background Report for more information.

**3** Existing Urban Centres boundary



Map depicting the Urban Centres boundary in red.

**4** Well and septic data



Map depicting well and septic-served properties (in red).

**Figure 3.** Four of the key evaluation criteria in the boundary delineation process



### Existing Urban Centres Boundary

The Urban Centres area is a unique neighbourhood classification within the Town of Newmarket, with significant future growth and intensification expected around the Yonge Street and Davis Drive corridors. The boundary for the Urban Centres was taken from the Urban Centres land use designation, as identified in the Town of Newmarket Official Plan and Urban Centres Secondary Plan.

### Well and Septic Data

The Town of Newmarket provided data on the location of well and septic-serviced properties which do not have access to municipal servicing infrastructure. This informed the classification system as it pertains to the potential of different residential areas to accommodate future infill and intensification. Specifically, this data informed some of the Estate Neighbourhood boundaries.

### Applicable Land Use Designations

Only residential areas were included in Neighbourhood Classification System; non-residential areas are not addressed in this study. Schedule A of the Town of Newmarket Official Plan was referenced to ensure that all 'Stable Residential' and 'Emerging Residential' land use areas were included under the classification system.

### Applicable Zoning By-Law Regulations

Relevant zoning by-laws and amendments, including Zoning By-law 2010-40, Zoning By-law 2013-30, Zoning By-law 1979-50 and Zoning By-law 1981-96 informed the development of the classification system by identifying varying built form permissions across Newmarket. Where particular area-specific by-law regulations are in-place, the Neighbourhood Classification System sought to mirror those boundaries in the identification of character areas.

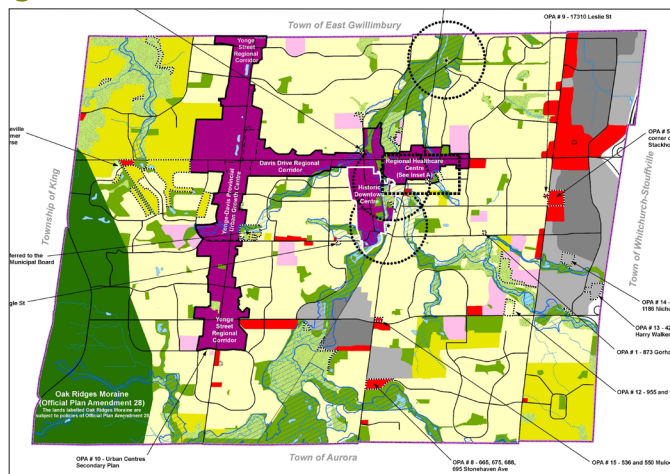
### Interpretation of the Built Form

The classification process involved visual interpretation of the current built form, with an eye towards identifying similarities and differences between neighbourhoods. This involved consideration and interpretation of built form features including height, setbacks, materiality, architectural expression and others as listed in Section 2.3.

### Interpretation of the Public Realm

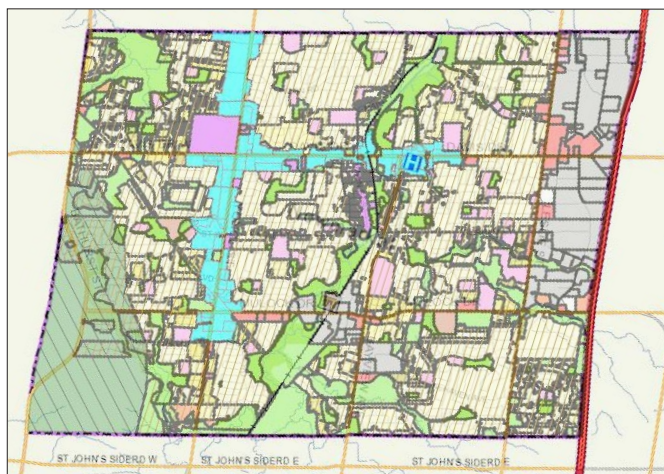
Similarly, the classification process involved visual interpretation of streetscape and the public realm, with an eye towards identifying similarities and differences between neighbourhoods. This involved consideration and interpretation of features including street and block pattern, right of way composition, sidewalks, public boulevards, and others as listed in Section 2.3.

## 5 Land use designations



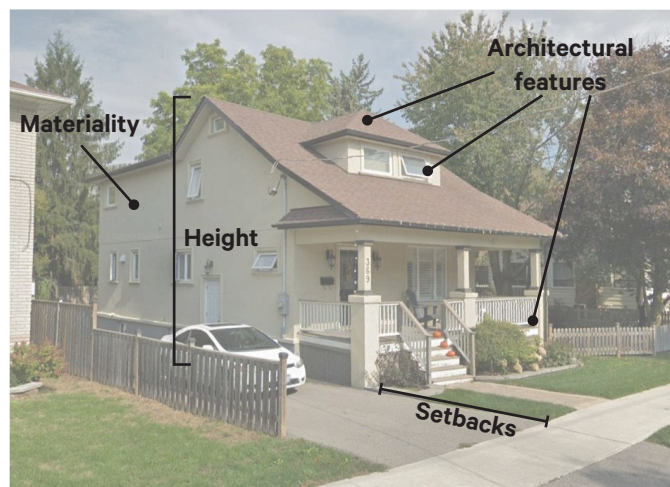
*Schedule A Land use Map from the Town of Newmarket Official Plan.*

## 6 Applicable zoning by-law regulations



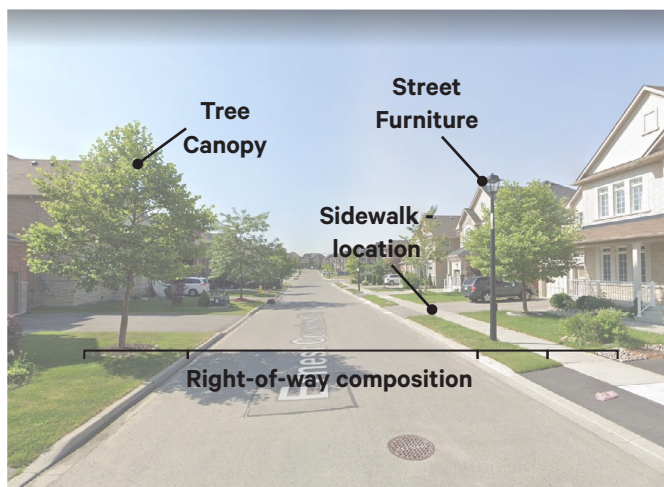
*Schedule A from the Town of Newmarket Official Plan.*

## 7 Interpretation of the built form



*Image only shows some of the elements interpreted, see Section 2.3 for a full list.*

## 8 Interpretation of the public realm



*Image only shows some of the elements interpreted, see Section 2.3 for a full list.*

**Figure 4.** Four of the key evaluation criteria in the boundary delineation process

## 2.5 Preliminary Neighbourhood Classifications

Building upon the analysis of existing conditions and taking into account the evaluation criteria outlined in Section 2.3, five Preliminary Neighbourhood Classifications were identified (see Figure 5). While the classifications may share similar elements, they are characteristically distinct from one another when their body of features is considered as a whole.

The Preliminary Neighbourhood Classifications include:

- 1. Organic Neighbourhoods;
- 2. Traditional Suburban Neighbourhoods;
- 3. Contemporary Suburban Neighbourhoods;
- 4. Urban Centres; and,
- 5. Estate Neighbourhoods .

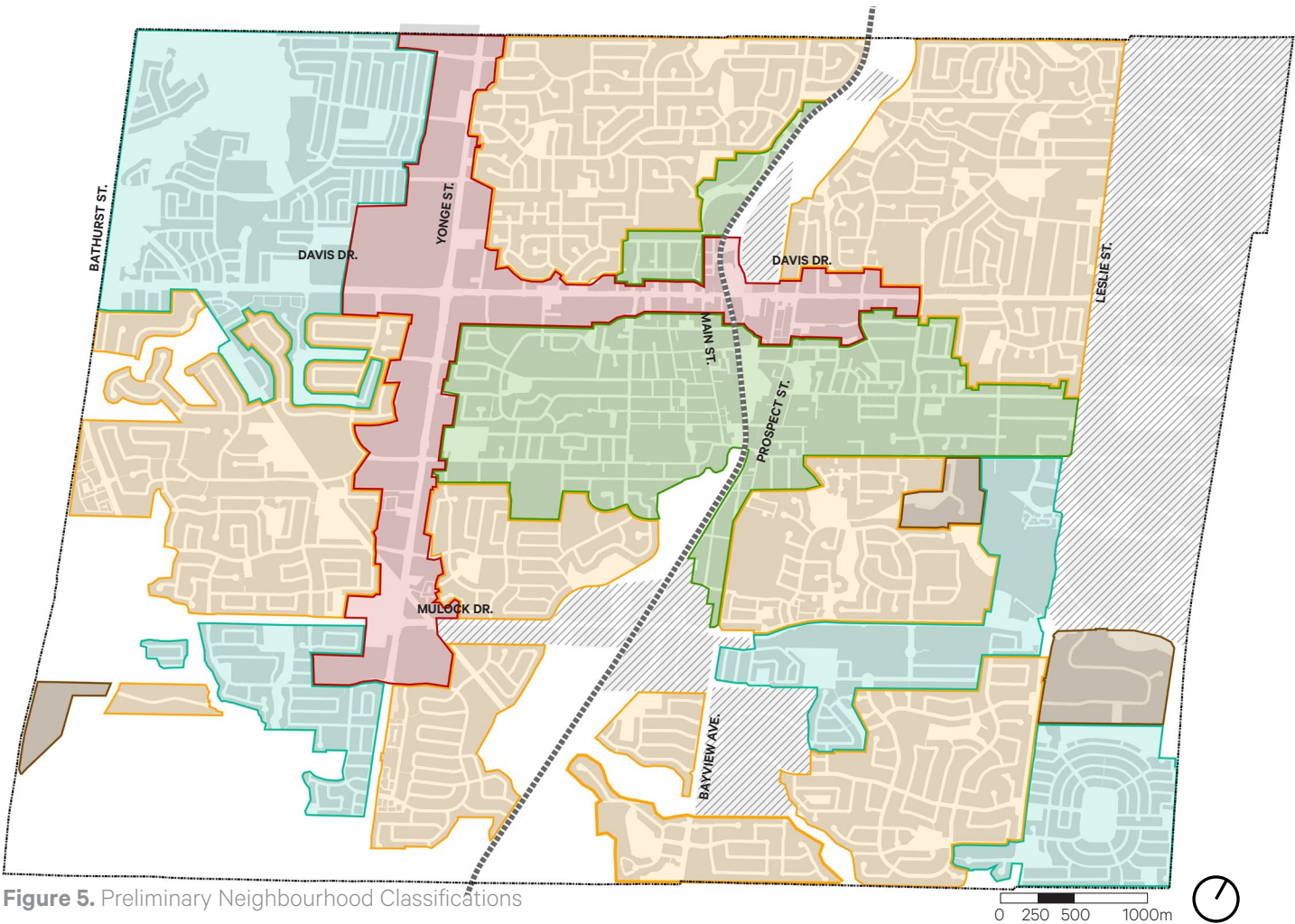
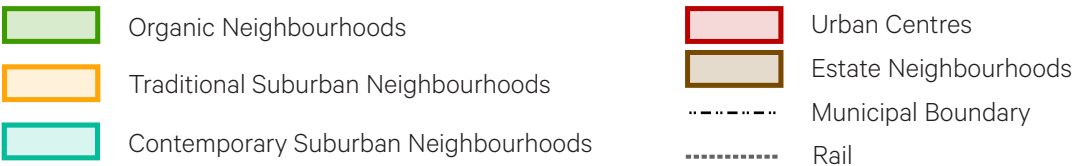


Figure 5. Preliminary Neighbourhood Classifications





## 2.6 Outliers

Within the five Preliminary Neighbourhood Classifications, the Urban Centres and Estate Neighbourhoods were identified as Outlier Neighbourhoods and, as such, will not be addressed in the final Official Plan Amendment and updated Zoning By-law.

### Urban Centres

Focused on the major corridors of Yonge Street and Davis Drive (see Figure 6), the Urban Centres is a vibrant, mixed-use area permitting a wide range of residential, office, commercial and community uses. The area is expected to accommodate a significant amount of future growth, targeted towards the Yonge-

Davis Provincial Urban Growth Centre, the Yonge Street Regional Centre (located on both Yonge Street and Davis Drive) and the Regional Healthcare Centre. The area is characterized by concentrated employment uses, higher-order transit facilities, and a large number of higher-density mid-rise and tall buildings.

The boundary for the Urban Centres was taken from the Town of Newmarket Official Plan and associated Urban Centres Secondary Plan. This area is subject to the Urban Centres Secondary Plan and an Urban Centres Zoning By-law. As such, it will not be subject to further study.

Figures 7 and 8 illustrate the current landscape of the Urban Centres.

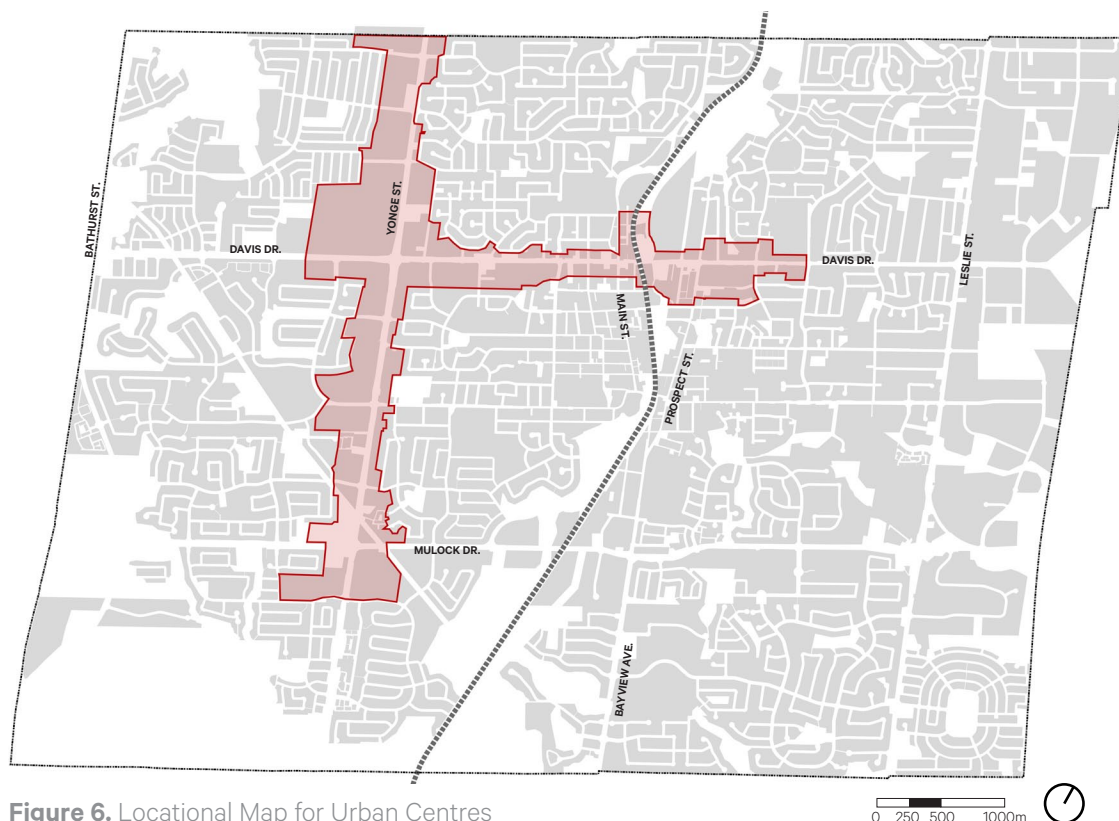
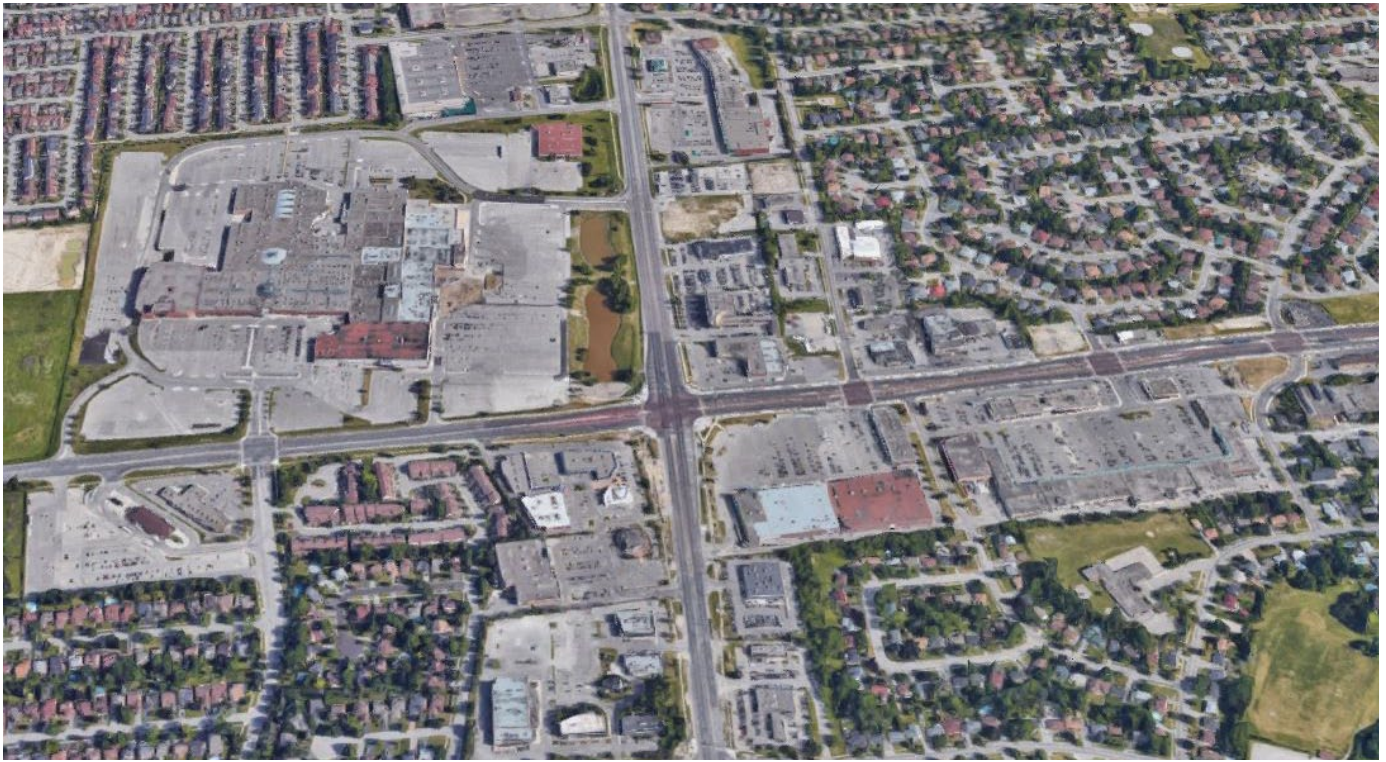


Figure 6. Locational Map for Urban Centres





**Figure 7.** Aerial view at Intersection of Yonge Street and Davis Drive



**Figure 8.** View at Davis Drive and GO Rail Corridor



## Estate Neighbourhoods

Newmarket's Estate Neighbourhoods are distributed throughout the Town, typically situated at the periphery of Newmarket, beyond the Traditional Suburban Neighbourhoods and adjacent to the Contemporary Suburban Neighbourhoods (see Figure 9).

Developed between the 1940's and 1960's, the neighbourhoods are characterized by curvilinear street patterns, long and often undefined discontinuous blocks and narrow street widths. They feature ample greenery, with deep-set properties with significant landscaping on large lots, distributed among large sections of naturalized or wooded areas.

In the absence of sidewalks, landscaped boulevards are accompanied by paved and gravel shoulders, swales and a lush and evolving canopy of mature street trees.

Typical buildings are 1 to 2 storeys in height, without a singular prevailing architectural expression or style. The large lots typically contain front-yard driveways of moderate to significant width, with one or more curb-cuts.

The boundaries for Estate Neighbourhoods were largely informed by well and septic-service property data provided the Town of Newmarket. They are not anticipated to accommodate future infill and intensification, as they are constrained by the absence and/or limited capacity of existing servicing infrastructure. Therefore, they will not be subject to further study.

Figures 10 and 11 illustrate the current landscape of the Estate Neighbourhoods.

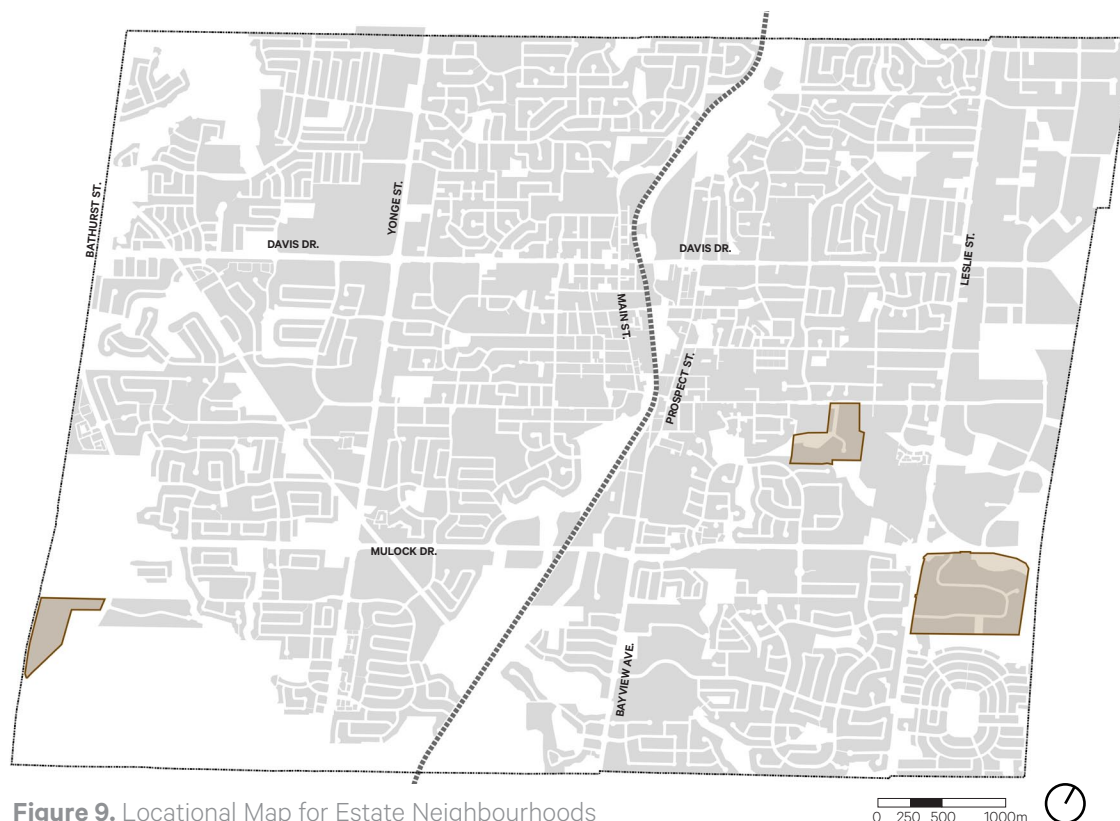
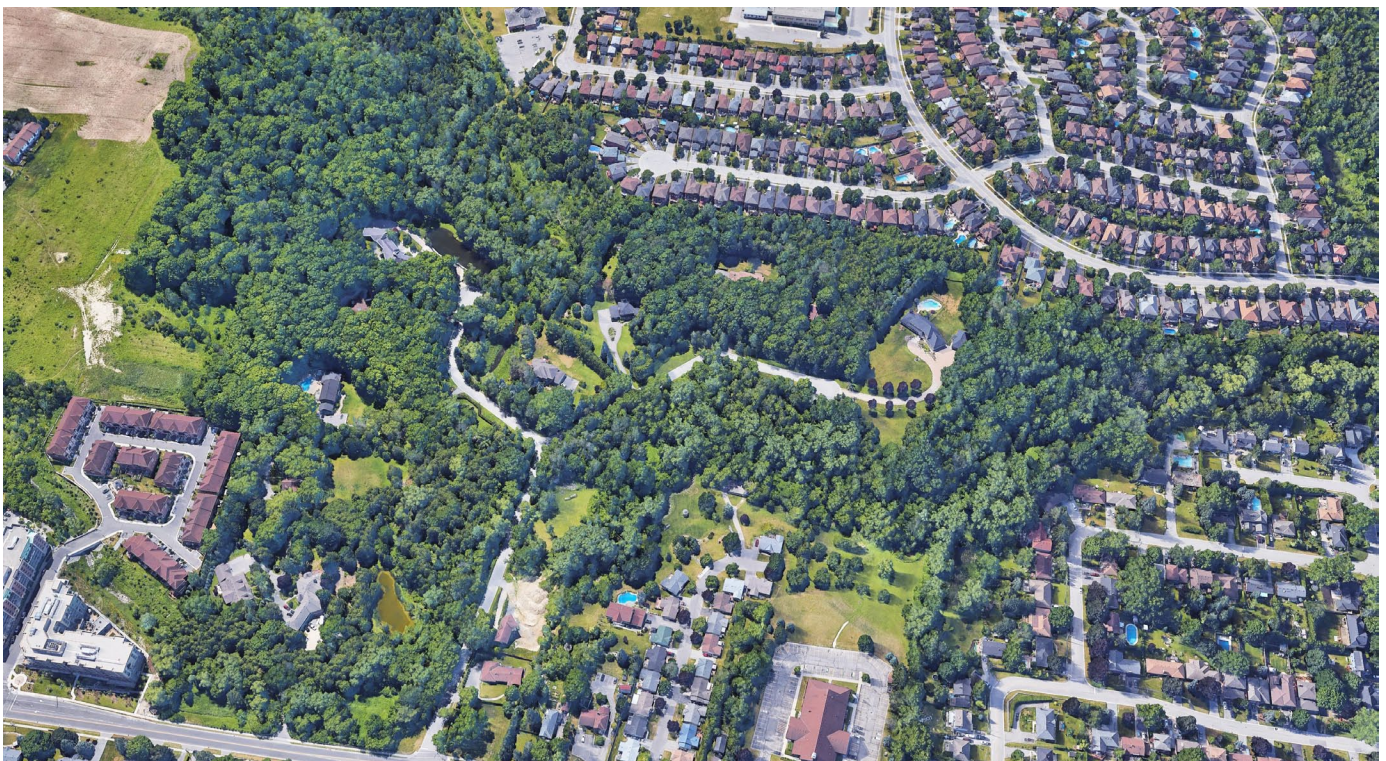


Figure 9. Locational Map for Estate Neighbourhoods





**Figure 10.** View southeast towards Kingdale Road



**Figure 11.** View south towards Premier Place



## Outlier Developments

Throughout the Town of Newmarket, permitted residential uses within residential areas are generally limited to forms of low density housing, such as detached and semi-detached dwellings. In special circumstances, rowhouses and townhouses may also be permitted.

However, residential areas also contain other secondary and/or complementary uses. These include a range of small-scale retail, service, office and institutional uses, which may include elementary schools, places of worship, community centers, and local shops providing neighbourhood-oriented amenity and services. This also includes a range of multi-unit dwelling types, such as duplexes, triplexes, fourplexes, townhouses, and walk-up/low-rise apartment buildings. These multi-unit developments encompass both market-rate and affordable dwellings, as well as community-related uses such as group homes, retirement residences, or co-operative housing.

Figures 12-14 illustrate a collection of examples located in established residential neighbourhoods. In some cases, these are located on the periphery of residential neighbourhoods and in close proximity to major arterial or collector roads. While not the predominant form of development, these complementary outlying uses contribute to the character of established neighbourhoods within all neighbourhood classifications throughout the Town of Newmarket.

While Newmarket's established neighbourhoods are characterized by broad similarities, each neighbourhood contains elements of variety which bring their character to life. Examples of triplexes, fourplexes and walk-up apartment buildings can be found throughout the Town's Organic Neighbourhoods, and are visually indistinguishable from neighbouring developments.



**Figure 12.** Co-operative Housing Complex at Hope Circle



**Figure 13.** Townhouse and mid-rise apartments at Doak Lane



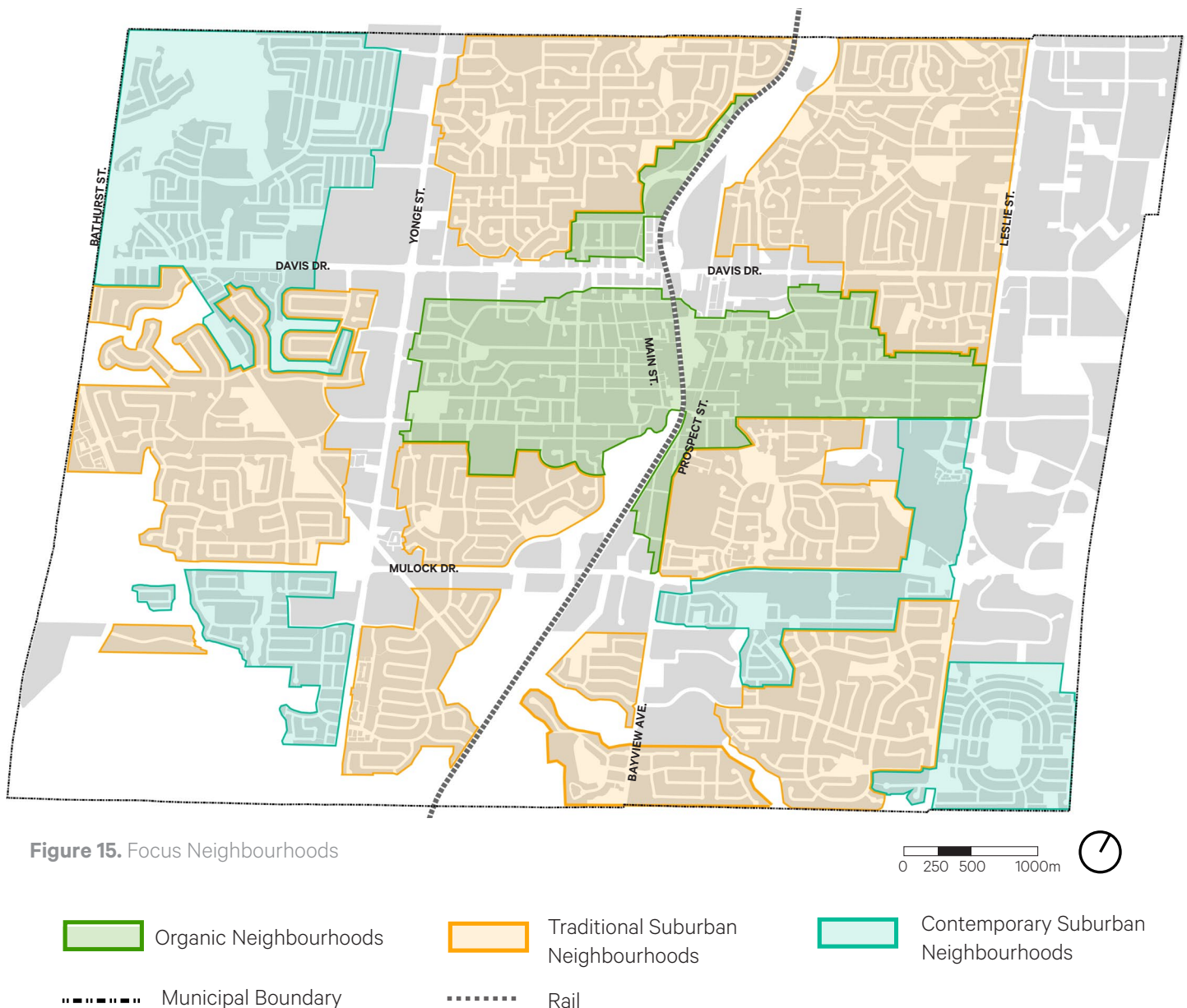
**Figure 14.** Low-rise apartment complex at Huron Heights Drive

## 2.7 Preferred Neighbourhood Classifications

Through the analysis of existing conditions and detection of outliers, three Preferred Neighbourhood Classifications were brought forward, from the five Preliminary Neighbourhood Classifications initially prepared, and identified as areas of focus for this study

and will be subjected to the Official Plan Amendment and Zoning By-law Amendment. The three Preferred Neighbourhood Classifications include:

1. Organic Neighbourhoods;
2. Traditional Suburban Neighbourhoods; and,
3. Contemporary Suburban Neighbourhoods.



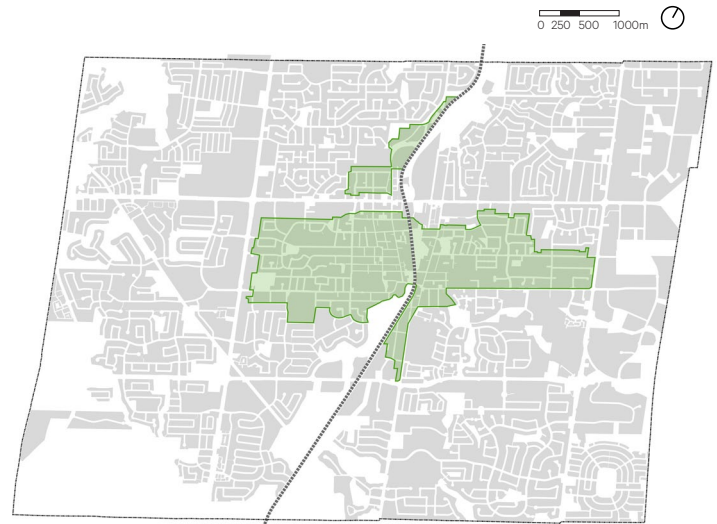


## 3.0 ORGANIC NEIGHBOURHOODS

### 3.1 Character Statement

Organic Neighbourhoods are situated within and surrounding the historic core of the Town of Newmarket (see Figure 16). They were generally developed prior to the 1940's and the advent of subdivision-based planning. They are characterized by smaller blocks with an interconnected grid of narrow streets, continuous sidewalks, varied landscaping, mature tree canopies, varied lot patterns, front and side-yard driveways with a variety of parking configurations, varied setbacks, and 1-2 storey building heights.

Figure 17 illustrates the typical form of these neighbourhoods.



**Figure 16.** Locational Map for Organic Neighbourhoods



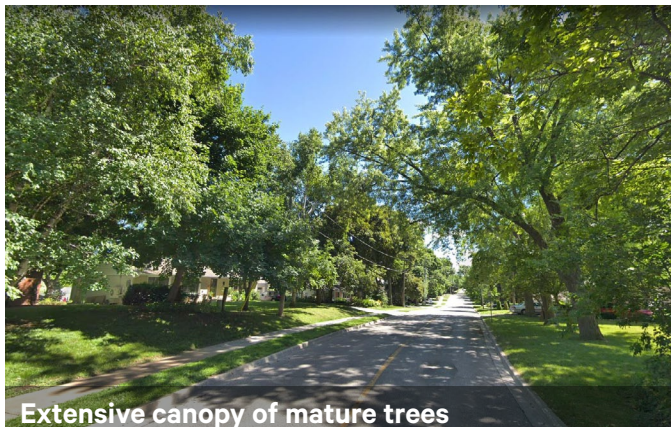
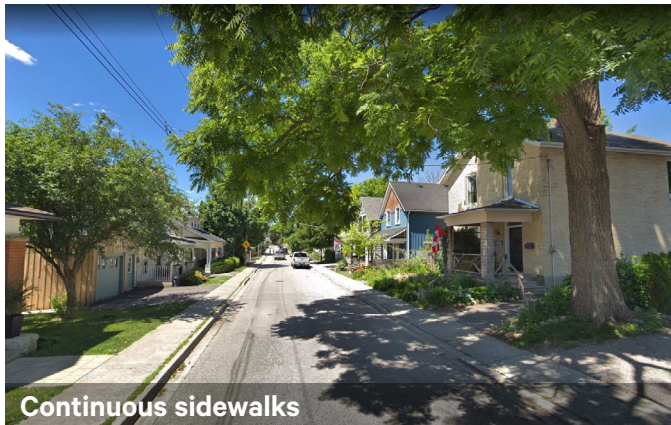
**Figure 17.** Organic Neighbourhoods Illustrative Typology



## 3.2 Predominant Public Realm Characteristics

Predominant public realm characteristics of the Organic Neighbourhoods include:

- A traditional fine-grain street pattern, with an interconnected grid of short blocks that is highly walkable;
- Narrow street widths;
- Continuous sidewalks on one or both sides of the street, typically 1-1.5m width,
- Narrow to moderate landscaped boulevards, typically 1-3m in width;
- An extensive canopy of established mature trees;
- An abundance of soft landscaping and accent planting; and,
- Overhead utilities with streetlights added on to utility poles.



**Figure 18.** Select Public Realm Characteristics in Organic Neighbourhoods



### 3.3 Predominant Built Form Characteristics

Predominant built form characteristics of the Organic Neighbourhoods include:

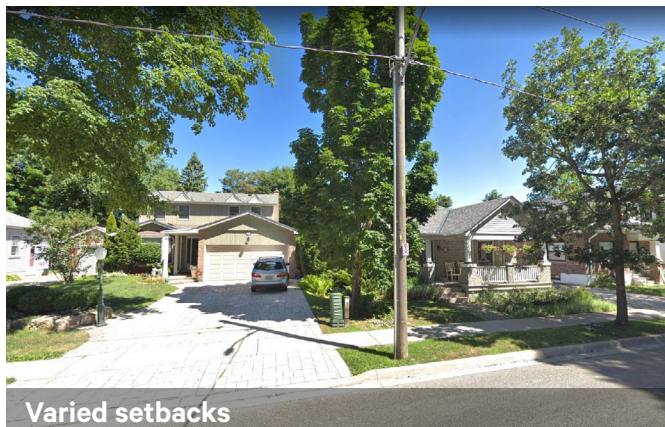
- 1 to 2-storey building heights;
- Rectangular and irregular lots, with lot sizes and dimensions that vary significantly;
- Varied front yard and side yard setbacks, of a shallow to significant depth;
- Front porches of a shallow depth;
- Pitched roofs;
- Weather protection features including canopies, overhangs and some awnings;
- Solid masonry or wood cladding,
- Varied vehicular access configurations, including front and side yard driveways of narrow to moderate width, and an inconsistent rhythm in driveway placement along the street;
- A diverse range of parking configurations, including parking pads, detached garages, and attached garages; and,
- Significant range of architectural expressions and styles, with a focus on Victorian-era architecture.



Shallow front porch



Wood cladding



Varied setbacks



Parking pads as one of many parking configurations

Figure 19. Select Built Form Characteristics in Organic Neighbourhoods

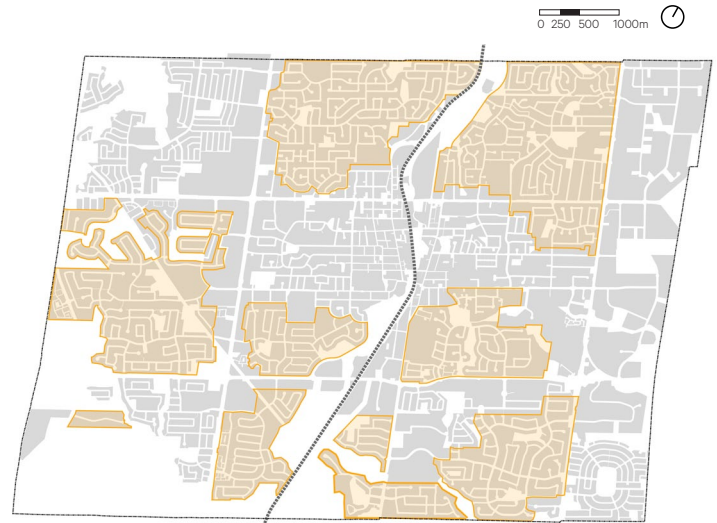


# 4.0 TRADITIONAL SUBURBAN NEIGHBOURHOODS

## 4.1 Character Statement

Traditional Suburban Neighbourhoods are generally situated between the historic core of the Town of Newmarket, and the Contemporary Suburban Neighbourhoods, which traverse the periphery of the Town (see Figure 20). They were generally developed between the 1940's and 1990's, following the advent of subdivision-based planning. They are characterized by longer and often disconnected blocks of wider curvilinear streets, discontinuous sidewalks, varied landscaping, evolving and maturing tree canopies, varied lot patterns, front and side-yard driveways with attached garages, varied setbacks, and 1-2 storey building heights.

Figure 21 illustrates the typical form of these neighbourhoods.



**Figure 20.** Locational Map for Traditional Suburban Neighbourhoods



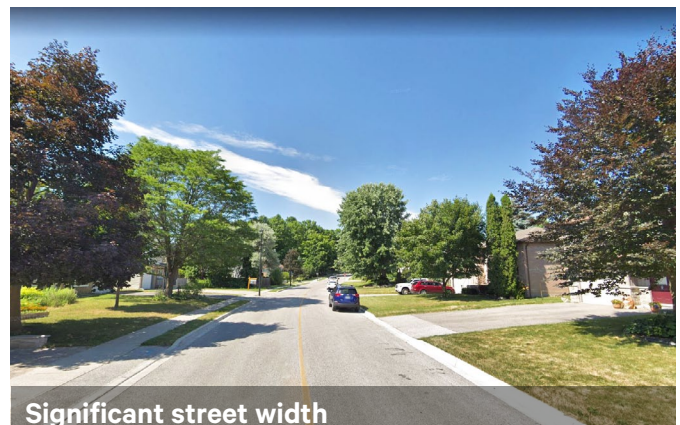
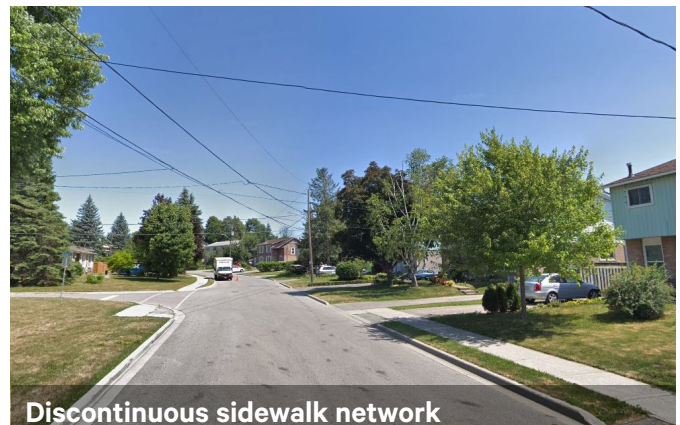
**Figure 21.** Organic Neighbourhoods Illustrative Typology



## 4.2 Predominant Public Realm Characteristics

Predominant public realm characteristics of the Traditional Suburban Neighbourhoods include:

- Curvilinear street patterns, including crescent streets and cul-de-sacs, with few intersections;
- Significant street widths;
- Discontinuous network of sidewalks on one side of the street, typically 1-1.5m in width, with the exception of cul-de-sacs which commonly have no sidewalks;
- Moderate landscaped boulevards, typically 2-4m in width;
- A moderate to significant canopy of maturing street trees;
- Some soft landscaping and accent planting;
- Consistent placement of streetlights as independent fixtures; and,
- Buried utilities.



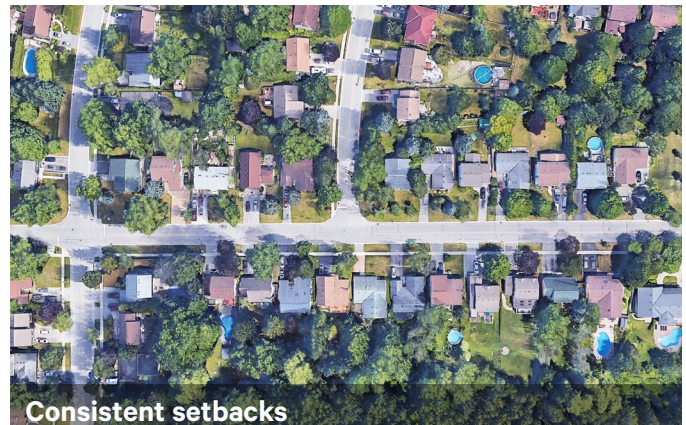
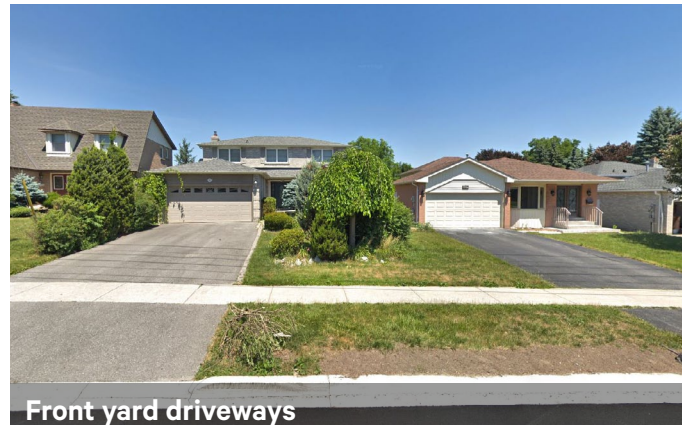
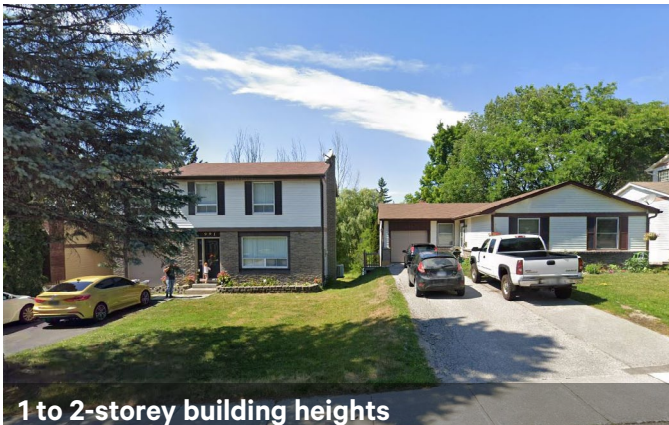
**Figure 22.** Select Public Realm Characteristics in Traditional Suburban Neighbourhoods



## 4.3 Predominant Built Form Characteristics

Predominant built form characteristics of the Traditional Suburban Neighbourhoods include:

- 1 to 2-storey building heights;
- Rectangular and pie-shaped lots, with consistent dimensions, of a moderate to significant size;
- Consistent front yard setbacks, of a moderate to significant depth;
- Consistent side yard setbacks, of a shallow to moderate depth;
- Front porches of a shallow to moderate depth;
- Weather protection features including canopies, overhangs, recessed entrances and some awnings;
- Consistent vehicular access configurations, characterized by front yard driveways of narrow to significant width;
- Pitched roofs;
- Consistent parking configurations, characterized by integral garages;
- Masonry veneer or vinyl cladding; and,
- Limited range of architectural expressions/styles.



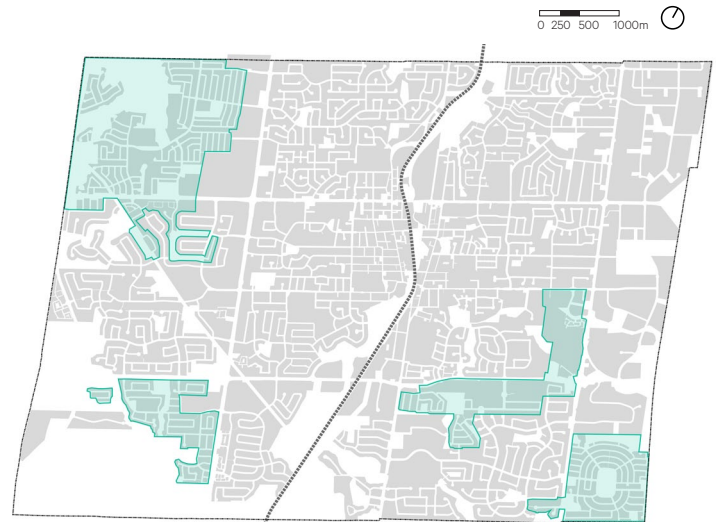
**Figure 23.** Select Built Form Characteristics in Traditional Suburban Neighbourhoods

# 5.0 CONTEMPORARY SUBURBAN NEIGHBOURHOODS

## 5.1 Character Statement

Newmarket's Contemporary Suburban Neighbourhoods are generally situated at the periphery of the Town, beyond the Traditional Suburban Neighbourhoods, and adjacent to the Estate Neighbourhoods (see Figure 24). They were generally developed following the 1990's. They are characterized by moderately sized blocks with an interconnected modified grid of moderately sized streets, continuous sidewalks and landscaping, recently planted and emerging tree canopies, consistent lot patterns, front yard driveways with attached garages, consistent setbacks, and 2-storey building heights.

Figure 25 illustrates the typical form of these neighbourhoods.



**Figure 24.** Locational Map for Contemporary Suburban Neighbourhoods



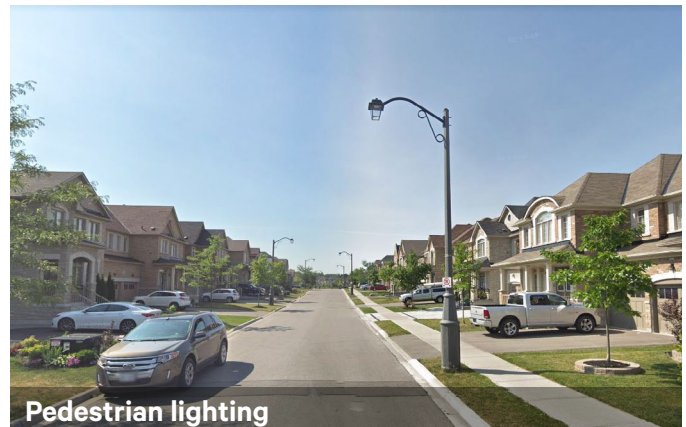
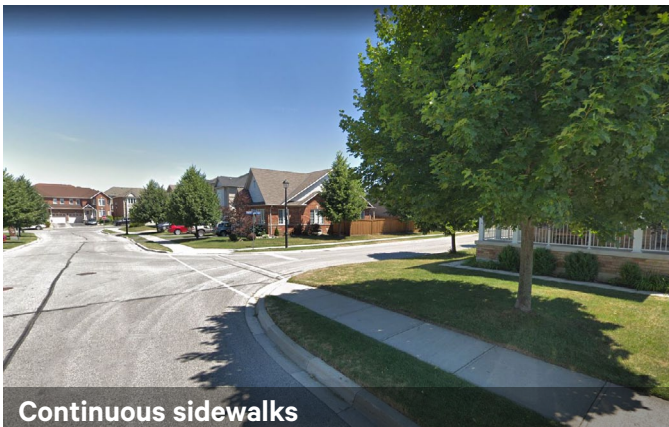
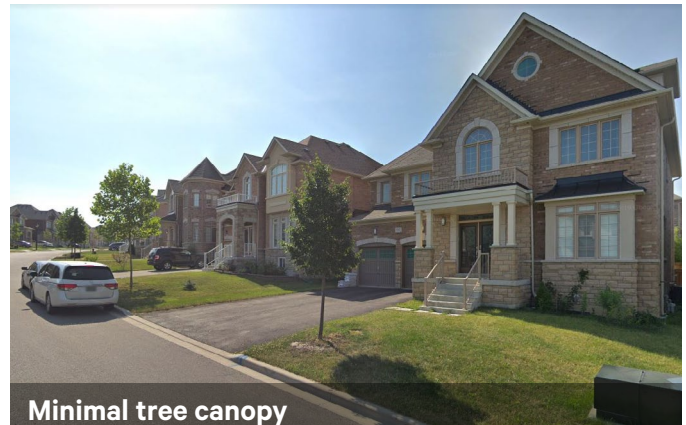
**Figure 25.** Contemporary Suburban Neighbourhoods Illustrative Typology



## 5.2 Predominant Public Realm Characteristics

Predominant public realm characteristics of the Contemporary Suburban Neighbourhoods include:

- Modified street grid patterns, with short blocks and frequent intersections;
- Moderate street widths;
- Narrow landscaped boulevards, typically 1-2m in width;
- Modest to limited amount of soft landscaping and accent planting;
- A minimal canopy of newly established street trees;
- Continuous sidewalks on one or both sides of the street, typically 1.3-1.7m in width;
- Street lights as independent fixtures, complemented by pedestrian lighting; and,
- Buried utilities;

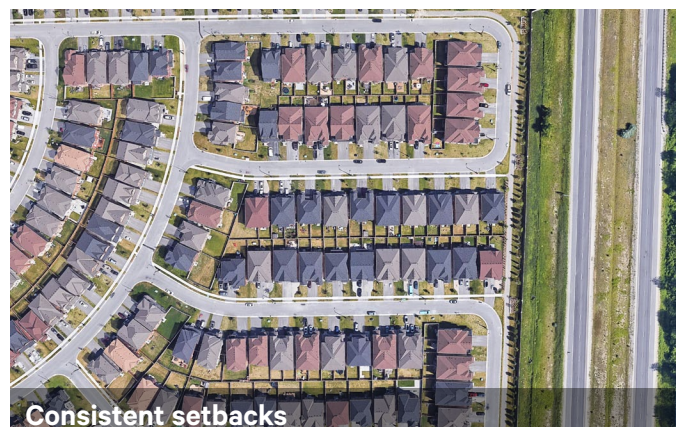
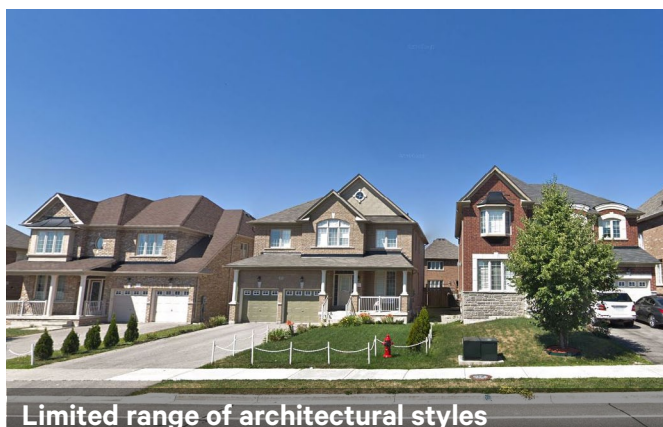
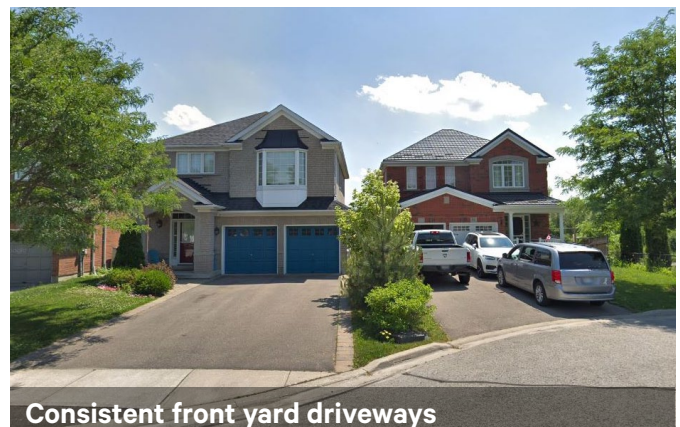
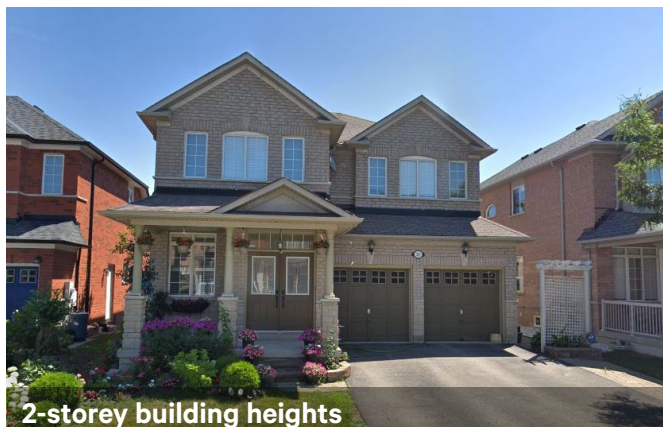


**Figure 26.** Select Public Realm Characteristics in Contemporary Suburban Neighbourhoods

## 5.3 Predominant Built Form Characteristics

Predominant built form characteristics of the Contemporary Suburban Neighbourhoods include:

- 2-storey building heights;
- Rectangular and pie-shaped lots, with consistent dimensions, of a small to moderate size;
- Consistent front yard setbacks, of a shallow to moderate depth;
- Consistent side yard setbacks, of a shallow to moderate depth;
- Consistent vehicular access configurations, characterized by front yard driveways of narrow to moderate width;
- Consistent parking configurations, characterized by integral garages;
- Masonry veneer or vinyl cladding; and,
- A limited range of architectural expressions and styles.



**Figure 27.** Built Form Characteristics in Contemporary Suburban Neighbourhoods



# 6.0 EMERGING POLICY DIRECTIONS

## 6.1 Overview

Building upon the analysis of existing conditions and the preparation of the Preferred Neighbourhood Classification System, the next step of the study process involved a review of the existing planning policy, with consideration for potential improvements to enable development which respects and is complementary to the existing neighbourhood character.

A hierarchy of provincial, regional and municipal planning policy guides land use and development decisions within Newmarket, with the municipal Official Plan and Zoning By-law providing the most detailed direction on neighbourhood-scale development. However, the existing policy framework does not adequately address the issue of neighbourhood character, and what constitutes an appropriate degree of change an evolution throughout the Town's established neighbourhoods.

This section of the report begins by providing a summary of key policy documents, including the Growth Plan, Regional Official Plan, Municipal Official Plan, and Municipal Zoning By-law. This is followed by a discussion on key issues, challenges and opportunities, which identify gaps in existing policy and key changes in addressing them. The section concludes with a series of policy options, which include modifications to the Official Plan Residential Areas land use designation and options for more flexible and context-responsive zoning permissions.

## 6.2 Existing Policy and Regulatory Framework

Development throughout Newmarket's established neighbourhoods is guided by a hierarchy of provincial, regional and municipal land use policies,. The following section provides a summary of the existing policy and regulatory framework. For a more fulsome discussion, please refer to Section 2 of the Background Report.

### Growth Plan for the Greater Golden Horseshoe

At the provincial level, the Growth Plan for the Greater Golden Horseshoe identifies Newmarket's residential neighbourhoods as within the designated Settlement Areas and Delineated Built-Up Areas. Both are areas intended for growth and identified as priority locations to meet minimum intensification targets, with the latter intended to host 50% of residential developments. The updated 2019 Growth Plan now encourages intensification generally throughout the Delineated Built-Up Area. This represents a shift in policy, which encourages a greater level of change and growth throughout municipalities, including residential neighbourhoods, that was not envisioned in when the Urban Centres Secondary Plan came into force.

The Growth Plan also requires municipalities to provide a diverse range and mix of housing options, including secondary units and affordable housing. Municipalities are obliged to support the accommodation of forecasted growth, achievement of intensification goals, and provision of a diversified housing stock in order to realize the achievement of complete communities.

### York Region Regional Official Plan

At the regional level, York Region's Official Plan designates Newmarket's residential neighbourhoods as Urban Areas. It specifies that residential intensification within Urban Areas will accommodate a significant

portion of the planned growth in the Region, including through local infill development. The stated residential intensification target for Newmarket is 5,250 new units from 2006 to 2031. The Regional Official Plan also requires that municipal plans and zoning by-laws permit a mix and range of housing types, lot sizes, unit sizes, functions, tenures and levels of affordability within each community.

### **Town of Newmarket Official Plan**

At the municipal level, the Town of Newmarket's Official Plan designates all residential neighbourhoods under one of two Residential Areas land use categories: Stable Residential Areas and Emerging Residential Areas. The Stable Residential Areas designation applies to all existing neighbourhoods and is largely a delineation of established residential areas in 2006, when the Official Plan was created. The Emerging Residential Areas designation primarily applies to the delineation of designated greenfield lands in 2006, which were identified as future residential areas that were in the process of being developed or were anticipated to be developed, eventually becoming Stable Residential Areas.

In Stable Residential Areas, permitted residential forms are restricted to single-detached and semi-detached dwellings, with the intent of the policy to sustain and enhance the character and identity of existing neighbourhoods. Intensification is limited to accessory dwelling units and infill units through the creation of new lots consistent with the size and form of housing as a whole. The creation of new lots is subject to compatibility with the scale of the surrounding neighbourhood, the physical suitability of the site to accommodate the proposed infill, and the availability of hard services and road access requirements.

In Emerging Residential Areas, increased variety is encouraged through policy mandating the provision of a range of residential accommodation by housing type, tenure, size, location and price. Through the pre-dominant use of land is still identified as single-detached and semi-detached dwellings, rowhouses and townhouses are also permitted. T

### **Town of Newmarket Zoning By-law**

Finally, the Town of Newmarket Comprehensive Zoning By-law 2010-40 contains specific use regulations and building performance standards for each lot within the municipality. The majority of Residential Areas are zoned under the Residential Zone Category, composed of five zones (R1, R2, R3, R4, R5) with increasing permissions for higher-density residential types.

Zoning By-law Amendments introduce variations to the established standards which are appropriate for a locationally-specific context. Zoning By-law 2010-40 has been subject to a process of on-going refinement through amendments, with one such example being Zoning By-Law 2013-30. Zoning By-law 2013-30 applies to an area generally corresponding with Newmarket's older organic core and was introduced to curb overbuilding which was incompatible with surrounding built form. The By-law reduces the maximum permitted height and the maximum permitted coverage, and modifies how front yard setbacks are determined to ensure alignment with dwellings on either side of the property.

## **6.3 Key Issues and Challenges**

As currently structured, Newmarket's existing land use policy and regulatory framework does not adequately address changing patterns of development within the Town's residential neighbourhoods. The following section identifies a number of gaps in the current framework.



### **Outdated Land Use Designations**

The current binary land use designations of Stable Residential Areas and Established Residential Areas is outdated. These designations were put in place in 2006, when the Official Plan was last updated, and were crafted to address a specific context for growth to come. This specific context has run its course and no longer exists, and the Official Plan designations no longer reflect on-the-ground conditions or current provincial policy direction.

Since 2006, almost all of the lands designated as Emerging Residential Areas have been developed, and the Town has been physically built-out. Today, all Residential Areas are effectively 'stable' neighbourhoods. In accommodating for future growth, the Town of Newmarket shall accommodate for some degree of change and growth within its residential neighbourhoods.

Furthermore, there is a disconnect between the uses permitted in the Official Plan's land use policies, and the uses which exist on-the-ground. Notable examples include commercial uses along Eagle Street, Prospect Street and Gorham Street, which fall within Stable Neighbourhoods. Generally, a greater variety and range of uses exist along Primary Collector Roads than is anticipated in the Official Plan.

### **Restrictions on Higher-Density Housing Forms**

Both Stable Residential Areas and Emerging Residential Areas contain established communities, but only Emerging Residential Areas permit higher-density forms such as triplexes, fourplexes, townhouses and row-houses. This distinction no longer makes sense and limits the potential for higher-density buildings to a relatively small portion of the Town. This effectively limits the potential for medium-density housing typologies, such as those identified above. This is in

spite of the fact that these typologies already exist in many areas of the Town and blend seamlessly into character of established neighbourhoods. When the built form of multi-unit dwellings reflects that of adjacent and surrounding properties, it is possible for them to contribute positively to the look and feel of the broader neighbourhood.

### **No Defined Distinction Between Neighbourhood Character**

The current Official Plan does not distinguish between the variation in built form and public realm character between residential neighbourhoods. They are treated as one homogenous whole, when in fact clear distinctions exist between different areas of the Town, as revealed by the analysis of existing neighbourhood conditions and the preparation of the Preferred Neighbourhood Classification System.

### **Inconsistency Between Zoning Permissions and Existing Built Form**

The current Comprehensive Zoning By-law is inconsistent with existing built form conditions, particularly in older organic neighbourhoods where residences built in the 1940's and 50's pre-date the modern zoning by-law. The specifications set out in the Comprehensive Zoning By-law do not reflect existing neighbourhood character, meaning that new infill developments being constructed as-of-right are not physically compatible with their older counterparts.

### **Large Number of In-Force Zoning By-laws**

There are a number of in-force zoning by-laws across the Town of Newmarket, which have been developed, enacted and/or partially repealed over time. Comprehensive Zoning By-law 2010-40 is the most recent by-law which covers most of the Town, but significant portions of Newmarket are regulated by Zoning By-law 2013-30, Zoning By-law 1981-61 and

Zoning By-law 1979-50. This complex collection of separate by-laws is confusing to interpret and difficult to compare as the regulated elements have changed over time.

### Changing Demographic Trends

Newmarket's demographic patterns are changing. Average household size is shrinking, caused by societal trends towards couples having fewer children later in life, and seniors living longer and more independently in old age. This reduction in average household size means that more housing is required to house fewer people, putting increased pressure on more units to accommodate a growing population. It has also resulted in a shrinking population within established neighbourhoods, as the built form has not changed to reflect contracting household composition.

### Diminishing Capacity

By constraining the supply of low to medium-density housing typologies throughout Newmarket's established neighbourhoods, and directing all development to the Urban Centres and GO Station Areas, the carrying capacity of these designated growth areas will become increasingly strained over time, while the established neighbourhoods will remain relatively under-populated.

### Declining Neighbourhood Populations

Over time, the loss of population within Newmarket's established neighbourhoods will make these communities less vibrant and resilient. Eventually, this could result in the closure of community facilities, the decline of local street retail, and an increased per-person tax burden to maintain existing municipal services and infrastructure.

### Mismatch Between Supply and Demand

There is a mismatch between the forms of housing which are currently being supplied and those which are demanded. Most new development is occurring in the Urban Centres, where a number of new mixed-use developments are in progress. However, many families would prefer to live in established neighbourhoods, where there is better access to public amenities such as schools and green space. In these locations, a scarce supply of available housing is driving up demand and, with it, the cost of housing.

### Need for a Comprehensive Policy Solution

The Town of Newmarket has attempted to address these incompatibilities in locations where discrepancies are most apparent, such as through Zoning By-Law 2013-30 in the older organic neighbourhoods. However, these site-specific by-laws are only stop-gap measures which target small areas of the Town. There is a need to address the issue of neighbourhood compatibility comprehensively on a town-wide basis.

## 6.4 Key Opportunities

In light of the issues identified above, there are a number of key opportunities to improve the current policy and regulatory framework.

### Contextually-Sensitive Infill Development

There is an opportunity to maintain the stability of Residential Areas, while also allowing for contextually-sensitive infill development and limited intensification which demonstrates compatibility with the established character of a neighbourhood.

For example, it is possible to allow permitted uses beyond single-detached and semi-detached dwellings, at a scale which is similar to existing development. This includes maintaining current requirements for single-detached and semi-detached dwellings in residential

neighbourhoods, but introducing permissions for other forms of low-rise housing such as duplexes, triplexes, fourplexes, townhouses, and walk-up apartment buildings. Flexibility for these housing forms should be considered in all residential neighbourhoods, not just those lands designated as Emerging Residential Areas.

### **Added Value of New Development**

There is an opportunity to recognize that new development in Existing Residential Areas can add physical and intrinsic value to communities. New development should be recognized for the potential benefits that it can bring both within neighbourhoods and town-wide.

### **Defining Neighbourhood Character**

There is an opportunity to define neighbourhood character within the Official Plan. In doing so, the potential exists to identify specific qualities which contribute to the character of each Neighbourhood Classification across Newmarket. This would allow for additional policy direction on the characteristics that should be protected and enhanced, leaving less ambiguity in the interpretation of what constitutes 'compatible' development.

### **Regulating Form and Character Over Dwelling Type**

Amendments to the Official Plan present the opportunity to shift away from the existing approach of regulating the type of dwelling (i.e. number of units in the building) in favour of regulating the building form (i.e. size, shape and massing of building). Implemented in tandem with the exercise of defining neighbourhood character, this will allow for development which respects the existing look and feel of a neighbourhood while also providing a broader range of housing options than is currently permitted.

### **Disconnect Between Official Plan Policies and Zoning Regulations**

There is an opportunity to introduce permissions in the Official Plan which allow for a greater variety of medium-density housing typologies throughout established neighbourhoods, without increasing as-of-right permissions in the Zoning By-law. This would allow applicants to seek permissions for medium-density residential housing typologies without requiring and site-specific Official Plan Amendment. It would also allow municipal staff to review and evaluate the compatibility of medium-density building typologies on an application-by-application basis, and to increase as-of-right permissions on an area-specific basis, where it can be demonstrated that adequate services and infrastructure exist to accommodate growth.

### **Simplifying Existing Zoning By-laws into a Comprehensive Zoning Code**

There is an opportunity to simplify the existing collection of in-force Zoning By-laws to allow Zoning By-law 2010-40 to cover all areas of the Town. This may involve repealing old by-laws including Zoning By-law 2013-30, Zoning By-law 1981-61 and Zoning By-law 1979-50, translating their permissions into a language which is consistent with Zoning By-law 2010-40, and then updating and replacing Zoning By-law 2010-40 with new performance standards and/or zoning regulations. This will simplify the regulatory framework and streamline planning processes for both Town staff and applicants by reducing the need to consult and cross-reference several by-laws.

### **Updated Zoning Permissions: New Area-Specific Standards**

There is an opportunity to introduce zoning regulations which more accurately reflect the existing built form in neighbourhoods across the Town of Newmarket. An update to the Zoning By-law can take a number

of different approaches. The modifications that were implemented through By-law 2013-30 could be expanded to other areas of Newmarket experiencing similar development patterns. However, establishing new zoning standards which accurately and comprehensively capture the distinct conditions of each area of the Town may be difficult, as outliers may be evident. The implementation of such standards may also result in the creation of legal non-conforming uses.

### **New Context-Responsive Standards**

In contrast to the approach of creating area-specific standards, an alternative approach could involve linking zoning standards for a property to the existing conditions of adjacent and surrounding properties. This would require new development to respect the qualities of neighbouring properties, while eliminating the need for a catch-all standard. However, this approach lacks the degree of specificity contained in the current by-law.

### **Achievement of Broader Housing Goals and City-Building Initiatives**

Increased infill development has the potential to support more housing, in a broader range of forms and affordability levels, within established residential areas. This would help accommodate Newmarket's growing population, optimizing the use of existing public amenities and infrastructure, and potentially contributing to provincial and regional growth targets at a gentler scale.

## **6.5 Emerging Policy Directions**

A number of policy options have emerged, informed by the analysis of existing conditions, development of the Preferred Neighbourhood Classification System, and informed by public and stakeholder feedback.

These emerging policy options aim to retain prevailing neighbourhood character and physical stability while allowing for sensitive infill and supporting broader housing and intensification goals. They move to recognize the distinct built form and public realm conditions across residential neighbourhoods, and introduce Residential Character Areas to ensure that defining characteristics are acknowledged and maintained. Figure 28 demonstrates options which are currently being explored in the re-structuring of the municipal land use policy framework.

### **Town of Newmarket Official Plan**

At the Official Plan level, consideration should be given to replacing the Stable Residential Areas and Emerging Residential Areas land use designations with a singular Residential Areas land use designation, and providing explanatory language which:

- Acknowledges that while the majority of growth is directed to the Urban Centres, a limited amount of infill and intensification is anticipated to occur throughout Residential Areas;
- Acknowledges that while Residential Areas are primarily comprised of detached and semi-detached dwellings, they also contain a mix of duplexes, triplexes, fourplexes, townhouses, rowhouses, and low-rise apartment buildings; and
- Acknowledges that as Newmarket continues to intensify, Residential Areas are anticipated to accommodate a greater range and diversity of housing types.

Within the Residential Areas land use, consideration should be given to introducing policies which:

- Speak to the need to maintain the stability of Residential Areas, while allowing for contextually-

sensitive infill development and intensification, which demonstrates compatibility with the character of the neighbourhood;

- Outline the ways in which infill development may be achieved through the construction of new residential dwellings on vacant land, additions and structural alterations to existing dwellings, and the demolition and redevelopment of existing dwellings;
- Outline that limited intensification may be achieved through the construction of new residential dwellings on vacant lots, the addition of secondary suites in new or existing residential dwellings, the severancing or stratification of lands resulting in the introduction of new or additional residential dwellings, and the replacement of single-family dwellings with multi-family dwellings;
- Define neighbourhood character, and states that new development shall acknowledge and respect the prevailing physical character of the surrounding neighbourhood, with consideration for specific character-defining criteria; and,
- State that new development shall have particular attention to the physical character of adjacent and surrounding properties, as well as those properties with frontage along the same street segment.

Consideration should be given to introducing a new layer of Official Plan policy, which provides specific direction for new development within individual Residential Character Areas, the extents of which should be illustrated on a supporting Official Plan Schedule. Within this new section of the Official Plan, explanatory text should be provided which:

- Defines the boundaries of the Residential Character Areas, and outlines how these boundaries have been determined;
- States that the applicability of specific Residential Character Area policies will be subject to review by Town Staff, and determined on a site-by-site basis;
- Provides a neighbourhood character statement, list of predominant built form conditions and predominant public realm conditions for each Residential Character Area; and,
- Acknowledges that, within each Residential Character Area, new development shall acknowledge and respect these physical characteristics while responding to unique site and contextual conditions, and demonstrating compatibility with the existing neighbourhood.

### **Town of Newmarket Comprehensive Zoning By-law**

At the Zoning By-law level, consideration should be given to pursuing one of three potential policy options, in order to regulate building and lot standards within each of the three Residential Character Areas:

**Option 1:** This option involves the introduction of three area-specific Zoning By-law Amendments, one for each of the Residential Character Areas, with rigid zone standards specific to the distinct conditions which present themselves within the three areas.

*For example, a property could be subject to a minimum front yard setback of 3 metres, and a maximum front yard setback of 6 metres. This is consistent with the range of front yard setbacks which exist within a particular Neighbourhood Classification. This regulation would apply regardless of the immediate context*



*of adjacent and/or surrounding properties. In this scenario, the subject property would be permitted a tolerance of 3 metres, and could establish a front yard setback anywhere between 3 and 6 metres.*

**Option 2:** This option involves the introduction of a town-wide Zoning By-law Amendment for all residential zones, with flexible standards that require properties to respond to adjacent and surrounding properties, within the context of town-wide minimum and maximum standards and a specified tolerance for variation.

*For example, a property could be subject to a minimum front yard setback of 3 metres, and a maximum setback of 9 metres. This is consistent with the range of front yard setbacks which exist throughout the Town of Newmarket's established neighbourhoods. Within this range, consideration would also be given to the front yard setbacks of adjacent and/or surrounding properties. In this scenario, let's assume that one adjacent property has a front yard setback of 4 metres, and the other adjacent property has a setback of 6 metres. In this scenario, the subject property has two options. The two adjacent setbacks could be averaged to 5 metres, or alternatively, the subject property could be permitted a tolerance for variation from the average setback. In this scenario, let's assume this tolerance is 1 metre. In this event, the subject property would be permitted a front yard setback of 4 to 6 metres.*

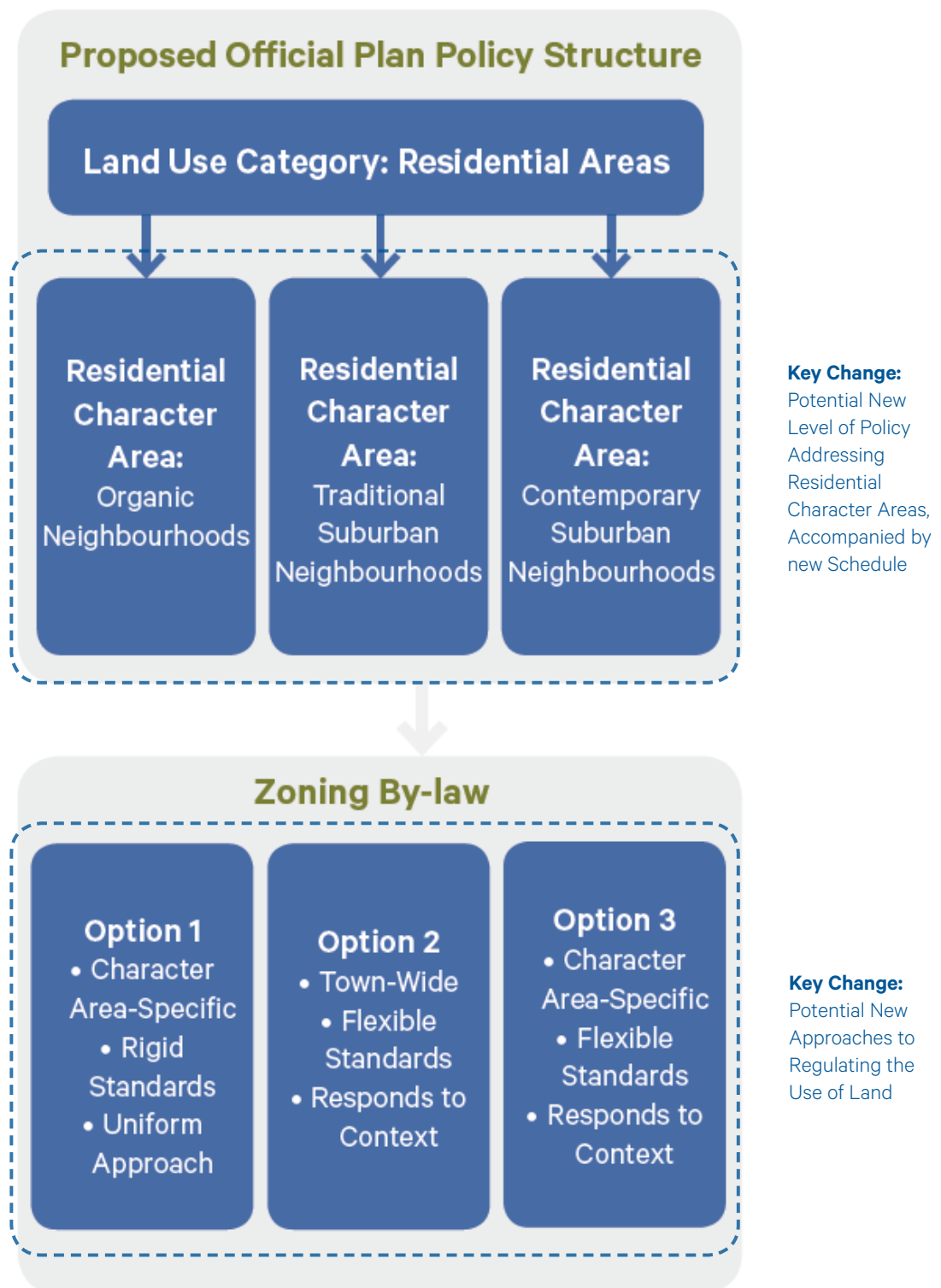
**Option 3:** This option involves a hybrid solution combining Options 1 and 2. This would consist of three area-specific Zoning By-law Amendments, with flexible standards that require properties to respond to adjacent and surrounding properties, within the context of Character Area-specific minimum and maximum standards and a specified tolerance for variation.

*For example, a property could be subject to a minimum front yard setback of 3 metres, and a maximum front yard setback of 6 metres. This is consistent with the range of front yard setbacks which exist within a particular Neighbourhood Classification. Within this range, consideration would also be given to the front yard setbacks of adjacent and/or surrounding properties. In this scenario, let's assume that one adjacent property has a front yard setback of 5 metres, and the other adjacent property has a front yard setback of 4 metres. In this scenario, the subject property has two options. The two adjacent setbacks could be averaged to 4.5 metres, or alternatively, the subject property could be permitted a tolerance for variation from the average setback. In this scenario, let's assume this tolerance is 1 metre. In this event, the subject property would be permitted a front yard setback of 3.5 to 5.5 metres.*

Alternatively, consideration could be given to establishing a Residential Character Areas Overlay, or replacing the Zoning By-law with a Development Permit System. A preferred policy direction will be determined through consultation with Town Staff, members of Town Council, and the public.



**Figure 28.** Summary of Existing Policy Framework



**Figure 29.** Summary of Emerging Policy Directions

# 7.0 RESULTS OF PUBLIC ENGAGEMENT

## 7.1 Overview

During Phase 2, residents were invited to provide further input on their perception and experience of residential neighbourhoods, as well as comment on the preliminary Neighbourhood Classification System and draft Policy Options. Their feedback will help refine the classification boundaries, and determine the defining characteristics of each area.

## 7.2 Public Information Centre 2

Public Information Centre 2 was held on October 19th, 2019 from 10am to 2pm at the Newmarket Community Centre and Lion's Hall at 200 Doug Duncan Drive. The purpose of the event was to provide an overview of the work done up to date, present the preliminary Neighbourhood Classification System, and receive feedback on the classifications while engaging face-to-face with residents. Over 100 people attended the event, which was held on a Saturday alongside

the popular weekend Farmer's Market. Informational display boards were exhibited and participants were asked to provide feedback through a series of note and comment cards.

### Key Findings

As part of an interactive display board, members of the public were asked to place stickers on an aerial map of the Town to indicate where they live. The results indicate strong representation from attendees in the Organic Neighbourhoods and Traditional Suburban Neighbourhoods. Over half of the attendees reside in the Organic Neighbourhood, including a large number living in proximity to Main Street. There was a relatively even spread of attendees from Traditional Suburban Neighbourhoods, representing neighbourhoods from all corners of the Town. Participation from those residing in Contemporary Suburban Neighbourhoods was limited, with only one participant attending.

The project team received generally positive feedback on the Preferred Neighbourhood Classification System



**Figure 30.** Image of people at consultation event



and draft Policy Options. Participants recognized the benefits of introducing new policies and regulations to direct future development in a manner which is respectful of, and can co-exist harmoniously with, existing development throughout the Town's established residential neighbourhoods. However, participants also acknowledged that, if managed appropriately, changes to the neighbourhood fabric, occurring on a piecemeal and incremental basis, can have a positive and lasting impact to the vibrancy, resiliency and character of the neighbourhood.

Conversely, concerns were raised over the height, massing, scale and density of specific infill developments, and the negative implications such developments have had on the physical character of the neighbourhood. Concerns were also raised regarding management of new development, and the need for improved enforcement to minimize negative impacts on adjacent and surrounding residents through the construction process. This was seen as being equally as important to the resulting

physical form of development. Other concerns were raised regarding the ongoing maintenance of public utilities as well as private properties, as well as the management of short-term rental accommodations, as well as concerns over vehicular traffic and the need for improved enforcement of speeding within residential neighbourhoods.



**Figure 31.** Image of people at consultation event

## 8.0 NEXT STEPS

The information collected and presented through this Draft Policy Options Report (Phase 2), including the emerging policy options presented in Section 3.7, will be subject to further consultation with Town Staff and members of Town council. Combined with the findings of Public Information Centre 2, this feedback will inform the development of a preferred policy direction, which will be presented in the Policy Recommendations Report.

The Preferred Neighbourhood Classification System and draft Policy Options will be presented to members of Town Council at a Council Workshop in December, 2019. This workshop will offer a hands-on opportunity for Councillors to discuss the Neighbourhood Classification System and suggest modifications to ensure that it accurately captures on-the-ground conditions, as well as provide input on the proposed policy directions.

This will culminate in the final Policy Recommendations Report, which will provide a summary of all work undertaken and a detailed rationale for the preferred strategy. An Official Plan Amendment and implementing Zoning By-law Amendment will be drafted to inform future development within the Town of Newmarket's established neighbourhoods. The amendments will include written policies as well as supporting schedules.

These materials will be presented at a third Public Information Centre, to be scheduled in early 2020 prior to a Statutory Public Meeting.

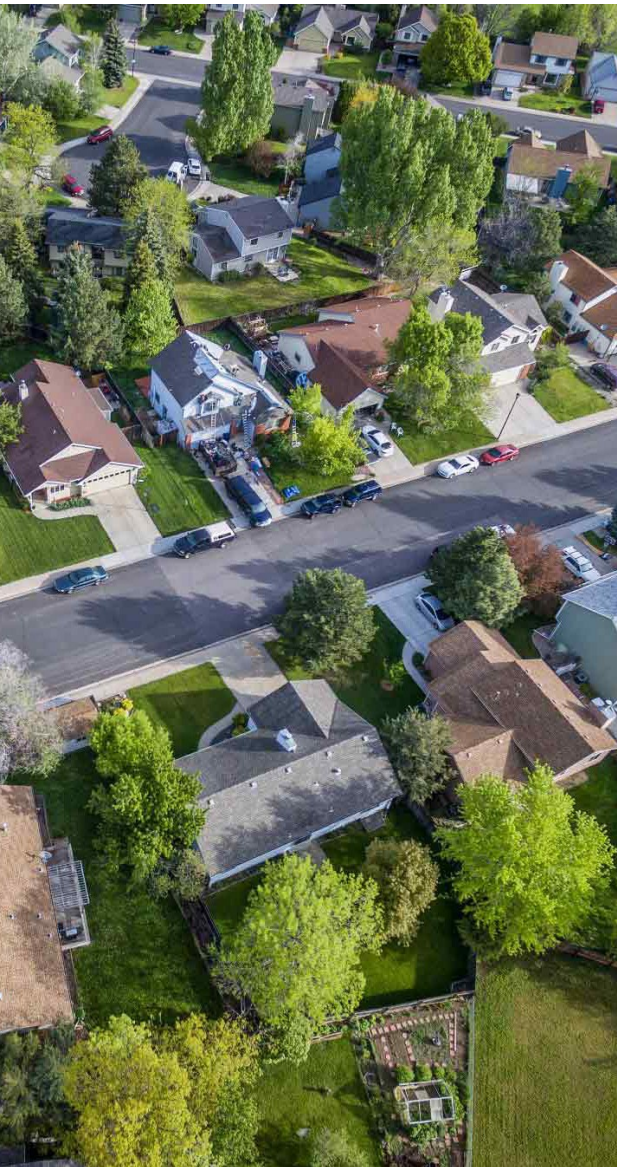


**Figure 32.** Future Public Engagement Events









**TOWN OF NEWMARKET**

# **ESTABLISHED NEIGHBOURHOODS COMPATIBILITY STUDY**

**SPECIAL COMMITTEE OF THE WHOLE**

DECEMBER 2, 2019

# PRESENTATION OUTLINE

1. Background
2. Purpose & Process
3. Consultation & Engagement
4. Neighbourhood Character Analysis
5. Preferred Neighbourhood Classifications
6. Key Issues, Opportunities & Challenges
7. Emerging Policy Directions
8. Next Steps

# 1 BACKGROUND

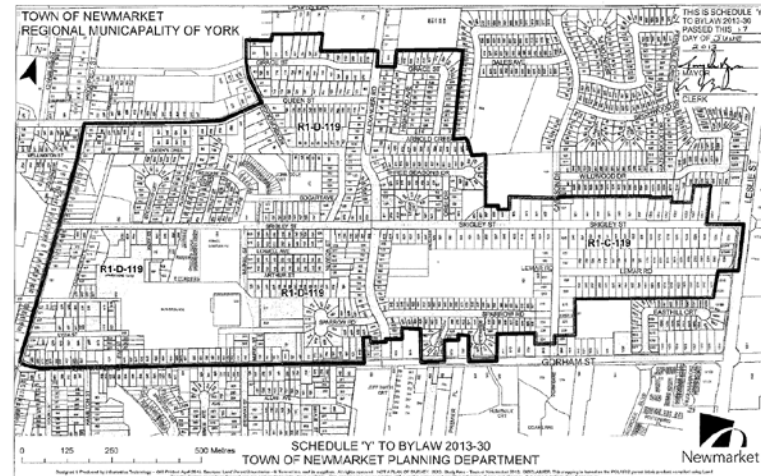
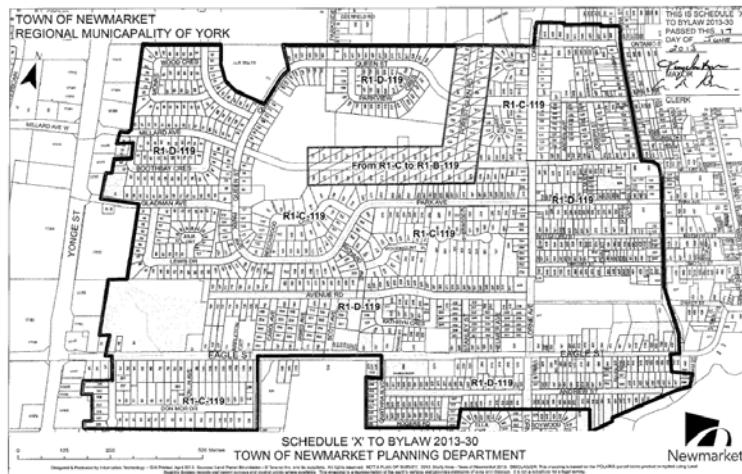
## Growth and Intensification in Newmarket

- Newmarket is poised for growth.
- Most is anticipated to occur along the Davis Drive and Yonge Street corridors, as well as surrounding existing and planned GO Stations.
- Neighbourhoods, which are anticipated to remain stable, are also experiencing growth. This has primarily occurred through the creation of new lots and dwellings.
- This can be done respectfully. However, it can also be done in a manner which is not compatible with the character of the neighbourhood.
- This is of primary concern within the Town's most established neighbourhoods, where larger lots and smaller and older dwellings lend themselves to redevelopment.

# 1 BACKGROUND

## Zoning By-law 2013-30

- In response to these concerns, the Town undertook a study of Newmarket's most established neighbourhoods in 2013.
- This culminated in a Zoning By-Law Amendment, which modified regulations governing lot coverage, building height, and setbacks.
- This was done in the interest of ensuring that future development, within Newmarket's most established neighbourhoods, is compatible with the character of those neighbourhoods.





# 1 BACKGROUND

## Planning Tools 101



- Official Plan – Sets broad policy intentions for the Town's over the long term



- Zoning By-law – Regulates land in its use and built form 'as of right'



- Minor Variance – Provides permissions that meet the general intent of the zoning by-law and official plan



- Consent – Allows the division of land



- Site Plan Approval – Reviews technical elements of development

## 2. PURPOSE & PROCESS

### Overview

- Now, the Town is undertaking a comprehensive review of all established neighbourhoods.
- The objective is to:
  - Identify and characterize neighbourhoods throughout Newmarket; and
  - Develop and implement policies to guide future development, while addressing neighbourhood character and compatibility.

## 2. PURPOSE & PROCESS



### Opportunities for Public Feedback

- Three Public Consultation Meetings;
- Three Town Council / Committee of the Whole Meetings;
- Online Survey / Mapping Exercise; and
- Farmers Market Information Kiosk.

### Reports and Deliverables

- Background Report;
- Neighbourhood Classification System;
- Policy Options Report;
- Policy Recommendations Report; and
- Official Plan Amendment and Implementing Zoning By-Law Amendment.

# 3. CONSULTATION & ENGAGEMENT

## Overview

- Objective is to identify residents' priorities, values and concerns with respect to their neighbourhoods.
- Residents know their neighbourhoods intimately, and this knowledge is a resource of immeasurable value that will help to achieve study goals and objectives.

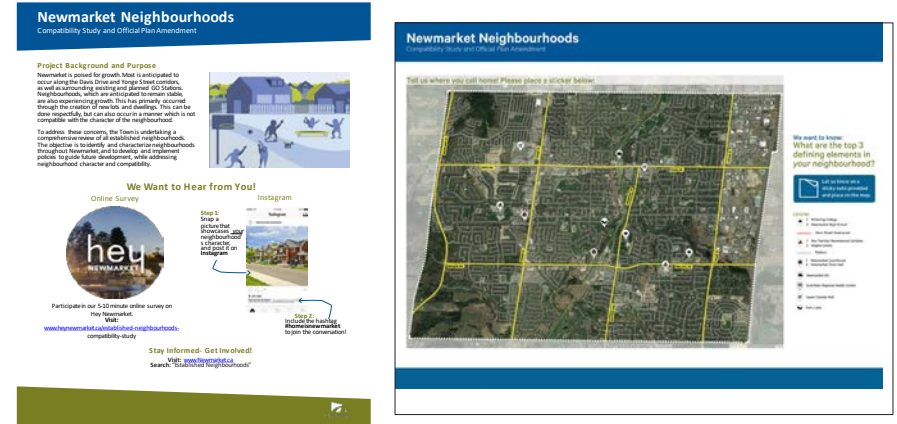


# 3. CONSULTATION & ENGAGEMENT

## Public Information Centre #1 - May 2019



## Farmer's Market - July 2019



## Online Engagement Tools - Summer 2019



## Public Information Centre #2 - October 2019



# 3. CONSULTATION & ENGAGEMENT

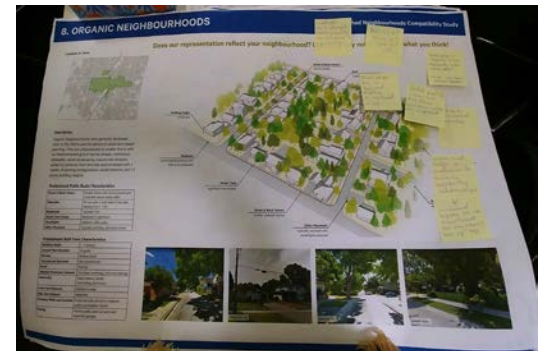
## Key Findings - Phase Two

Feedback was collected, analyzed and synthesized. Key findings include:

- Residents recognize the benefits of introducing new policies to guide future development to ensure compatibility with existing neighbourhoods.
- Residents acknowledge that appropriate incremental change can have a positive impact on the vibrancy and character of the neighbourhood.
- Residents voiced concern regarding height, massing, scale and density of specific infill developments.
- Additional concerns were raised regarding management of new development, such as negative impacts during the construction process.
- There was general approval of and agreement with the draft Neighbourhood Classifications.



Neighbourhood Location Mapping



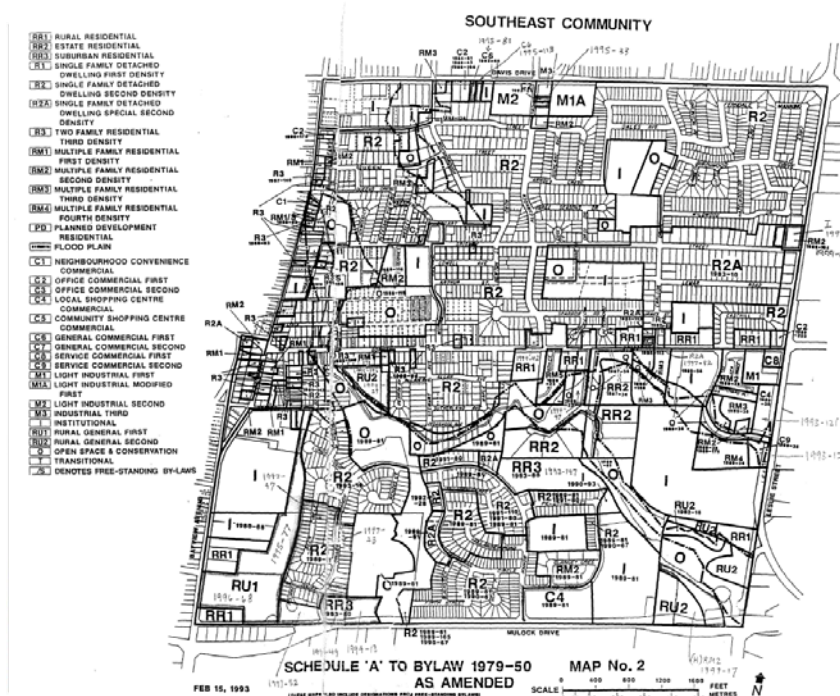
Comments on draft Classifications

# 4. NEIGHBOURHOOD CHARACTER ANALYSIS

## Identifying Neighbourhood Classifications and Delineating Boundaries

- The information collected through the Background Report informed a set of evaluation criteria, which were used to determine the draft Neighbourhood Classifications. These include:

1. Age of Development;
2. Existing Major Streets and Property Boundaries;
3. Existing Urban Centres Boundary;
4. Well and Septic Data;
5. Applicable Land Use Designations;
6. Applicable Zoning By-law Regulations;
7. Interpretation of the Built Form; and
8. Interpretation of the Public Realm.





# 4. NEIGHBOURHOOD CHARACTER ANALYSIS

## Outliers

- Urban Centres - growth-driven, mixed-use area centered on the major corridors of Yonge Street and Davis Drive - subject to area-specific policy through the Urban Centres Secondary Plan and Urban Centres Zoning By-law
- Estate Neighbourhoods - residential areas at the Town's peripheries - not anticipated to accommodate future infill and intensification due to the absence/limited capacity of existing servicing infrastructure
- Other Building and Dwelling Typologies: duplexes, triplexes, fourplexes, townhouses, and walk-up/low-rise apartment buildings inter-dispersed within neighbourhoods - add variety while blending with the character of surrounding properties



Urban Centres - Davis and Yonge



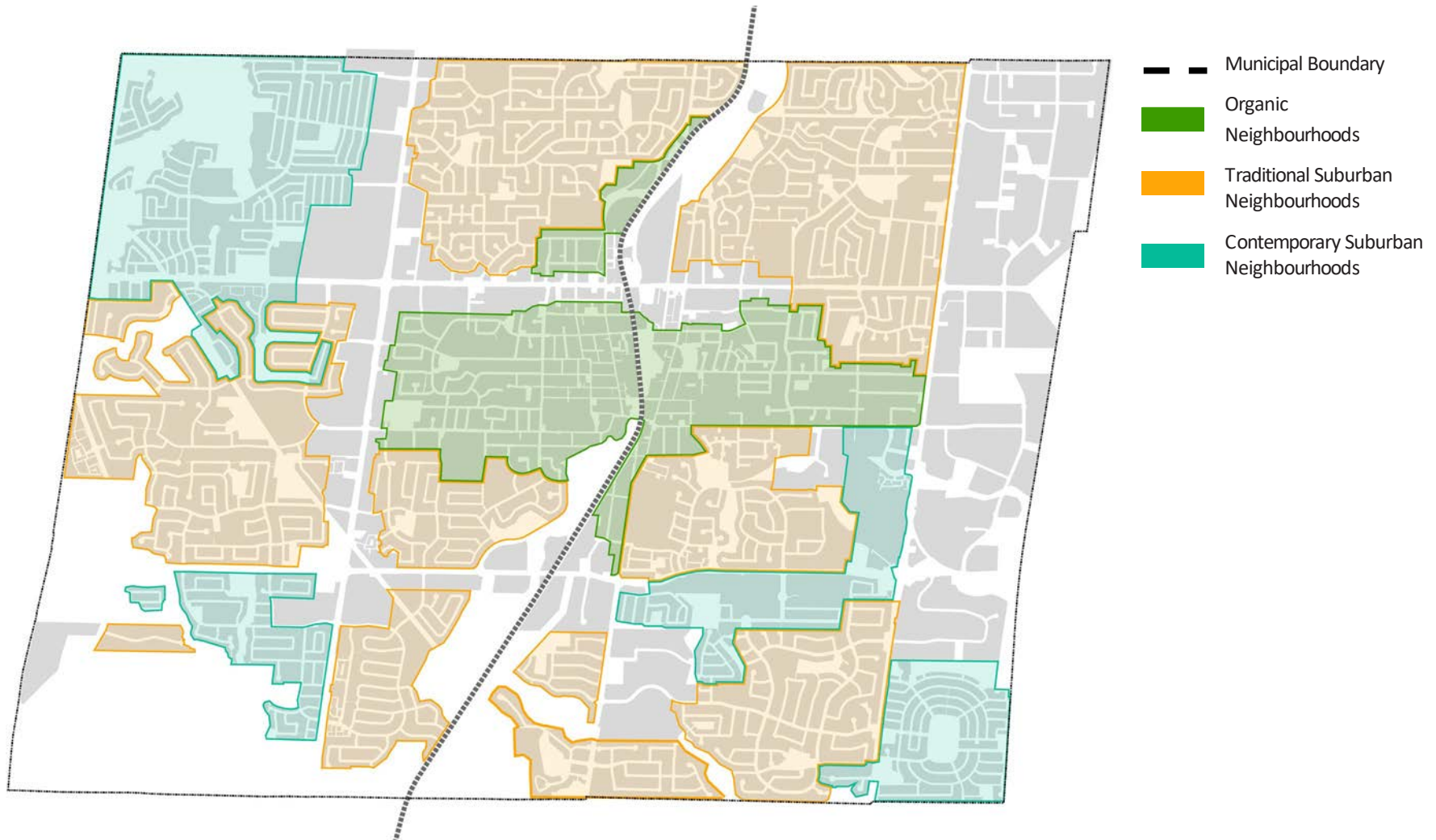
Estate Neighbourhoods - Kingdale Road



Mid-rise and apartment typologies



# 5. PREFERRED NEIGHBOURHOOD CLASSIFICATIONS



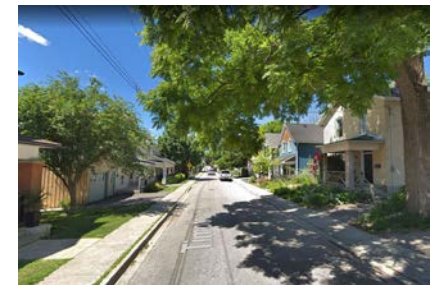
# 5. PREFERRED NEIGHBOURHOOD CLASSIFICATIONS

## Organic Growth Neighbourhood

- Situated within and surrounding the historic core of the Town of Newmarket.
- Developed prior to the 1940's and the advent of subdivision-based planning.
- Characterized by smaller blocks with an interconnected grid of narrow streets, continuous sidewalks, varied landscaping, mature tree canopies, varied lot patterns, front and side-yard driveways with a variety of parking configurations, varied setbacks, and 1-2 storey building heights.



Alexander Rd.

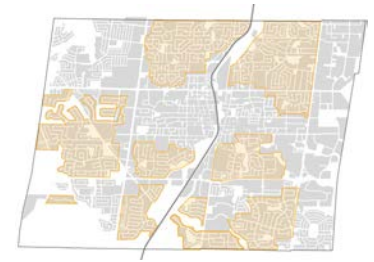


Timothy St.

# 5. PREFERRED NEIGHBOURHOOD CLASSIFICATIONS

## Traditional Suburban Neighbourhood

- Situated between the historic core of the Town of Newmarket, and the Contemporary Suburban Neighbourhoods, which traverse the periphery of the Town.
- Developed between the 1940's and 1990's.
- Characterized by longer and often disconnected blocks of wider curvilinear streets, discontinuous sidewalks, varied landscaping, evolving and maturing tree canopies, varied lot patterns, front and side-yard driveways with attached garages, varied setbacks, and 1-2 storey building heights



Magnolia Ave.



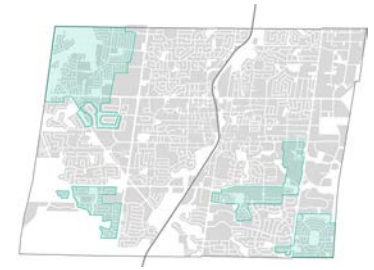
Waratah Ave.



# 5. PREFERRED NEIGHBOURHOOD CLASSIFICATIONS

## Contemporary Suburban Neighbourhood

- Situated at the periphery of the Town, beyond the Traditional Suburban Neighbourhoods, and adjacent to the Estate Neighbourhoods
- Developed following the 1990's.
- Characterized by moderately sized blocks with an interconnected modified grid of moderately sized streets, continuous sidewalks and landscaping, recently planted and emerging tree canopies, consistent lot patterns, front yard driveways with attached garages, consistent setbacks, and 2-storey building heights.



Ernest Cousins Cir.



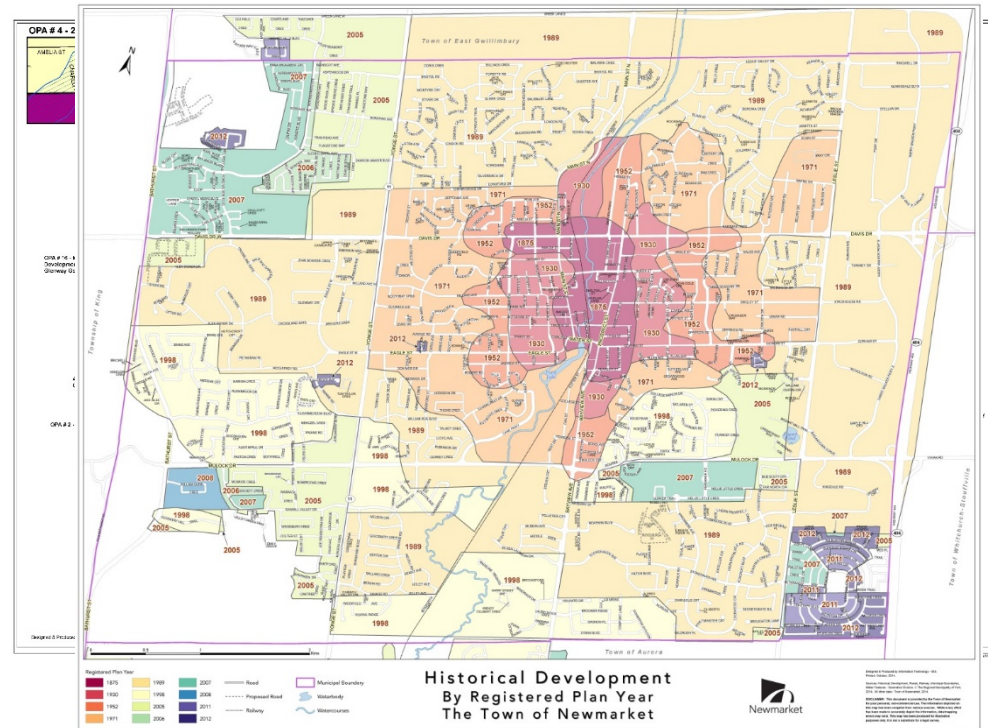
Stuffles Cres.



## 6. KEY ISSUES, OPPORTUNITIES & CHALLENGES

## Key Issues and Challenges

- Outdated land use designations
- Restrictions on higher-density housing forms
- No defined distinction between neighbourhood character
- Inconsistency between zoning permissions and existing built form



# 6. KEY ISSUES, OPPORTUNITIES & CHALLENGES



aws



2009



2011



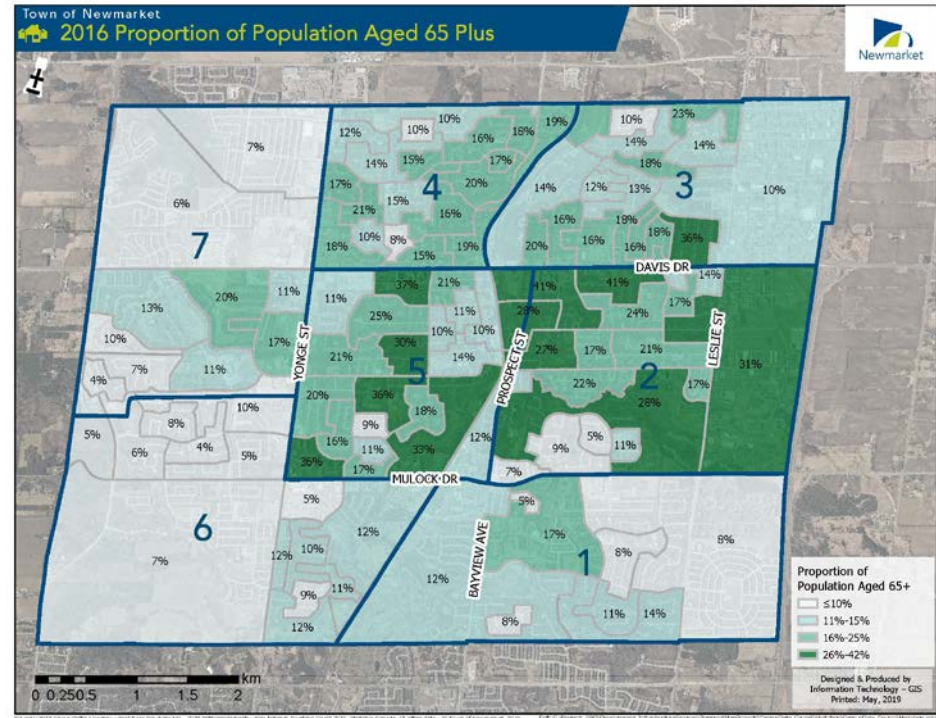
2018



# 6. KEY ISSUES, OPPORTUNITIES & CHALLENGES

## Key Issues and Challenges

- Changing demographic trends
- Housing affordability
- Declining neighbourhood populations
- Over-housing / Under-housing
- Mismatch between units supplied and demanded
- Diminishing capacity in areas targeted for intensification
- Increased demand and finite supply of housing in neighbourhoods
- Need for a comprehensive policy solution



# 6. KEY ISSUES, OPPORTUNITIES & CHALLENGES

## Key Opportunities

- Contextually-Sensitive Infill Development
- Added Value of New Development
- Defining Neighbourhood Character
- Regulating Form and Character Over Dwelling Type
- Disconnect Official Plan and Zoning Regulations
- Simplify and Consolidate Zoning Regulations
- New Area-Specific Standards
- New Context-Responsive Standards
- Increasing Housing Diversity, Choice and Supply
- Supporting a Greater Range of Lifestyles and Life-Cycle Stages
- Protecting Housing Affordability
- Optimizing the Use of Existing Services and Infrastructure
- Supporting Neighbourhood Businesses
- Enhancing the Vitality and Resiliency of Neighbourhoods



# 7. EMERGING POLICY DIRECTIONS

## Planning Tools 101



- Official Plan – Sets broad policy intentions for the Town’s long-term change
  - Applications (e.g. zoning by-law amendments, minor variance, site plan approval) are reviewed against this

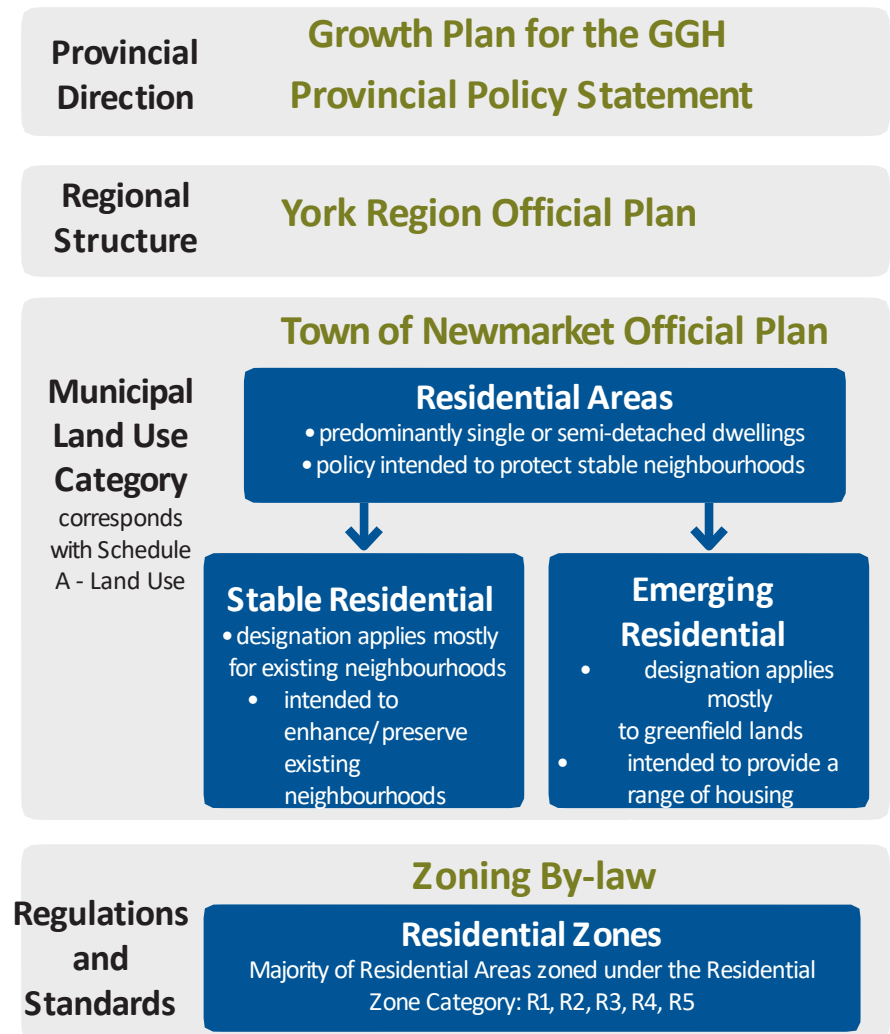


- Zoning By-law – Regulates land in its use and built form
  - Building permits must comply with this

# 7. EMERGING POLICY DIRECTIONS

## Existing Policy Structure

- The Official Plan contains two designations for Residential Areas: Stable Residential and Emerging Residential.
- All Emerging Residential lands have since been developed, and the Town is now largely physically built-out.
- The Official Plan does not define neighbourhood character and compatibility, nor does it contain relevant policies.
- The Official Plan does not sufficiently address modern housing needs, and the range of tenures, ownership models and housing types which are necessary to accommodate them.
- The Zoning By-law does not address neighbourhood character and compatibility.



# 7. EMERGING POLICY DIRECTIONS

## Proposed Official Plan Structure

Update the Official Plan to:

- combine Stable Residential and Emerging Residential into one Residential Areas land use designation;
- acknowledge that a limited amount of infill and intensification will occur in Residential Areas
- define neighbourhood character and speak to the need for compatibility; and
- address the need to accommodate for a range of tenures, ownership models and housing types to address modern housing needs.

### Town of Newmarket Official Plan

#### Municipal Land Use Category

corresponds with updated Schedule A - Land Use Designations

#### Residential Areas

- still predominantly single-detached or semi-detached dwellings with permissions for other forms of low-rise housing
- Recognizes that compatible development in existing Residential Areas can add physical and intrinsic value to communities



# 7. EMERGING POLICY DIRECTIONS

## Proposed Official Plan Structure

Introduce a new layer of Official Plan policy which provides direction for new development within individual Residential Character Areas and:

- defines the boundaries of each Residential Character Area
- provides a neighbourhood character statement, list of predominant built form conditions and predominant public realm conditions for each Residential Character Area; and
- recognizes that new development shall respect these physical conditions while responding to unique site conditions and demonstrating neighbourhood compatibility.

### Town of Newmarket Official Plan

#### Municipal Land Use Category

corresponds with updated Schedule A - Land Use Designations

#### Residential Areas

- still predominantly single-detached or semi-detached dwellings with permissions for other forms of low-rise housing
- Recognizes that compatible development in existing Residential Areas can add physical and intrinsic value to communities

#### Residential Character Areas

corresponds with new Schedule - Residential Character Areas

#### Organic Neighbourhood

- Newmarket's oldest neighbourhoods, includes historic core

#### Traditional Suburban Neighbourhood

- Newmarket's earlier subdivision-based planning

#### Contemporary Suburban Neighbourhood

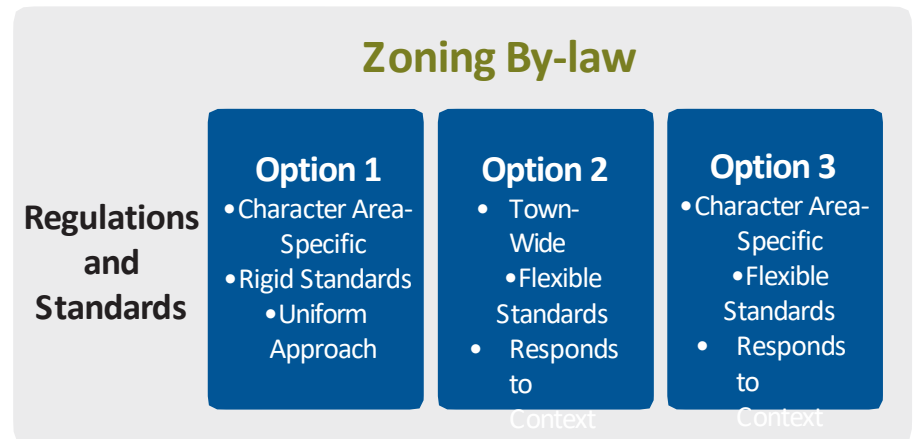
- Newmarket's more recent subdivision-based planning



# 7. EMERGING POLICY DIRECTIONS

## Proposed Zoning By-Law Structure

- Option 1- Three area-specific ZBAs, one for each Residential Character Area, with rigid zone standards specific to the distinct existing conditions
- Option 2 - A town-wide ZBA for all residential zones, with flexible standards requiring properties to respond to adjacent and surrounding properties, within minimum and maximum standards and a specified tolerance for variation
- Option 3 - A hybrid solution combining Options 1 and 2, with area-specific ZBAs and flexible standards required to match neighbourhood context



# 7. EMERGING POLICY DIRECTIONS

## Example of Draft Options - Front Yard Setback Scenario

### Option 1

- A property would be subject to an area-specific **min. front yard setback of 3m**, and a **max. front yard setback of 6m**, with standards based on existing conditions of the neighbourhood
- Applies regardless of immediate context and surrounding and adjacent properties

### Option 2

- A property would be subject to a town-wide min. front yard setback of 3m, and a max. front yard setback of 9m
- In **consideration of adjacent and/or surrounding properties**, the new development averages the two adjacent setbacks of 4m and 6m and applies a variation of 1m, **permitting a front yard setback between 4-6m**

### Option 3

- A property would be subject to an area-specific min. front yard setback of 3m, and a max. front yard setback of 6m
- In **consideration of adjacent and/or surrounding properties**, the new development averages the two adjacent setbacks of 4m and 5m, then applies a variance of 1m, **permitting a front yard setback between 3.5-5.5m**

# 7. EMERGING POLICY DIRECTIONS

## Other Zoning Considerations

- New Zoning By-law regulations could seek to create similarity in other built form standards, including:
  - Front, Side and Rear Yard Setbacks
  - Lot Coverage
  - Soft Landscaping
  - Driveway and Curb-Cut Size / Location
  - Finished First Floor Height
  - Building Height (Pitched and Flat Roof)
  - Building Depth
  - Density (Floor Space Index)
  - Etc.

# 7. EMERGING POLICY DIRECTIONS

## Questions for Council

- How much built form variation is desirable?
- Should areas comprised of predominantly of bungalows with large footprints not be permitted to transition towards 1.5 to 2 storey homes with equal footprints?
- Should areas comprised of 2 to 2.5 storey homes, with smaller footprints, be permitted to transition towards buildings with larger footprints and equal height?
- How much density and building type variation is desirable?
- To what degree should the Town be concerned with variations in style rather than size?
- What place is there in Newmarket, if any, for buildings that are similar in size to single detached houses but have more than one unit (duplexes, triplexes, fourplexes)?
- Should areas with a greater mix of land uses and closer to more major roads and transit be allowed denser forms of housing?



## 8. NEXT STEPS

- Based on your feedback, we will revise the draft Neighbourhood Classification System and Policy Directions.
- These will be incorporated into a set of preferred policy recommendations. These will be presented in a Policy Recommendations Report, which provides a summary of all work undertaken and a detailed rationale for the preferred strategy.
- We will then present these materials at a Statutory Public Meeting in early 2020, targeted for February 24th.
- A recommendation report will be presented to Committee of the Whole with adopting by-laws, targeted for April.
- Following the adoption of these by-laws, the Interim Control By-law can be lifted.

### **Town Council Workshop**

Present Revised  
Neighbourhood  
Classifications and  
Policy Directions

Fall 2019

### **Public Information Centre #3**

Present Final Policy  
Recommendations

Winter 2020

### **Statutory Public Meeting**

Present Final Policy  
Recommendations

Winter 2020

THANK YOU!