

CITY OF VAUGHAN

**EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 28, 2011**

Item 1, Report No. 35, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on June 28, 2011.

**1 KLEINBURG ECONOMIC DEVELOPMENT STRATEGY – A MAINSTREET REVITALIZATION PROJECT (KEDS) – FINAL REPORT**

The Committee of the Whole (Working Session) recommends:

- 1) That the recommendation contained in the following report of the Director of Economic Development, dated June 21, 2011, be approved;
- 2) That staff and the KBIA report back in 2012 during Council's review of the KBIA budget, a full report on year 1 of the implemented economic development strategy;
- 3) That Planning staff review, in consultation with the Economic Development staff and KBIA, the current zoning restrictions for outdoor patios in Kleinburg and report back to a Committee of the Whole prior to the end of 2011 on the feasibility of amending the policies to allow flexibility for patio use in the Kleinburg core and to include costs associated to any amendments to address these barriers;
- 4) That Communication C2 presentation material entitled, "*Kleinburg Economic Development Strategy – A Main Street Revitalization Project*", be received; and
- 5) That the following deputations be received:
  1. Ms. Dawna Guglielmi, Kleinburg Business Improvement Association, 10462 Islington Avenue, Suite 4, Kleinburg, L0J 1C0; and
  2. Mr. Frank Greco, Canadiana Square/Heritage Hill Developments, 10472 Islington Avenue, Suite 201, Kleinburg, L0J 1C0.

**Recommendation**

The Director of Economic Development, in consultation with the City Manager, recommends:

1. THAT the presentation and strategy report: "*Kleinburg Economic Development Strategy - A Mainstreet Revitalization Project*" by Urban Marketing Collaborative Team be received;
2. THAT the Strategy positioning Kleinburg as an Outdoor Recreation and Meeting Place that residents, visitors and local business people will seek out, be adopted;
3. THAT the City recognize and protect the economic vitality of the Kleinburg Mainstreet and Core areas, and through the Economic Development Department offer support to the Kleinburg Business Improvement Area (KBIA) as a means to enhance retail opportunities and attract visitors;
4. THAT Economic Development staff convene a meeting with the KBIA and stakeholders to discuss a Year 1 workplan; and
5. THAT any financial requirements to implement the strategy, be considered during the annual budget process.

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#### **Contribution to Sustainability**

Green Directions Vaughan embraces a Sustainability First principle and states that sustainability means we make decisions and take actions that ensure a healthy environment, vibrant communities and economic vitality for current and future generations. The objectives and actions in the strategy work toward sustainability by promoting greater integration, input and co-ordination from the business community through the economic development department in policy making and its implementation.

#### **Economic Impact**

The costs associated with the preparation of the Kleinburg Economic Development Strategy were approved through the 2008 capital budget (ET3006-08) process. The KEDS has been completed within budget.

#### **Communications Plan**

The Kleinburg Economic Development Strategy and its presentation materials will be available in hard copy format and distributed to Mayor, Members of Council and Senior Management. Additional “hard” copies will be available upon request. The Strategy will be highlighted in the September Edition of the Economic Development Newsletter, Business Link, which is distributed to more than 5,000 businesses.

An electronic copy in a PDF format will be posted to Key Projects under the Business Section of the City’s website. In addition, the Executive Summary will be sent to all Kleinburg Business Improvement Area members. An update will be sent to the Kleinburg Area Ratepayers Association for their monthly Spirit Newsletter.

#### **Purpose**

To seek Council approval for the adoption of the *Kleinburg Economic Development Strategy – A Mainstreet Revitalization Project* which will provide the KBIA and other external stakeholders with a plan to assist Kleinburg merchants, property owners and residents to achieve a vibrant economy for the Village.

#### **Background – Analysis and Options**

The downtown or mainstreet is the heart and soul of a community. It represents the origins of the community and the ongoing expression of local community development and public life. These areas are rich in architectural heritage and are usually the first place our forefathers sought to live, shop, celebrate, worship, entertain and conduct business.

However downtown areas have gone through profound economic changes in recent decades due to shifts in shopping and purchasing patterns. As downtown areas often have resisted change, or have been slow to respond to market changes, many of them have fallen out of mind and have lost their status as “the destination” for shopping, dining, entertainment or everyday needs.

Despite having a vibrant past as an early trading centre, Kleinburg’s mainstreet is now at a crossroad. The inherent constraints of its physical setting on a narrow ridge, combined with the large housing developments that occurred north and south of the Village in the 1990’s and 2000’s, have enabled other centres within Vaughan to flourish. At the same time, Kleinburg’s relatively high real property values made it difficult for small retailers to survive.

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In preparation for the City's new Official Plan, numerous studies relating to land use, heritage development standards, scale and massing of buildings within the Mainstreet Commercial and Core Area of Kleinburg, have been completed. Members of the KBIA called for an economic development strategy to be initiated to deal with the revitalization of Kleinburg's mainstreet, in addition to the City's planning policies.

The Kleinburg Economic Development Strategy embodied in Item No. 4 of the Budget Committee, was adopted by Council on April 23, 2007. Economic Development Staff were instructed to begin the KEDS upon the resolution of any outstanding planning matters.

#### Study Request for Proposal and Consultant Selection

The Economic Development Department initiated KEDS in late Summer 2010. Through a formal Request for Proposal process, the City retained Urban Marketing Collaborative (UMC), a collaboration of consultancy teams from J.C. Williams Group, Urban Strategies and BA Group. J.C. Williams, an internationally-respected consultancy in downtown revitalization and retail development with project experience throughout North America, led the study.

An internal staff team was formed to guide the study. The KEDS Evaluation Committee Members consisted of staff from the Economic Development, Policy Planning, Development Planning, Heritage & Cultural Services, Engineering, Finance and Legal Departments.

#### Study Framework and Process

The objectives of the study are to develop a vision and guidelines for the long-term economic viability of Kleinburg, which includes the Mainstreet Commercial and Kleinburg Core Area designations as defined by OPA 633 passed by Vaughan City Council in May 2006.

The approach for the study follows the successful model of the Mainstreet Trust for Historic Preservation. Based on an agreed vision, the four pillars of the process are:

- Community engagement and collaboration
- Physical design and enhanced built and natural environment
- Marketing and communications, and
- Economic development.

The KEDS consists of several key elements, each providing data, insight and feedback leading to a focused and tactical action plan for achieving both business growth and economic development objectives. The study process encompassed the following steps: Fact-finding; Examination of Issues and Opportunities; Economic Development Strategy Development and Follow-Up

The first element consists of a review of background studies and materials. The following is a selected list of the many documents that were reviewed:

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- Economic Development Strategy 2010
- Vaughan Official Plan 2010
- Creative Together Cultural Plan 2010
- Employment Sector Strategy Final Report 2010
- OPA 633 - Kleinburg Core Area Review – 2006
- OPA 601 – Kleinburg – Nashville Community Plan - 2001
- Kleinburg-NashvilleHeritage Conservation District Study and Plan - 2003
- City of Vaughan Commercial Land Use Review - April 2010
- North Kleinburg-Nashville Secondary Plan Study - September 2010
- Review of Parking Standards contained within the City of Vaughan's Comprehensive Zoning By-law 1-88
- Draft Islington Avenue Streetscape Master Plan Study -2011

The background studies were complemented with on-the-ground fact-finding initiatives to understand the area's key economic strengths, constraints or weaknesses, opportunities, and threats.

The following surveys were also undertaken: intercept survey (250 respondents); license plate survey (219 plates); parking usage survey; Kleinburg merchant survey and telephone surveys (400 respondents).

Extensive discussions and facilitated workshops were undertaken with the KBIA and Kleinburg Area Ratepayers Association (KARA). Staff from the City and York Region; Ward 1 Councillor Marilyn Iafate, former Ward 1 Councillor Peter Meffe, McMichael Canadian Art Collection, Toronto and Region Conservation Authority, Regional Tourism Organization 6 (RTO 6), Pierre Berton Discovery Centre, St. Padre Pio Church, Vaughan Mills and the Vaughan Chamber of Commerce were interviewed. In addition, UMC interviewed Kleinburg retailers, property owners, developers, and real estate agents.

Three sets of facilitated evening workshops were undertaken in October and November 2010, and May, 2011.

#### Key Findings

From these surveys, the consultants completed a market and trade area analyses, and local residents and visitors expectations analyses. The following are some of the salient findings:

- Kleinburg visitors have a high propensity to spend on looking and feeling good
- In the primary trade area, the propensity is to spend on children and home life
- Visitors from the local area want recognition, an efficient shopping experience, better store selection, fair prices and more convenient hours
- The majority of tourists (outside visitors) visited for one purpose
- Lack of or confused identity to Kleinburg
- Small number of merchants require a strong support network
- High rents and property values make it difficult to attract small, independent retailers
- Retailer turnover is an issue
- Heritage regulations and size of properties are a barrier to attracting retail tenants
- Physical setting of Kleinburg presents both positive and negative factors – outdoor and recreation trails provide social, recreational and economic opportunities, however the isolation from main travel routes is a detriment

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##### Removing Stumbling Blocks to Enable Investment and Business Growth

Throughout the strategy process the KBIA raised concerns about signage restrictions, prohibitive heritage conservation and zoning policies, and communications gaps. It is the City's goal to minimize or reduce the number of stumbling blocks, real or perceived, that inhibit or deter investment and growth. While Kleinburg's mainstreet has historical significance, the City's policies should recognize the unique development circumstances of historic cores in order not to override its economic viability. Through the Economic Development Department, external stakeholders will have a single conduit into the City to deal with day-to-day issues as well as longer term projects that require cooperation or multi-stakeholder involvement.

##### Heritage Guidelines

The Mainstreet areas are part of the designated Kleinburg Heritage Conservation District (HCD). The Heritage Conservation District (HCD) Plan for the Nashville/Kleinburg area became the basis for the preparation of the current Official Plan (OP) and Zoning By-law. Even with the adoption of OPA 633, the OP defers to certain detailed provisions in the HCD Plan, including signage, specific architectural style, and site planning considerations. While the intention of the HCDs and their accompanying guidelines are well understood, such guidelines must be applied with consistency and flexibility, so as to allow the attraction and retention of commercial tenants.

##### Parking and Vehicular Servicing

Providing and maintaining vehicular parking and servicing facilities for Kleinburg Village Mainstreet and Core properties represents one of the largest investments that developers and property owners, merchants and residential tenants make, relative to the use of land. Vehicular parking and servicing facilities also represent one of the most land-intensive activities that must be accommodated, in many instances, on private lots where the combination of building footprints (existing or proposed) and lot dimensions do not provide for much flexibility.

These circumstances are further complicated by the heritage designation associated with Kleinburg Village. Adaptive reuse of existing heritage buildings adds additional constraints to the provision of dedicated on-site vehicular parking and servicing facilities that must be taken into consideration.

##### Aligning Planning Policies to Facilitate Redevelopment

The existing planning policies applicable to the Kleinburg Village Mainstreet and Core anticipate some level of intensification. The OP (both in-force OPA 633 and the new Official Plan adopted by Council in September 2010) permits development of designated Mainstreet Commercial properties in the Core at up to 1.0 times the lot area (also described as "Floor Space Index" (FSI) of 1.0).

The City's Zoning By-law 1-88 also provides detailed development regulation through the C11-Mainstreet Commercial zone, which applies to the same properties as the OP designation. Of note is that the Zoning By-law sets the maximum FSI at 0.6 times the lot area, as calculated on the developable area of the lot (that is, excluding valley lands). This discrepancy between the permission afforded through the OP versus the Zoning By-law is challenging for landowners in redeveloping their properties.

Other built form controls established in both the OP (such as height limits) and Zoning By-law (such as lot coverage and setbacks), establishing the permission for 1.0 FSI in the Zoning By-law could go a long way to achieve greater critical mass of retail space and resident population activity in the Kleinburg Village Mainstreet and Core. The addition of 0.4 FSI can significantly influence the economics of a development project.

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##### Goals and Action Plans

The goals and action plans developed as part of the Kleinburg Economic Development Strategy take into consideration KBIA organizational changes, branding and marketing strategies as well as policies structures, that address the opportunities discussed above.

KEDS provides directions to build a retail mix and cluster that capitalizes on its rich natural heritage assets. It encourages the KBIA to build strength and cohesion with its constituent members as well as undertake programs to assist property owners and merchants with business retention and creating “buzz” for the Village. It also encourages property owners to seek out new, small-scale retailers by being investment ready.

Furthermore, Kleinburg’s role as a meeting place for both locals and visitors should be enhanced with further development of its public and private realm amenities. With a focus on recreation, health-based and lifestyle retail; exciting food services; and entertainment, Kleinburg will be able to position and differentiate itself from other historic Mainstreet and Core areas.

##### **Goal 1 – Position Kleinburg Business Improvement Area as a catalyst for change**

The KBIA will be the pivotal organization in Kleinburg’s mainstreet revitalization. Therefore, it will need to be sufficiently resourced financially and with staff in order to handle communications and promotion of area businesses.

##### **Goal 2 – Be investment ready**

Kleinburg property owners must be investment-ready and equipped to market their properties to new retailers. In order to reduce the current vacancy levels and attract the desired retail, food and entertainment tenants, a recruitment strategy needs to be developed. As well, a retention program should be put in place by the KBIA, to assist its membership with marketing, promotion, customer service, loyalty programs, etc.

##### **Goal 3 – Establish Kleinburg as an outdoor recreation and meeting place that people seek out to visit**

In the past, Kleinburg has had strong brand presence that extended well beyond its borders. Going forward, Kleinburg needs to re-invest in its brand, articulating its unique place as an “outdoor recreation paradise”.

##### **Goal 4 – Use placemaking to create the Kleinburg Experience based on a rich, natural and built heritage**

To encourage development of new amenities which will enrich the “Kleinburg experience” for visitors and local residents, such as; trail developments, a village square and way finding signage. However, the strategy recognizes that these projects require a longer incubation period, and must be implemented in concert with the City’s planning and urban design initiatives/ projects, and budget process.

##### **Goal 5 – Eliminate barriers to development**

To promote investment in Kleinburg, the Economic Development Department will be the conduit for external stakeholders into the City. A single point of contact will help to eliminate perceived or real stumbling blocks to remove any deterrents to growth and investment.

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

This report is consistent with the Vaughan Vision 20|20 Goal 1: Plan and Manage Growth and Economic Vitality.

Furthermore, the KEDS project is consistent with Goal 4 of the Economic Development Strategy which states “Grow Vaughan’s dynamic quality of place and creative economy”.

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In addition, KEDS is consistent with the City Official Plan 2010, Objective 5.2.3.3: “Protect the economic vitality of small-scale retail in Vaughan’s historic villages of Nashville/Kleinburg, Woodbridge, Maple, and Thornhill and support the development of business associations in these areas as a means to enhance retail opportunities and attract visitors”.

#### **Regional Implications**

The approved Strategy will be forwarded to the Region of York’s Economic Strategy and Tourism Branch for information.

#### **Conclusion**

KEDS marks the first comprehensive document to address the economic revitalization, social and cultural needs of this historic commercial mainstreet and core. It provides guidelines and a reference tool for stakeholders on achieving mainstreet revitalization, however it is a dynamic and evolving plan.

This Strategy document outlines a plan for incremental change that will lead to greater business opportunity and improve Kleinburg’s desirability as local and visitor serving destination. The outcomes envisioned in the strategy will only be achieved by the co-operative efforts of the KBIA. The bulk of the work articulated in KEDS will be assumed by the KBIA with the City taking on a supportive and facilitative role.

In recognition of the hurdles faced by existing businesses, the City will work with the KBIA to clarify signage policies, staff contacts and communications. The Economic Development Department will participate in KBIA meetings to improve communications with the organization and act as the conduit between the City, property owners and tenants on matters affecting business recruitment and operations in Kleinburg.

Overall, the Strategy’s goals are consistent with the City’s new Official Plan and Economic Development Strategy – which is to protect the economic vitality of small-scale mainstreet retail in Vaughan’s historic villages and grow Vaughan’s dynamic quality of place and creative economy.

#### **Attachments**

1. *Kleinburg Economic Development Strategy – Mainstreet Revitalization Project*

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

Parag Tandon, Business Development Officer – Creative Economy  
Shirley Kam, Senior Manager of Economic Development  
Tim Simmonds, Director of Economic Development

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

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**2 INTEGRITY COMMISSIONER REPORT ON COMMENTARY FOR RULE 1(B) FOR THE CODE OF ETHICAL CONDUCT FOR MEMBERS OF COUNCIL**

**The Committee of the Whole (Working Session) recommends approval of the recommendation contained in the following report of the Integrity Commissioner, dated June 21, 2011:**

**Recommendation**

The Integrity Commissioner recommends that Attachment A be received by Council and added as Commentary to Rule 1(b) of the Code of Ethical Conduct for Members of Council.

**Contribution to Sustainability**

N/A

**Economic Impact**

The receipt of this report has no economic implications for the City.

**Communications Plan**

This report will be placed on the public agenda of the Committee of the Whole (WS) meeting and the Commentary to Rule 1(b) will be added to the Code of Ethical Conduct for Members of Council and place on the City of Vaughan website.

**Purpose**

Members of Council are required to adhere to the rules of the Code of Ethical Conduct for Members of Council. The purpose of the attached Commentary is to provide guidelines for Members of Council to follow in application of the Code.

**Background - Analysis and Options**

Members of Council, in the course of their day-to-day activities, encounter various issues from the public. It is appropriate and necessary for Members of Council to respond to the pragmatic queries and issues that they receive from the public.

The Framework and Interpretation of the Code of Ethical Conduct for Members of Council states that from time to time additional commentary and examples may be added to this document by the Integrity Commissioner. The attached Commentary provides guidance and clarity as to when, how and the extent to which a Member of Council must respond to the public, in the fulfillment of their obligations under Rule 1(b) of the Code.

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

The report supports the Vaughan Vision 2020/Strategic Plan in Council's commitment to Openness and Transparency in the development of rules around ethical conduct for elected officials so they may carry out their duties with impartiality and equality of service to all.

**Regional Implications**

There are no direct Regional implications to the recommendations contained in this report.



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**Attachments**

Attachment A – Commentary to Rule 1(b) of the Code of Ethical Conduct for Members of Council.

**Report prepared by:**

Suzanne Craig  
Integrity Commissioner

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

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**3 PAVEMENT MANAGEMENT PROGRAM UPDATE (2012 AND 2013)**

**The Committee of the Whole (Working Session) recommends that consideration of this matter be deferred to the Committee of the Whole meeting of September 13, 2011.**

**Recommendation**

The Commissioner of Engineering and Public Works recommends:

1. That the Update to the Pavement Management Program for 2012 and 2013 be approved, in principle; and;
2. That the proposed projects be brought forward for submission as part of the 2012 and 2013 Budgets.

**Contribution to Sustainability**

Council at its meeting of April 2, 2007 (Item 1, Report No. 14, of the Committee of the Whole (Working Session), which can be found in Attachment 3) adopted without amendment a report outlining the City's proposed 5 Year Pavement Management Program for the years 2007 to 2011, which identified a number of activities to maintain, preserve, rehabilitate and replace the City's road infrastructure. The works identified will ensure that an acceptable level of service by the City's infrastructure is maintained for the health and well being of its citizens.

Analysis of current funding levels for the Pavement Management Program illustrate that the existing road network is projected to approach the minimum level of service threshold, Pavement Composite Index (PCI) of 70 out of 100 (possible points), by 2030. This does not account for any new roads that are assumed by the City that may impact service level projections.

**Economic Impact**

The 2 Year Update to the Pavement Management Program (PMP) will require an investment of \$18,320,615 (excluding interest). This funding level is consistent with previous funding levels for the PMP of approximately \$9M per year. Capital Funding is provided through the issuance of debentures while maintenance related costs are funded through the Operating Budget. The issuance of the long term debt will have an estimated interest cost of \$5,496,185 when the projects are complete.

The requirement per annum is broken down as follows:

Year	Long Term Debenture (LTD) Amount	LTD Annual Principal & Interest On Issue	Annual Impact of Tax Rate (1%=1,410,074)	Cumulative Operating Budget Impact
<b>2012</b>	\$9,075,390	\$1,164,320	0.83 %	0.83%
<b>2013</b>	\$9,245,225	\$1,186,110	0.84 %	1.67%
<b>Total</b>	<b>\$18,320,615</b>	<b>\$2,350,430</b>		

The cumulative annual impact after year 2 of the update to the PMP, to the operating budget, as a result of issuing debentures in the amount of \$18,320,615, is \$2,350,430 or 1.67% on the tax rate. The payments will continue over the term of the debentures which typically has been 10 years.

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The Long Term optimization of resources can be achieved through City initiatives such as the asset management strategies incorporated into the Pavement Management System. Modeling these figures within the Long Range Financial Planning Model so that future funding implications are known and can be planned for at the earliest possible time will allow for budgetary and/or program changes to be considered accordingly.

#### **Communications Plan**

Implementation of individual projects would be subject to the Engineering Services Department standard communication protocol. All affected residents will be notified during the pre-engineering, detailed design and construction phases of all projects.

#### **Purpose**

The purpose of this report is to obtain Council approval, in principle, for the update to the Pavement Management Program for the years 2012 and 2013.

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

On April 2, 2007, Council approved the Pavement Management Program for the years 2007 to 2011. The philosophy behind this new pavement management strategy was a departure from the traditional roads program methodology implemented previously. Prior to 2007, these programs (Road Resurfacing, Road Reconstruction and Rural Road Upgrading) were prepared on a 'worst first' basis and road sections were evaluated utilizing factors such as traffic volumes and condition rating of the road facility. Consideration was also given to other factors such as roads in the same vicinity that are also deficient and that were constructed in the same era.

The PMP established a level of service for the entire road network, that would be measured using a Pavement Composite Index. An overall average PCI of 70 out of 100 possible points would be maintained. A prioritized listing of roads was developed for preventative maintenance, pavement preservation, road rehabilitation and reconstruction to meet this objective. The first 4 years of this program has been successfully delivered and the final year will be completed before the end of the 2011 construction season.

The Pavement Management Program is a planned system of treating pavements at the optimum time to maximize their useful life, resulting in enhanced pavement longevity at a minimized cost. Typically, a pavement will perform well until a certain point in their life span, at which time it deteriorates rapidly to failure. Treating a pavement prior to this point (early in its life cycle) eliminates or delays spending 10 to 20 times the cost on future, more extensive rehabilitation or reconstruction. The PMP is subdivided into four main categories; Preventative Maintenance, Preservation, Rehabilitation and Replacement.

#### **Preventative Maintenance**

Preventive maintenance is a culmination of activities undertaken to provide and maintain serviceable roads which may include some minor rehabilitation projects. It excludes pavements requiring major rehabilitation or reconstruction. The American Association of State Highway and Transportation Officials (AASHTO) has defined preventive maintenance as, "a planned strategy of cost effective treatments to an existing roadway system and its appurtenances that preserves the system, retards future deterioration, and maintains or improves the functional condition of the system (without substantially increasing structural capacity)." The treatment methods currently utilized for pavement preservation are crack sealing and drainage treatments. The Preventative Maintenance activities are delivered by the Public Works Department.

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##### Preservation

Pavement Preservation utilizes timely and appropriate treatments that will have the cumulative effect of postponing costly rehabilitation, preventing the need for reconstruction, and improving overall pavement conditions. Timely preservation results in improved safety and mobility, and smoother, longer lasting pavements.

Experience shows that spending \$1 on pavement preservation eliminates or delays spending \$6 to \$10 dollars on future rehabilitation or reconstruction costs. Pavement preservation can result in a pavement receiving a treatment even when there is nothing apparently wrong with it. Micro surfacing is the preferred method utilized for pavement preservation.

Micro surfacing projects were carried out in 2009, and the product met the required performance expectations. However, as a result of aesthetic concerns identified, staff was directed to carry out a full review of the micro surfacing process. In 2010, the mix design was modified to improve the aesthetic characteristics of the treatment. The modifications resulted in improved aesthetic characteristics, however, the product did not meet other performance expectations.

##### Rehabilitation

Road rehabilitation is the partial or full removal of existing asphalt and the installation of new hot mix asphalt. It is important to note that the existing granular base remains untouched in rehabilitation projects. Experience shows that spending \$1 on rehabilitation at the ideal time in a pavement's life cycle will delay spending \$4 to \$5 dollars on future reconstruction costs. As a result, the majority of the proposed PMP (on a cost basis) utilizes this treatment method.

During the preliminary engineering stage of these projects, any surface and sub-base drainage deficiencies are identified, reviewed corrected. In addition, the structural integrity of the existing curb is assessed using the curb removal policy, and the quantity of curb removal is calculated. The treatments utilized for rehabilitation are mill and overlay, or removal and replacement of the existing asphalt.

##### Replacement

Road replacement is the removal of existing asphalt, granular base and concrete curb/curb and gutter and the construction of a new road (including new granular base, concrete curb and gutter and asphalt). This is the most expensive treatment method and is reserved for roads, at a point in their life cycle, that are structurally failing, and where the application of preventative maintenance, pavement preservation and/or rehabilitation would be ineffective. These roads have significant surface and sub-base drainage deficiencies and the structural integrity of concrete curbs and asphalt are considerably compromised. The treatment utilized for replacement is full road reconstruction.

##### Changes to the Pavement Management Program

Based on the experience gained from delivering the PMP from 2007 to 2011, the input criteria was reviewed by Engineering Services staff as part of the development of the update to the Pavement Management Program. New parameters were established and inputted to ensure a more efficient program. The following criterion was analyzed and evaluated:

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**1. Project Groupings**

The road network analysis was completed on reviewing a grouping of roads within a subdivision as opposed to individual roads. Typically, roads within the same subdivision have similar characteristics such as pavement age, structural integrity and overall quality. In addition, there are a number of advantages that can be realized by developing a program that groups projects within the same geographic region. These advantages include economies of scale resulting in cost reductions, construction efficiencies and reduction in overall construction timelines, as well as improved customer service by reducing construction impact to residents.

**2. Micro Surfacing**

In 2009 and 2010 micro surfacing was piloted and introduced as part of pavement preservation activities. Based on the feedback received, micro surfacing will not be used on local and feeder roads within residential communities. However, this treatment will be considered on residential collector roads (4 lanes), industrial roads, and locations where skid resistance issues may exist.

**3. Crack Sealing**

All proposed mill and overlay and micro surfacing projects will undergo a crack sealing treatment within 4 years after completion. This will create an opportunity to seal any cracks that may migrate from the base asphalt to the surface. This would also assist in ensuring that the pavement will realize the greatest projected life cycle benefits.

**4. Curb/Curb and Gutter Replacement**

In order to meet residents' expectations, the following guidelines have been revised to reflect changes in the criteria regarding curb replacement for all rehabilitation and replacement projects.

- A) All driveway curb lines, showing any extent of structural deficiencies, will be replaced for the entire width of the existing driveway curb depression. Principle structural deficiencies considered in determining replacement of curb/curb and gutter include, but are not necessarily limited to, the following:
- major stress cracks - greater than 2 per driveway entrance or longer than 500mm each
  - any ponding area – standing water along the curb line/gutter
  - curb misalignment – offset curb lines
  - differential settlement - greater than 25mm high/low
  - type of curb – not to City Standard
  - any missing curb line sections
  - other major defects affecting structural integrity or public safety
- B) Driveways disturbed as a result of curb/curb and gutter replacements will be restored in kind to a maximum distance of 0.5m behind the curb in order to allow for any grade adjustments or “matching” to the existing driveway. Driveway aprons (the portion of driveways between the curb and sidewalk, within the City’s right-of-way) will be completed replaced as part of the curb/curb and gutter replacements on Rehabilitation projects. Any additional driveway replacement requested beyond these limits will be the responsibility of the property owner.
- C) Engineering Services will endeavour to replace all barrier curb with curb and gutter. During the preliminary engineering stages of rehabilitation and/or reconstruction projects, a feasibility study will be undertaken to determine the benefit of replacing existing barrier curb with curb and gutter.

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**5. Sidewalk Replacement**

To date, the sidewalk replacement undertaken as part of the rehabilitation program was mainly identified on an “as needed” basis. Any sidewalk that has been identified as comprimized structurally or presents a hazard to pedestrians (such as trip, slip and fall, etc.) was removed and replaced to alleviate these issues. In future, to meet the requirements of the Accessibility for Ontarians with Disabilities Act (AODA) and as identified within the Engineering Services 2010 Accessibility Plan, all existing pedestrian ramps (sidewalks that lead to an intersection) will be retrofitted to include directional lines as part of any rehabilitation or replacement project.

Asset Management Methodology

On February 16, 2006, Council endorsed through resolution, InfraGuide and the best practices with respect to Asset Management. Through InfraGuide, a comprehensive business strategy involves three pillars: People, Information and Technology.

The Essential Elements of an Asset Management Plan are:

1. *What do you have and where is it?*
2. *What is it worth?*
3. *What is its condition and its expected service life?*
4. *What is the level of service expectation, what needs to be done?*
5. *When do you need to do it?*
6. *How much will it cost and what is the acceptable level of risk?*
7. *How do you ensure long term affordability?*

People, Information and Technology in practice with the Essential Elements is the key to a successful implementation of an Asset Management Plan.

It is within this framework that the Pavement Management Program Update is being reported.

**1. What do you have and where is it?**

The inventory of City owned active roads are summarized in the following table by Ward, Surface Material Type.

Table No.1

<b>Summary of Road Network - By Ward and Surface Material</b>			
<b>Ward</b>	<b>Surface Material</b>	<b>Total Centreline kms</b>	<b>Total Lane kms</b>
1	Gravel / Stone	23.57	47.14
	Asphalt	176.18	379.04
	Surface Treated	24.88	49.77
2	Gravel / Stone	7.14	14.29
	Asphalt	151.07	344.36
	Surface Treated	5.67	11.34
3	Asphalt	144.21	347.43
4	Asphalt	154.96	392.26
5	Asphalt	74.16	176.74
	Surface Treated	3.27	6.53
<b>Total</b>		<b>765.11</b>	<b>1768.9</b>

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**2. What is it worth?**

The 2010 City of Vaughan road network asset is valued at \$780M. Based on the reconstruction unit rate used within the Pavement Management System, staff have estimated the replacement value of the City's entire road network, to be approximately \$2.1B. This figure does not include the value for underground servicing such as water and wastewater systems nor boulevard amenities such as sidewalk or street lighting.

**3. What is its condition and its expected service life?**

The condition of a road is determined through a combination of field inspection and review of various analytical factors. Individual ratings and indices are combined into an overall index called a Pavement Composite Index (PCI) with an ascending range of 0 (worst) to 100 (best). This index is comprised of 3 major subsections being:

- Health** The condition of a road which includes surface ride comfort, structural distresses and its ability to properly drain water away from the road's structural components;
- Capacity** The current, measured traffic volume (Annual Average Daily Traffic) as compared to the theoretical capacity of a road;
- Physical Environment** The remaining considerations surrounding the behavior of a road including skid resistance, safety and geometry.

A complete definition and description of the Pavement Composite Index is included in Attachment No. 1.

According to the Pavement Management System, the projected average overall network condition (at the end of 2011) for all City roads is a PCI of 88 out of 100 possible points. The current average network condition distribution for all City roads is summarized in the following table:

Table No.2

<b>Pavement Management System Grouping</b>	<b>Value Range</b>	<b>Network Distribution</b>
Excellent	80 to 100	92.3%
Good	60 to 80	5.7%
Fair	35 to 60	1.4%
Poor	20 to 35	0%
Very poor	0 to 20	0%

**4. What is the level of service expectation, what needs to be done?, and**

**5. When do you need to do it?**

Setting a Level of Service (LOS) or a target, is an important and critical step in a proper Asset Management Plan. From Item 1, Report No. 28 of the Committee of the Whole (Working Session) on May 23, 2006, Council set a Level Of Service to maintain an overall average road network rating being a Pavement Composite Index (PCI) of 70 out of 100 (possible points).

Applicable treatments that fall within Capital and Operations and Maintenance Budget categories are as follows:

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<b>Budget Type</b>	<b>Treatment Name</b>
Operating	Crack Seal
Operating	Drainage Treatment
Capital	Complete Reconstruction
Capital	LCB Surface Treatment
Capital	LCB Upgrade To HCB
Capital	Micro Surface
Capital	Mill And Overlay
Capital	Pulverize And Overlay
Capital	Remove And Replace

Attachment No. 2 includes a detailed Project Level Program This list is sorted by the following criteria:

- Year
- Treatment Name
- Street Name
- Street From
- Street To

Please note that the Pavement Management Program reflects a shift to more preventative and rehabilitative methods of intervening strategies in the lifecycle of a road such as Crack Sealing, Micro Surfacing and Mill and Overlay. This philosophy will provide the City with its greatest return on every dollar invested to maximize the life of our road asset.

**6. How much will it cost and what is the acceptable level of risk?**

Based on the target Level of Service, investment required over the next 2 years are as follows:

<b>Year</b>	<b>Capital Budget</b>
2012	\$9,075,390
2013	\$9,245,225

Ongoing discussions take place with staff of our Public Works Department regarding the conditions of existing underground services such as storm and sanitary sewers and watermains. If there is also a potential need to perform substantial repairs or replacement of underground services in the near future, then the road need in those locations will be aligned to remedy both deficiencies at the same time.

**7. How do you ensure long term affordability?**

As the City's road infrastructure, information, systems and technology matures, multi-faceted integration across all asset classes such as roads, structures, pipes and amenities will be realized. This is a natural path not only from an engineering technical analysis but should also be embraced from a financial perspective.

We must acknowledge that activities such as Crack Sealing and Drainage Treatment directly affect the lifecycle of a road. Future funding requirements will shift year to year between preventative and rehabilitative types of intervention such as Crack Sealing and Mill and Overlay.

Ensuring that the funding requirements are captured in the long range financial planning model, and that any increases to proposed funding requirements are supported, will ensure that the road network is maintained at our target Level of Service.



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Meeting the target level of service is critical to maximize the benefit for every dollar invested in road rehabilitation which will directly reduce costly future road reconstruction. Should current and future funding levels not be supported, the risk of further deterioration of roads, a reduced level of serviceability and an increase in long term maintenance costs for our road system, without the opportunity to achieve sustainability.

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

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

- Maintaining corporate assets and infrastructure;
- Enhance environmental sustainability and a healthier environment through the use of alternative construction methodologies; and,
- In compliance with Green Directions Vaughan – Community Sustainability and Environmental Master Plan – the need to support the continuing repair and renewal of our road network is facilitated.

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

#### Regional Implications

There are no Regional implications.

#### Conclusion

The purpose of this report is to obtain Council approval, in principle, for the update to the Pavement Management Program for the years 2012 and 2013.

#### Attachments

1. Summary of Terms
2. 2012 and 2013 Update to the Pavement Management Program
3. Extract from Council Meeting Minutes – April 2, 2007 – 5 Year Pavement Management Program

#### Report prepared by:

Vince Musacchio, P.Eng., PMP, Manager of Capital Planning and Infrastructure, ext. 8311

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

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**EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 28, 2011**

Item 4, Report No. 35, of the Committee of the Whole (Working Session), which was adopted and amended, by the Council of the City of Vaughan on June 28, 2011, as follows:

***By approving that “since September 2010” be added to Clause 1 of the Committee of the Whole recommendation after the word “schools”, so that it now reads:***

***That the following Option 1, be approved:***

***That all new schools since September 2010 are provided a temporary crossing guard for a period of one school year. A study will be carried out during the school year to determine if the warrant is met. If the warrant is not met, the crossing guard will be removed at the end of the school year;***

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**4                    SCHOOL CROSSING GUARD POLICY AND PROCEDURE REVIEW**

The Committee of the Whole (Working Session) recommends:

- 1)        That the following Option 1, be approved:  
That all new schools are provided a temporary crossing guard for a period of one school year. A study will be carried out during the school year to determine if the warrant is met. If the warrant is not met, the crossing guard will be removed at the end of the school year;
- 2)        That the following report of the Commissioner of Engineering and Public Works dated June 21, 2011, be received; and
- 3)        That the deputation of Mr. Tom Pechkovsky, York Catholic District School Board, 320 Bloomington Road West, Aurora, L4G 0M1 and Communication C1, dated June 20, 2011, be received.

**Recommendation**

The Commissioner of Engineering and Public Works in consultation with the Director of Human Resources recommend:

That the existing School Crossing Guard Policy and Procedure not be revised.

**Contribution to Sustainability**

Regular reviews and where necessary, updates of the City's practices ensure that the City is in a position to be able to achieve its goals and objectives leading to a sustainable forward thinking organization.

**Economic Impact**

There is no direct economic impact as a result of this report. The existing school crossing guard complement is fully funded in the approved 2011 Operating Budget. Should Council wish to implement any of the options identified in this report, the funding requirements should be brought forward for submission and consideration as part of the 2012 Budget deliberations.

**Communications Plan**

Staff will inform the School Boards regarding Council's direction on this matter.

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**EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 28, 2011**

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**Purpose**

To review the City's existing School Crossing Guard Policy and Procedure to determine if any changes are required.

**Background - Analysis and Options**

At its meeting on December 14, 2010, Council directed:

**“That due to safety concerns a temporary school crossing guard be implemented at the intersection of Via Romano Boulevard and Lady Valentina Avenue pending a review of the school crossing guard policy and procedures; and**

**That staff, in consultation with the Pedestrian Safety Task Force, review the school crossing guard policy and procedures”**

**Existing School Crossing Guard Policy and Procedure**

The existing School Crossing Guard Policy and Procedure, approved by Council, was last revised in July 2010 in order to add a lunch period warrant requirement. The existing Policy and Procedure is based on the Transportation Association of Canada (TAC) guidelines and uses a well defined and quantitative methodology of both pedestrian and vehicular volumes in the crossing area.

Guidelines/Criteria for Placement of a School Crossing Guard were first approved in 2004 with criteria requirements to warrant the implementation of a School Crossing Guard, including the requirement of 50 or more unassisted school crossings.

The Guidelines/Criteria were then revised in 2005 to include the guidelines that crossing guards be allowed to cross children on more than one leg of an intersection, and that an annual review of 25 pre-selected school crossing guard locations be conducted to determine the appropriateness of the crossing location for the subsequent school year.

In 2007, the Guidelines/Criteria were revised to include that a Committee composed of City Staff, School Board Transportation Staff, Principal, Local Councillor and the School Trustee be established to review school crossing locations and that new procedures for new schools be incorporated into the Guidelines/Criteria.

A school crossing guard is warranted at a location if there are a minimum of 50 unassisted crossings during peak time periods and at least one traffic volume criteria is met. In addition, a school crossing guard will be warranted during the lunch time period if there are a minimum of 10 unassisted crossings. The existing Policy and Procedure is shown as Attachment No. 1.

Of the 93 school crossing guards in the City of Vaughan, 14 are at signalized intersections, 56 are at intersections under all-way stop control, 14 are at uncontrolled intersections, 7 are at pedestrian signals and 2 are at traffic circles. The breakdown of the school crossing guard locations per Ward are as shown below.

<u>Community</u>	<u>Number of Locations</u>
Ward 1	25
Ward 2	24
Ward 3	14
Ward 4	10
Ward 5	20

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##### Transportation Association of Canada (TAC) Section

The City of Vaughan's existing Policy and Procedure is based on the Transportation Association of Canada (TAC) guidelines which defines a methodology of reviewing both pedestrian and vehicular volumes in the crossing area.

The TAC guidelines recommend a requirement of 40 or more school children crossings. The guidelines also have traffic volume criteria depending on the proposed location (uncontrolled crossings, stop sign controlled crossings, traffic signal controlled crossings), and an urban setting versus a rural setting.

##### Ontario Traffic Conference (OTC) School Crossing Guard Guide

The Ontario Traffic Conference published its 'School Crossing Guard Guide' in 2006. The suggested warrant process is two-fold, consisting of a site inspection followed by a gap study undertaken if a school crossing appears to be a solution.

The site inspection report is used to record information about site conditions that form a basis for recommended changes including presence of traffic control devices, speed limits, parking patterns, visibility of crossing pedestrians, sidewalks, obstructions, etc.

The Gap Study is the objective measurement used in the guidelines to determine if warrants are met for implementing a school crossing guard. The gap study records the following information:

- The number of safe gaps in traffic.
- The volume of traffic.
- The number of students crossing.
- Pedestrian/vehicle conflicts observed.

The OTC guidelines may be appropriate for municipalities that have no current approved warrants or criteria for the implementation of a school crossing guard, however, they are much more subjective than the existing TAC guidelines.

Staff contacted several nearby municipalities; Brampton, Burlington, Richmond Hill, Markham, Oakville and Mississauga. These municipalities all use some variation of the Ontario Traffic Conference guidelines.

The following chart summarizes some criteria and requirements from the City's existing Policy and Procedure, the Transportation Association of Canada guidelines and the Ontario Traffic Conference School Crossing Guard Guide.

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Warrant Description	Existing Policy & Procedure (City)	TAC Guidelines	OTC School Crossing Guide
# of school children crossing requirement	50	40	n/a
Traffic volume criteria	Yes (criteria for local, feeder/primary, collector roadways. Also for uncontrolled, stop sign controlled and traffic signal controlled)	Yes (criteria for uncontrolled, stop sign controlled, and traffic signal controlled)	n/a
Site inspection	Yes (existing conditions, potential conflicts, etc.)	No (no written criteria)	Yes (existing conditions, potential conflicts, etc)
Sight distance	Yes (maintain minimum sight distance)	No (no written criteria)	No (no written criteria)
Lunch period criteria	Yes (minimum 10 crossings)	No (no written criteria)	n/a

Staff also requested from the municipalities how they initiate their respective procedures to implement a school crossing guard. The municipalities replied that their studies originate from a number of sources:

- Parents and/or area residents
- Council offices
- School Boards
- Staff initiatives (new schools, or for developing areas with changing traffic patterns)

Pedestrian/Street Safety Task Force Review

Engineering Services staff consulted with the Pedestrian/Street Safety Task Force to review the existing School Crossing Guard Policy and Procedure.

Options

The Pedestrian/Street Safety Task Force recommended the following options based on their review of the existing School Crossing Guard Policy and Procedure:

1. That all new schools are provided a temporary crossing guard for a period of one school year. A study will be carried out during the school year to determine if the warrant is met. If the warrant is not met, the crossing guard will be removed at the end of the school year,
2. That assisted and unassisted crossings continue to be reported separately, but the warrant be based on the total of crossings both assisted and unassisted, and
3. That the current warrant of 50 crossings be reviewed and consideration given to reduce it to 40 crossings.

Both Engineering Services staff and the Pedestrian/Street Safety Task Force recommend that the existing School Crossing Guard Policy and Procedure, based on the Transportation Association of Canada guidelines, remain in effect. The Ontario Traffic Conference School Crossing Guard Guide is subjective and open to interpretation in comparison to the City's existing School Crossing Guard Policy and Procedure.

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The current warrant of 50 crossings provides an appropriate number of school crossing guards throughout the City, however, should Council wish to increase the level of service, program funding levels must be increased accordingly.

#### Analysis

##### Option #1

Staff have reviewed and analyzed the provision of a temporary crossing guard at new schools. The temporary guard would provide a safe location for crossings, and the one-year term will provide sufficient opportunity for the school, parents and students to get familiar with using the designated crossing location, and promote its use. In consultation with both York Region District School Board and the York Catholic School Board, 3 new schools are proposed by 2014. The additional cost of providing these temporary crossing guards would be approximately \$27,000.

The three new schools and their opening dates are as follows:

- Pierre Burton Public School, 470 Via Campanile, opening September 2011.
- Nellie McClung Public School, 360 Thomas Cook Avenue, opening September 2011.
- Unnamed Elementary School, Block 18, Peter Rupert Avenue, proposed to open September 2014.

##### Option #2

Staff have reviewed the option to combine assisted and unassisted crossings in meeting the existing warrant of 50. Based on studies undertaken in 2009 and 2010, it is projected that an additional 9 crossing guards would be needed if this change was implemented. The additional cost of providing the 9 crossing guards would be approximately \$81,000 per year.

##### Option #3

The option to consider reducing the current warrant requirement of 50 unassisted crossings to 40 was reviewed. Based on studies undertaken in 2009 and 2010, it is projected that an additional 8 crossing guards would be needed if this change was implemented. The additional cost of providing the 8 crossing guards would be approximately \$72,000 per year.

Should Council direct the implementation of both Options #2 and #3 the projected cost increases to \$180,000 per year based on the previous studies undertaken.

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

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

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

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

#### **Regional Implications**

Not Applicable.

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**Conclusion**

The Pedestrian/Street Safety Task Force and City staff reviewed all of the information available from previous years as well as the various guidelines that are in place in other municipalities. Staff do not recommend any changes to the existing School Crossing Guard Policy and Procedure at this time. However, based on the review undertaken, a number of options were developed and the analysis was completed. All of the information is being provided for Council's consideration.

**Attachments**

1. City of Vaughan School Crossing Guard Policy and Procedure (Revised July 2010)

**Report prepared by:**

Mark Ranstoller, Senior Traffic Technologist, Ext. 8726  
Mike Dokman, Supervisor, Traffic Engineering, Ext. 8745

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

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Item 5, Report No. 35, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on June 28, 2011.

**5** **SOCCKER FIELD ALLOCATIONS**

The Committee of the Whole (Working Session) recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Community Services dated June 21, 2011, be approved;
- 2) That staff encourage various sports organizations to contribute both in cash and kind to the development, maintenance, renewal and enhancement of municipal sports facilities; and
- 3) That Communication C3 presentation material entitled, "*Soccer Field Allocations*", be received.

**Recommendation**

The Commissioner of Community Services, in consultation with the Directors of Parks Development, Parks and Forestry Operations, and Recreation and Culture, recommends:

1. That the presentation on soccer, including information on soccer field service provisions and conditions, allocations to minor sports clubs and the governing policies be received.

**Contribution to Sustainability**

This report is consistent with the priorities previously set by Council in the Green Directions Vaughan, Community Sustainability Environmental Master Plan, Goal 4, Objectives 4.1 and 4.1.6, respectively:

- To foster a city with strong social cohesion, an engaging arts scene, and a clear sense of its culture and heritage; and,
- To provide more partnership opportunities for existing non-profit and volunteer groups to meet the community's social, cultural and recreational needs.

**Economic Impact**

There is no economic impact related to this report.

**Communications Plan**

Community Services has an extensive framework for communicating with members of the soccer community. In addition to annual soccer meetings with all stakeholders including members of the minor and adult groups, the York Catholic District School Board (YCDSB), the York Region District School Board (YRDSB) and the York Region Soccer Association (YRSA), there is a soccer liaison in each of the Community Services departments that deal with the day-to-day operation of soccer from allocations to field maintenance and development.

Recently, there have been several discussions with the soccer groups regarding the policies and procedures related to soccer field allocations. In April 2011, several members of the soccer community attended a discussion on the Facility Allocation Policy.



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On a go forward basis, staff will have an opportunity for further discussion at the Sports Congress scheduled for September. Any future amendments to policies and procedures will be communicated to all users in writing of and posted to the City websites.

#### **Purpose**

The purpose of this report is to present Council with information on soccer, including soccer field service provisions and conditions, allocations to minor sports clubs and the governing policies.

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

##### **ACTIVE TOGETHER MASTER PLAN - PLANNING CONTEXT**

National trends suggest that after major growth in the 1990s, soccer still enjoys great popularity, particularly amongst youth. The youth aged 5-19 (the primary market for soccer) presently account for 21% of the City's population and forecasts suggest that the proportion of youth in the community will decrease slightly towards 2021. This is not to say the number of youth are declining - in fact, their numbers will increase by 32%. The sheer increase in the younger population in Vaughan will create additional demands for soccer facilities and programming. As youth soccer players of today become adults, it is expected that an even greater demand for adult soccer (both indoor and outdoor) will be seen.

The demand for additional soccer fields was expressed through the consultation process. The results of the household survey undertaken as part of the Active Together Master Plan process, demonstrated that 48% of households would like additional public funds allocated towards outdoor soccer fields and that 38% of households participated in outdoor soccer in the past year. The suggestions for improvements included change rooms at the new artificial turf fields and a desire for more outdoor artificial fields. The City of Vaughan is also fortunate to be home of both the Ontario Soccer Association and Canadian Soccer Association.

##### **ASSESSMENT OF NEED**

Across much of Ontario, the vast majority of organized soccer players are children and teens – likely in the 80% to 90% range. Research also suggests that organized soccer capture rates for youth ages 5-19 is approximately 20%. This means that one out of every five youth is likely to register in soccer. The percentages tend to be higher in the younger (e.g., 5 to 12) cohorts and in smaller municipalities (e.g., less than 100,000), and lower in the older age groups (e.g., 13 to 19) and in larger communities (e.g., greater than 100,000).

Between data provided by the City and the Master Plan's stakeholder survey, it was estimated that there were approximately 8,009 registered outdoor youth soccer players in the City in 2007 (in four youth organizations); this represents 16% of the youth population and translates into a provision of one field per 56 players.

There are two interesting observations that arise from this finding:

- This 15% youth capture rate for organized soccer is lower than that seen in most other communities. Given the high level of local interest exhibited in the sport - as witnessed through the public consultation process - this leads us to assume that a considerable number of youth players are participating in privately-operated leagues or club teams that are not captured by the registration data.

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- Demand for additional soccer fields was expressed through the consultation program, yet the City is providing one field for every 56 youth players, compared to many other communities that operate closer to 1:90. This could be an indicator of several things, such as: groups choosing not to use certain fields for one reason or another (e.g., poor quality, undesirable location, etc.); the City not providing enough fields of the correct size; greater demand for more practice time and tournaments than in comparable communities; or significant demand from adult groups, who are not accounted for in the youth ratio.

Based on the assumption that the current level of City-wide soccer field provision is generally meeting needs (although there may be issues with regard to geographic distribution or the size of fields, for example) and that adult soccer participation rates in Vaughan are higher than in most other communities, it is reasonable to establish a provision target of one field for every 56 organized youth soccer participants.

Application of the recommended standard suggests that there is a small deficit of soccer fields City-wide. With 23 new soccer fields (unlit equivalents) being planned for development over the next few years, the City should generally be able to keep pace until at least 2016, after which 27 more fields will need to be developed by build-out. Unfortunately, these numbers do not tell the entire story.

Although overall supplies seem to be appropriate, a closer examination of the inventory finds that 60% of the City's soccer fields are minis (suitable for play only by children age 10 and under). Examination of inventory data from several communities surveyed earlier suggests that, at a minimum, 50% of municipal soccer fields are full size fields. In a City where a substantial proportion of soccer play is at the older youth and adult levels, it appears as though there are not enough large/senior fields to meet current needs. In addition, full size soccer fields can accommodate a greater range of users, as they can easily be divided into 2 or more mini fields if portable/movable goals are available; for this reason (as well as growing interest in adult soccer), many communities are moving away from mini field provision in favour of larger and more flexible field templates.

Given the need for more full size soccer fields, the City should look for ways to develop larger fields in its future parks, including outdoor artificial turf fields. The resilient, durable, and consistent synthetic surface is not subjected to the usual closures of natural grass fields due to heavy usage or poor weather. Artificial fields can not only be used more intensely week in and week out, but also for a much longer season. In addition to soccer, outdoor artificial turf fields can be used for football, field lacrosse, and field hockey. While the maintenance cost for outdoor artificial turf fields is low compared to grass fields, the initial capital outlay, replacement costs, and revenue potential can be higher. The City currently has a provision level of one outdoor artificial turf field for every 130,000 residents. Given the high cost of land and the increased usability of an artificial turf field, the City should strive for a provision standard in the range of one for every 60,000 to 80,000 residents. This will amount to a total target of 4 to 5 artificial fields by 2016 and 5 to 7 by build-out.

The areas with the lowest per capita supplies at present - Vellore Village and Carrville (and Thornhill, but to a lesser extent) - should be the focus of new soccer field development over the short and medium-term, with provision in the Long Term Residential Growth Area gaining more emphasis over time. The City should evaluate appropriate locations within each of these communities to accommodate new soccer fields (preferably senior/premium fields). Where possible, the City should cluster new soccer fields at single locations in order to create multi-field complexes that offer efficiencies associated with maintenance and that encourage tournament play.

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#### **ACTIVE TOGETHER MASTER PLAN - ACTION PLANS**

- Steadily increase the number of soccer fields - with an emphasis on "senior field" development- from 143 to 193 by 2031 (these are unlit equivalent fields, where every lit field is equal to 1.5 unlit fields and every outdoor artificial turf field is equal to 2 unlit fields). To the greatest extent possible, new fields should be clustered together to form multi-field complexes, either at existing parks or at future park locations.
- In developing new fields, preference should be given to designing most fields as senior fields that can be used for older youth and adult play, as well as by younger children through the division of the field into mini pitches.
- Due to land shortages, more fields should be artificial turf. Artificial turf provides extended seasonal play, requires less maintenance and field rest, generates increased revenues, and provides a consistent, durable and flexible playing surface that can be used for a variety of sports.
- The City should provide one new sports field that gives priority scheduling to non-soccer users. At a minimum, this field should have appropriate irrigation, drainage and lighting systems.

#### **PLAYER AND FIELD SUMMARY**

Provided below is information on the Vaughan based minor soccer clubs including number of Vaughan players and the field allocations by field type.

It should be noted that the analysis of fields and players is based on 2010 data. Analysis is completed annually, following the year end and prior to the following year's allocation of fields.

##### 2010 Player Summary

There are four registered minor soccer clubs operating in the City of Vaughan: Glen Shields (GSSC), Kleinburg / Nobleton (KNSC), Vaughan (VSC) and Woodbridge (WSC). They are all sanctioned by the YRSA\* and abide by the related rules and regulations including the geographic territories assigned by the YRSA.

In January of each year all clubs are required to submit previous year's players lists including names, addresses and birthdates, as part of their field requests for the upcoming season. The total player numbers were issued by YRSA.

The total number of players registered within the Vaughan based minor clubs for the 2010 season broken down by Vaughan resident players is as follows:

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<b>Soccer Club</b>	<b>Total Players</b>	<b>Total Vaughan Players</b>	<b>Clubs % of Vaughan Players</b>	<b>Clubs % of Total Vaughan Players</b>
Glen Shields Soccer Club	1193	1052	88%	14%
Kleinburg Nobleton Soccer Club	1395	1320	95%	18%
Vaughan Soccer Club	2659	2323	87%	31%
Woodbridge Soccer Club	3060	2803	92%	37%
<b>Totals</b>	<b>8307</b>	<b>7498</b>		<b>100%</b>

**Notes:**

- The players numbers noted above are youth players only. Three of the four (excluding KNSC) groups listed have teams with players 21 years of age and older, who are considered adults.
- There are other cultural youth clubs, schools, and adult clubs whose numbers have not been included above.

*\*The York Region Soccer Association (YRSA) mission is to provide direction, governance and administration for the members within the York Region District, as defined by the Provincial Soccer Association. To promote the development and effective administration of the game of soccer for everyone involved; including players, coaches, referees, administrators and Board Members. Active members in the YRSA must meet certain criteria (not for profit, a club constitution including some of the following provisions: an annual general meeting, a year end financial statement and an election of officers) as well as sign a membership agreement in which the officers of the organization are bound by the constitution, policies and procedures of the Provincial Soccer Association and the YRSA and further meet all financial and filing obligations to the YRSA.*

2010 Field Summary

The number of fields, broken down by category, that were assigned to the respective clubs for the 2010 season is as follows:

<b>Soccer Club</b>	<b>Artificial*</b>	<b>Premium</b>	<b>Senior</b>	<b>Mini</b>	<b>Mini-Mini</b>
GSSC	-	4	7	10	8
KNSC	#	1	6	7	1
VSC	1	3	7	24	9
WSC	1	8	5	24	15
<b>Totals</b>	<b>2</b>	<b>16</b>	<b>25</b>	<b>65</b>	<b>33</b>

# Currently under construction.

There are slight variances from club to club depending on the make up of the registrant base and allocation of field types. For example, the KNSC uses mini field's width-ways instead of using mini-mini fields to accommodate the 5 & 6 and under age groups, allowing them to double their use of the fields.

\*The Active Together Master Plan identifies artificial turf fields to be the equivalent of two unlit fields and an amenity that the City of Vaughan should implement where feasible.

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New Soccer Field Construction

The charts below indicate the timing, location and type of new soccer fields that will be constructed and open for public use:

<b>NEW CONSTRUCTION - SOCCER FIELDS 2011</b>				
	TYPE			
Park Name	Artificial	Premium	Senior	Mini
WEA-D1 - Sonoma Heights C.P.	1			
UV1-N6 - Venice Gate Park				1
UV1-N8 – Hillside Park				1
UV2-N16 - Carrville Mills Park				1
UV2-N17 – Twelve Oaks Park			1	

<b>NEW CONSTRUCTION - SOCCER FIELDS 2012 (*FORECASTED )</b>				
	TYPE			
Park Name	Artificial	Premium	Senior	Mini
UV1-N2 - Village Green			1	
UV1-N5 - West Wind Park			1	
UV2-N7 - Rolling Hill Park				1
UV2-N13 - Woodrose Park				1
UV2-N4				1
UV2-N12				1

**\*Requires Council Funding Approval**

<b>NEW CONSTRUCTION - SOCCER FIELDS 2013 (*FORECASTED)</b>				
	TYPE			
Park Name	Artificial	Premium	Senior	Mini
UV1-N29			1	
UV1-N26			1	
UV1-N27				1
UV2-N19				1

**\*Requires Council Funding Approval**

<b>NEW CONSTRUCTION - SOCCER FIELDS 2014 (*FORECASTED)</b>				
	TYPE			
Park Name	Artificial	Premium	Senior	Mini
UV2-D1	1	3		
MR1- North Maple Regional Park	2		1	

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**\*Requires Council Funding Approval**

**PUBLIC / NOT FOR PROFIT PARTNERSHIPS**

The City of Vaughan Community Services Commission embraces a philosophy of providing services through partner organizations and rounding out any gaps in service through the direct service delivery model. The Commission becomes involved in developing partnerships where clear advantages can be demonstrated to both the municipal organization and the taxpayer.

Since 2001, three (3) Public / Not for Profit funding partnerships have been executed specifically relating to the provision of soccer facilities. These partnerships are outlined below:

<b>PUBLIC / NON PROFIT PARTNERSHIPS</b>			
<b>Soccer Club</b>	<b>Facility</b>	<b>Contribution</b>	<b>Total Facility Budget</b>
Woodbridge Soccer Club	Woodbridge Soccer Club Facility	\$240,000 (20 thousand for 12 years)	\$755,928
Vaughan Soccer Club	McNaughton Artificial Turf	\$125,000	\$1,158,750
Kleinburg Nobleton Soccer Club	Sonoma Heights Artificial Turf	\$130,000	\$1,095,000

It should be noted that the Glen Shields Soccer Club is willing to partner with the City of Vaughan for the design and construction of an artificial turf soccer field at Concord Thornhill Regional Park. During the 2011 budget process the Glen Shields Soccer Club committed to providing \$130,000 in funding for this initiative. On a go forward basis, priority will be given to projects that have been identified in the Development Charge Background Study and the Active Together Master Plan that have a committed funding partner.

**FIELD MAINTENANCE**

The maintenance involved with soccer fields is the responsibility of the Parks and Forestry Operations Department, including fields shared under the Shared Use Agreement(s)\* with the YCDSB and the YRDSB. All sports fields are thoroughly inspected and repairs identified in the early spring and late fall. In addition, throughout the season soccer fields are inspected weekly and depressions or other hazards are corrected.

\*Note: Both boards are responsible for the construction and funding of new sports fields on school property. Once built, the agreements give responsibility to the City for maintenance including grass cutting, lining, fertilization, top-dressing/overseeding and sodding in exchange for the City's right to permit the fields to the community user groups.

Premium soccer fields are not shared with a school, with the exception of Woodbridge College and are irrigated, fenced and most are lit. These fields as well as senior soccer fields receive the highest level of maintenance annually. This includes four applications of fertilizer, two aerations, top-dressing and over seeding, annual sod repairs and manual weed removal as needed. These fields are painted with lines throughout the season and receive nets on the goal posts.

Mini fields and mini/mini fields receive two fertilizations, one aeration, top-dressing and over seeding as necessary. The field lines are burned in with high pressure steam from the aquacide unit and the clubs may choose to line them further with talc.

## CITY OF VAUGHAN

### EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 28, 2011

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Grass is cut as needed to meet our standard on all soccer fields and in many cases this is performed at a more frequent rate than park grass cutting. Notwithstanding the soccer fields are on a maintenance and inspection program, issues may arise between visits that are brought to the department's attention from coaches, league presidents, players or parents who have encountered an issue. These incidents may be brought to the attention of parks permit patrol immediately so action can be taken if necessary. In all cases the Parks District Supervisor is informed the following day so they may correct the problem if its maintenance related and inspection visits are set up with club presidents if needed.

To further strengthen the relationship with our Soccer groups, an early winter wrap up meeting is held at the Joint Operations Centre with member of the Soccer Executives, Recreation and Culture staff, Parks Development, Building & Facilities and the Parks and Forestry Operations staff to discuss the issues of the past season, dates for early and late fields the following season, new fees and as well as new fields.

#### **POLICIES AND PROCEDURES RELATING TO SOCCER**

Demand for soccer has been growing for the past number of decades and to effectively serve the needs and manage the associated variables, staff utilize the following procedures and policies, to guide the soccer program in Vaughan. Information below is segmented as follows:

1. Consultation Process
2. Facility Allocation Policy
3. Community Service Organization Policy
4. Managing Use on Premium Soccer Fields Policy
5. Wet Field Policy

Note that the four policies listed are currently under review.

#### 1. Consultation Process

Community Services has an extensive framework for communicating with members of the soccer community. In addition to annual soccer meetings with all stakeholders including members of the minor and adult groups, the YCDSB, the YRDSB and the YRSA, there is a soccer liaison in each of the Community Services departments that deal with the day to day operation of soccer from allocations to field maintenance and development.

#### Recent Consultation

In April 2011, members of the soccer clubs were invited to a discussion on soccer allocation processes. In attendance were representatives from the Glen Shields, Vaughan and Kleinburg Nobleton Soccer Club. Absent were representatives from the Woodbridge Soccer Club and two religious soccer organizations. Although Woodbridge Soccer Club was not in attendance at the meeting in April, they will be contacted and staff will discuss the topics with them to gather their input.

Topics for discussion included but were not limited to:

- Fair allocation of limited artificial turf during the pre and post season;
- Grandfathering of field use provided all things are equal;
- Data collection for field allocation;
- Random selection process where all things are equal;
- Annual soccer allocation meeting with all minor clubs; and,
- Allocation of fields to other clubs such as adult and private soccer clubs.

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#### Current Concerns

In recent months, the following soccer concerns have been expressed by the clubs and staff:

- The rate of growth in Vaughan has placed demand on minor groups to increase their inventory of time slots;
- The Glen Shields Soccer Club have expressed concerns that they do not have the same rights to an artificial soccer field as those clubs that have artificial turf within their boundary;
- The Kleinberg Nobleton Soccer Club have raised concerns that there are not enough fields in their inventory to serve their club;
- The standards of games versus practices is not equal for all groups;
- New sports are coming forward in Vaughan such as rugby and football who are looking for fair allocation on soccer fields;
- Demand from the adult community is growing;
- New soccer groups, through religious and other organizations are wishing to form and have equal access to soccer fields; and,
- Games that could not be played due to renovations on fields cannot be made up;
- Some mini fields are poor quality and in some cases are being closed down without other field options;
- York Region District School Board has incorporated a mandatory two day rest period on all school fields, therefore reducing inventory; and,
- Though not confirmed, there is a possibility of the York Catholic District School Board incorporating the mandatory two day rest period as well.

#### 2. Facility Allocation Policy (FAP)

The FAP is the tool used by staff to define the process for allocating, distributing and managing City owned and permitted inventory in accordance with the prioritized Category of Users in a fair, equitable, transparent and consistent manner.

The current FAP includes the following principles:

- Children and Youth Community Service Organizations are considered a Priority 1 group followed by Adult groups, Commercial groups and finally Non Vaughan groups;
- Facilities will be granted based on the previous year's actual use within the same category of users;
- Group requiring additional times for new initiatives or increases in membership must receive approval for supplementary times prior to the development of the program;
- Analysis based on player/facility ratios may be utilized where equally qualifying groups for a like sport are applying for the same facility/times. If required, alternative quantitative methods may be used to support the allocation; and,
- In the event a group is not utilizing the permitted facility (no show), the Department of Recreation and Culture will issue a verbal alert. Subsequent occurrences may result in progressive action including written notice and removal of time(s) in question.



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As a result of the consultation to date the following will be strongly considered in the review of the FAP:

- Strengthen the language that promotes the fair, equitable, transparent and consistent allocation of facilities and continues to give priority to youth groups;
- Clearly define the process for allocating, distributing and managing City owned and permitted inventory that provides staff with the tool to make facility allocation decisions;
- Add in the process for fair allocation of the artificial soccer field during the pre and post season (March to May and September to November);
- Create Standards of Play for soccer field uses (eg. the number of games versus practices for each of the groups); and,
- Where new groups form, with little or no inventory available (eg. Soccer fields for the purposes of playing rugby or football), re-allocate existing inventory for accommodation based on player / field analysis.

#### 3. Community Service Organization (CSO) Policy

The CSO policy which is currently embedded in the FAP ensures that groups are non profit and volunteer based. Groups must have a membership open to all City of Vaughan residents and may not exclude participation on the grounds of race, religious or political affiliations. Groups must have 75% (minor sports groups 90%) of its membership residing in Vaughan. Two important functions of this policy as they relate to soccer are that:

- Groups applying for CSO status intending to offer a similar or duplicate service to an existing one will not be approved if the existing group is not in agreement and can meet the overall demand for the service; and,
- CSO categories are prioritized for the fair and equitable distribution of City owned inventory.

As a result of the consultation to date the following will be strongly considered in the review of the CSO Policy:

- Separate the CSO policy from the FAP so that each policy can stand on its own;
- Strengthen the policy to ensure that applicable eligibility, terms and conditions and authority of the City are outlined and applicable for each CSO group;
- Prioritize the users by category for the fair and equitable distribution of city inventory.

#### 4. Managing Use on Premium Soccer Fields Policy

This policy was introduced and supported by the clubs in 2002 to reduce the overuse of premium soccer fields. Overuse of fields causes compaction from excessive traffic and reduces the effectiveness of maintenance practices. Notwithstanding the benefits, there are occasions when opening a rest day to allow a game is the only option. Therefore, the policy is under review to allow clubs to book make up games on rest days if the City of Vaughan was directly or indirectly responsible for interference to an existing permit. In addition, the policy will allow the rest days to be spaced out within a seven day work week, instead of being scheduled for two days in a row.

#### 5. Wet Field Policy

This policy was implemented in 2002 and has been reviewed annually with soccer permit holders. The policy provides user groups with notification of a closure when field's saturation exists and provides teams with an opportunity to check the hot-line in advance of their permit to confirm the status during heavy rainfalls.

## CITY OF VAUGHAN

### EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 28, 2011

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*Note regarding Condition of Fields: The City of Vaughan partners with the school boards to provide as many opportunities as possible for soccer to be played. Notwithstanding the shared school fields expand the menu of fields; these fields are the most challenging to keep safe and healthy. There is a window for maintenance from June to August for renovations however this impacts our existing permits when the fields are closed for renovation. In addition to these challenges, the York Region District School Board, in an effort to prolong the life of soccer fields is implementing a mandatory two day rest period on all fields.*

#### **NEXT STEPS**

As noted under 'Recent Consultation' and 'Current Concerns', some members of the soccer community have recently expressed concerns regarding the current procedures and policies relating to soccer.

Recognizing that the governing policies for soccer may implicate various user groups / clubs (soccer and baseball players, arena users, bocce players, and others), staff are recommending that a comprehensive review encompassing input from all users on the related policies be conducted.

As well, staff will prepare a presentation and question and answer session for the Sports Congress being held at City Hall in September, 2011 to gain input from soccer and other sport users.

After consultation with all of the user groups, if it is deemed that amendments are required to the policies and procedures, prior to the allocation of 2012 season, staff will come forward to Council with recommended changes.

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

In consideration of the strategic priorities related to Vaughan Vision 2020, the project will provide

- **STRATEGIC GOAL:**  
Service Excellence – Providing service excellence to citizens.
- **STRATEGIC OBJECTIVES:**  
Pursue Excellence in Service Delivery and Enhance and Ensure Community Safety, Health and Wellness – To deliver high quality services and to promote health and wellness through design and program.

#### **Regional Implications**

N/A

#### **Conclusion**

Soccer is one of the fastest growing sports in Vaughan and the primary youth market for soccer accounts for 21% of the City's population. Many other field sports are also gaining popularity and competing with soccer for time on existing sports fields.

To ensure the continued transparency, consistency and fairness in the allocation of soccer fields, staff will continue to gather feedback from the community and make recommendations to Council on any amendments required to the governing policies and procedures.

**CITY OF VAUGHAN**

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**Attachments**

Attachment # 1 Facility Allocation Policy / Community Service Organization  
Attachment # 2 Managing Use on Premium Soccer Fields Policy  
Attachment # 3 Wet Field Policy

**Report Prepared By**

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

CITY OF VAUGHAN

**EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 28, 2011**

Item 6, Report No. 35, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on June 28, 2011.

**6 THE ISLINGTON AVENUE STREETScape  
MASTER PLAN STUDY – VILLAGE OF KLEINBURG  
FILE 21.36  
WARD 1**

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

- 1) That the recommendation contained in the following report of the Director of Development Planning, dated June 21, 2011, be approved; and
- 2) That staff return with a preliminary report in time for the 2012 budget review, identifying phasing, timing and costs of the plan; and
- 3) That the report be done in consultation with relevant City departments, the Region of York and any other government agencies or authorities as required, in order to co-ordinate funding sources.

**Recommendation**

The Director of Development Planning recommends:

1. THAT the power-point presentation by LANDinc consulting team and the staff report on the “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*”, be received for input and discussion.

**Contribution to Sustainability**

The proposed “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*” is consistent with “*Green Directions Vaughan*”, the City’s “*Sustainability and Environmental Master Plan*”, specifically:

*Goal 1: To significantly reduce our use of natural resources and the amount of waste we generate.*

*Goal 3: To ensure that Vaughan is a City that is easy to get around with a low environmental impact.*

*Goal 4: To create a vibrant community where citizens, businesses and visitors thrive.*

These goals will be supported by the strengthening and improvement of the public realm by enhancing the safety and quality of the pedestrian areas and establishing dedicated bicycle routes, as well as, allowing for a more active public transit in the future. Furthermore, the “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*” will integrate environmentally local and sustainable materials and sustainable features into the streetscape design, utilize hardy and native plant species to the maximum possible extent while minimizing long-term maintenance requirements, encourage recycling within the area, and use energy-efficient pedestrian scale lighting.

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#### Economic Impact

The total estimated budget of 3.9 million for the future Design Development and Construction associated with the “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*” is included in the City of Vaughan Development Charges Background Study, August 2008. However, the DC Background Study determined the funding for this Capital streetscape project can only be partially funded through Development Charges; this will result in a substantial amount of the total construction budget being funded through sources other than Development Charges, which is further detailed under the Background – Analysis and Options section of this report.

#### Communications Plan

The Vaughan Development Planning Department will be posting an electronic version of the “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*” (Attachment #3), on the Development Planning Department page of the City of Vaughan web-site, should Vaughan Council approve the document in principle. This will allow future development proponents to reference this guiding document prior to submission of a development proposal.

#### Purpose

The purpose of this report is to obtain Council approval in principle of the “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*”.

#### Background - Analysis and Options

The “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*” study area is approximately 2.5 km in length and extends along Islington Avenue, in the public right-of-way, from Major Mackenzie Drive, north to Regional Road 27, and also along Nashville Road from Regional Road 27 to Islington Avenue (refer to Attachment #1).

Islington Avenue is a significant route as it serves as the main entrance to the Village of Kleinburg and expands through the Village core. The “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*” was commissioned to address the streetscape and urban design objectives of the “*Kleinburg-Nashville Community Plan OPA 601- Kleinburg-Nashville Community Plan*”. This OPA contains multiple policies and references related to the need for a comprehensive streetscape study for Islington Avenue in the Village of Kleinburg. Specifically, Section 4.7.6.3 “*Islington Avenue*” states:

*“In recognition of Islington Avenue as the primary entrance into Kleinburg and its importance as a public amenity area, a comprehensive streetscape design shall be developed for the public right-of-way along Islington Avenue and the McMichael Gallery, that incorporates the following features:*

- *Traffic calming measures with particular attention at the intersection of Islington Avenue and Bindertwine Boulevard;*
- *A consistent landscaping treatment that effectively screens the rear yards of existing residential properties backing onto Islington Avenue;*
- *Landscaped boulevards on both sides of the street that incorporate public sidewalks, landscaping and pedestrian-scaled lighting and other street elements; and*
- *Well-marked pedestrian crossing areas at identified locations.”*

## CITY OF VAUGHAN

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In response to OPA 601 requirements, the Islington Avenue Streetscape Master Plan study adopts a comprehensive and integrated approach toward the design of the public streetscape realm. This streetscape study is a coordinated effort that combines consultation with the participating public which includes local Kleinburg residents and representatives from KARA, the Kleinburg BIA, and the McMichael Gallery, with consideration of the existing and potential site conditions. The design decisions arose from a combination of factors: the visioning process and public consultation component; the opportunities and constraints identified for the site; as well as other economic development, aesthetic and environmental considerations.

The design intent of the “Islington Avenue Streetscape Master Plan Study” is to create a functional streetscape that preserves the distinct historical character of the village and create an enjoyable public realm for the residents and visitors of Kleinburg.

The final plan proposes a vibrant streetscape that supports and encourages a high quality of life for its residents, by transforming the street into a pedestrian-oriented place. The plan is described in terms of three character areas shown on Attachment #2 being Gateways, Greenways and Village Core, which are discussed below:

#### a) Gateways

In the “Kleinburg – Nashville Heritage Conservation District Study and Plan”, gateways were identified as important features in demarcating the entrance to culturally significant areas. Major and minor gateways are proposed at several nodes in the “Islington Avenue Streetscape Master Plan”. At the three primary entrances into the village, (1) the south entry at Major Mackenzie Drive and Islington Avenue; (2) the west entry at Regional Road 27 and Nashville Road; and (3) the north entry at Regional Road 27 and Islington Avenue. These gateways allow for pedestrian circulation, public gathering space, cultural expression through site furnishings and a physical connection to the Village Core. In addition to these major gateways, many minor gateways have been identified through the Village Core to further distinguish between the different areas.

#### b) Greenway

The greenway is the area within the public right-of-way proposed in locations outside the designated Kleinburg Village Core. The overall goal for the improvement of this area is to introduce natural elements, traffic calming mechanisms, various transportation modes (vehicles, bike, pedestrian) and elements that coincide with the unique Kleinburg elements. This proposed streetscape design was inspired by the artworks housed in the McMichael Gallery, specifically the Group of Seven.

The greenway includes continuous walkways, bike routes and roadways that travel through planted areas reminiscent of the Group of Seven Paintings. Along the route, conveniently located seating areas and landscape elements have been situated to create a pedestrian scaled, traffic calmed environment.

#### c) Village Core

The main design objective for the Kleinburg Village Core is the transformation of the street into an active vibrant public place. In doing so, the “Islington Avenue Streetscape Master Plan” aims to lay the foundation for a revitalization of commerce by encouraging Kleinburg as a destination for both residents and visitors. It involves the re-engagement of the McMichael Gallery within the business community and the creation of publicly accessible, private spaces. The vision is a safe and interactive street that functions as a place, year round, supported by public and private amenities made distinct by their high quality design details and cultural references.

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By integrating these three character areas, the “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*” formulates a plan that provides the Village of Kleinburg with a unified and active public streetscape.

#### Funding and Implementation Considerations

The total estimated budget in the amount \$3,942,428.00 for the future detailed Design Development, and Construction associated with the “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*” has been included in the Council approved City of Vaughan Development Charges Background Study, August 2008. However, the DC Background Study determined the funding for this Capital streetscape improvement construction project can only be partially funded through Development Charges, in the amount \$885,651.00 or 22.5% of the total estimated budget for the project. This will result in \$3,056,777 or 77.5% of the total construction budget being funded through sources other than Development Charges, which will have direct impact on the City’s Tax Base.

Following receipt of the “*Islington Avenue Streetscape Master Plan Study-Village of Kleinburg*”, City staff will explore and investigate the following alternative funding avenues in addition to Development Charges that may be available to the City to fully implement the streetscape Plan and minimize the impact on the City’s tax base:

- Regional Municipality of York for construction funding allocation of the 3 gateways identified in the Master Plan, under their “Municipal Streetscape Partnership Program”, which provides 33% funding for streetscape projects separate from a Region of York Capital project, or 50% funding for streetscape projects included as a component of a Region of York Capital project;
- Any new development proposal located along the study area will be required to construct the streetscape improvements identified in the Master Plan as a condition of development approval;
- Regional Municipality of York for construction funding allocation of bike lanes and multi-use trails identified in the Master Plan, under their “Pedestrian and Cycling Municipal Partnership Program”;
- Long term funding strategy for capital streetscape funding between the City and Kleinburg BIA (KBIA) for the Kleinburg business core, which has been outlined in the draft Kleinburg Economic Development Strategy; and,
- Gas Tax Reserve for the funding of streetscape active transportation improvements and new infrastructure identified in the Master Plan.

The total estimated budget for the implementation of the “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*” is based on preliminary cost estimates; however the final cost for the project will be determined at the Detailed Design Development and Construction stage of the project to be managed by the Engineering Services Department.

Implementation and phasing of the “*Islington Avenue Streetscape Master Plan Study – Village of Kleinburg*” is broken down into 4 phases of construction, however there are a range of variables that will affect the implementation of the plan. Many of these variables are independent and mutually supportive including:

- Streetscape recommendations concerning capital design, construction and maintenance between the City and KBIA, which has been outlined in the draft Kleinburg Economic Development Strategy;

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- Region of York phasing for infrastructure and road improvements for Major Mackenzie Drive and Regional Road 27;
- Current and proposed development approvals, processes, and timing requirements; and,
- Long term funding strategies for capital and operational costs between the City, Region of York and KBIA.

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

This report is consistent with the priorities set forth in Vaughan Vision 2020/Strategic Plan, through the following initiatives, specifically:

Service Excellence:

- Lead & Promote Environmental Sustainability

Management Excellence:

- Demonstrate Leadership & Promote Effective Governance
- Plan and Manage Growth and Economic Vitality

#### Regional Implications

The Region of York has participated in the *“Islington Avenue Streetscape Master Plan Study – Village of Kleinburg”*. The Study supports key elements of the Region of York Official Plan, adopted by Regional Council on December 16, 2009. Specifically, the implementation of the plan’s following objectives stated in Section 7.2, Moving People and Goods:

*“To ensure streets support all modes of transportation including walking, cycling, transit, automobile use, and the efficient movement of goods.”*

*“To plan and protect future urban and rural streets to accommodate transportation demands.”*

#### Conclusion

The *“Islington Avenue Streetscape Master Plan Study – Village of Kleinburg”* provides a comprehensive streetscape master plan study based on the urban design objectives of the *“Kleinburg-Nashville Community Plan OPA 601”*. The Study promotes sustainable development strategies in Kleinburg with the perspective of increasing the quality and safety of the pedestrian areas, expanding dedicated cycling routes, enhancing the character of Kleinburg as a rural village centre, and promoting private investment that will provide a unique identity for Kleinburg, and support tourism and commercial activities in the area.

#### Attachments

1. Study Area Map
2. Character Area Map
3. Islington Avenue Streetscape Master Plan Study–Village of Kleinburg (MAYOR & MEMBERS OF COUNCIL ONLY)



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**EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 28, 2011**

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