

COMMITTEE OF THE WHOLE MAY 28, 2007

CITY WIDE PARKING STANDARDS REVIEW TERMS OF REFERENCE FILE NO. 15.101

Recommendation

The Commissioner of Planning in consultation with the Commissioner of Engineering and Public Works and the Commissioner of Legal and Administrative Services recommends:

1. That the proposed Terms of Reference, attached as Attachment 1 to this report, BE APPROVED; and
2. That staff be directed to commence the tendering process for qualified professionals to carry out a review of City Wide Parking Standards, at a total cost not to exceed \$75,000.

Economic Impact

This report is in response to previous requests by Council and to issues related to parking and urban design standards encountered during the processing of development applications and policy planning projects. The funds are available to undertake the required study within the Policy Planning Department's 2007 Professional Fees Operating Budget.

Communications Plan

As the purpose of the proposed study is to review existing standards in the City's Zoning By-law, a Public Hearing held pursuant to the Planning Act will be required. As this item is city wide and is of primary interest to businesses and the development community, circulations will be made to all ratepayer organizations and the City's Chamber of Commerce. Advertisements will be placed in the newspaper. It is expected that staff and the selected consultant may also undertake discussions with individual landowners and other interested parties.

Purpose

The purpose of this report is threefold: obtain Council's approval of the Terms of Reference to review of the Parking Standards contained within Section 3.8 of the City of Vaughan Comprehensive Zoning By-law 1-88; establish City Wide Cash-in-Lieu of On-Site Parking pursuant to the provisions of the Planning Act; and, to assess the supply and provision of private and public parking in the Woodbridge Core Area and other identified areas throughout the City.

Background - Analysis and Options

Background

The evolution of the City of Vaughan from a rural municipality with multiple distinct communities into a suburban municipality and currently into an increasingly urban place has continued to occur since the preparation of the City's Comprehensive Zoning By-law 1-88. In light of the recognition that the City's Parking Requirements contained within Zoning By-law 1-88 are not in keeping with current and foreseeable development trends and with other comparable municipalities, the City requires a comprehensive review of the "Parking Requirements" contained within Section 3.8 of the Zoning By-law. A review of approximately 20 Zoning By-laws of similar communities within the Greater Toronto Area and across Canada confirms this conclusion.

On February 13, 2006, Council requested that "the Commissioner of Planning, jointly with the Commissioner of Engineering and Public Works and the Commissioner of Legal and

Administrative Services, be directed to prepare a report on the feasibility of implementing a city-wide cash-in-lieu of parking by-law, the intent of which is to establish reserve funds for municipal parking initiatives”.

In many instances, the standards contained within By-law 1-88 appear to require land owners to supply a greater number of parking spaces than are realistically needed to adequately service a particular use. This becomes evident when reviewing the number of variances and site specific amendments to the Zoning By-law that have varied the City’s parking standards. For example, since May 2006 the Committee of Adjustment has reviewed approximately 50 applications which request relief from the City’s Parking Standards. In addition to the variances, during this time frame, approximately 15 site specific amendments to the Zoning By-law have also included modifications to the parking standards.

On February 13, 2006, Council requested that “the Planning and Engineering Departments be directed to undertake a joint review of opportunities and options for guaranteeing a sufficient number of parking spaces available for use by the public within the Woodbridge core, whether on private or public lands or both.” In keeping with this direction, Woodbridge has been identified as an historic urban place within the proposed Terms of Reference. Specific direction will be provided to the selected consultant with respect to this request.

On April 2, 2007, Council approved a Pedestrian and Bicycle Master Plan for the City. As part of this approval, staff was requested to examine the feasibility of including suitable facilities for bicycle parking within the City’s Zoning By-law.

Process

The details of the City Wide Parking Standards Study are presented in the attached Terms of Reference. (Attachment 1). The Study will consist of two sections, the Background Report (Phase 1) and an Options Report (Phase 2). The purpose of the Background Report (Phase 1) will be to examine the parking standards contained within the City’s Comprehensive Zoning By-law 1-88 and determine how appropriate they are in the current planning context. Phase 2 (Options Report) will provide recommendations with respect to appropriate development standards for various uses and locations throughout the City.

The Study will pay special attention to the unique types of development within Vaughan and the impact parking has on the landscape. It is expected that in addition to undertaking a literature and development standards review, the selected consultant will also undertake parking utilization counts at identified sites throughout the City. Counts will occur at sites such as the Woodbridge Core Area, Kleinburg, typical large and small scale retail uses and in employment areas. The purpose of these counts will be to ascertain the supply and demand for parking throughout the City based on use and location.

Because site specific counts are required, and due to the nature and seasonality of some of the businesses that will be counted, it is expected that this study will take approximately 12 months to complete.

Having compiled the Background Report, an Options Report will be prepared to provide recommendations with respect to the findings and analysis contained Background Report. The Options Report will contain recommendations with respect to the revision of the Parking Standards contained within By-law 1-88, the use of Section 40 of the Planning Act and the location and supply of parking in identified communities. In addition to these required recommendations, other items may be discovered during the preparation of the Background Report which merit further discussion and recommendations. It is expected that the selected consultant will provide suitable comment on these additional items.

Selection of Consultant

A Request for Proposal package, including the attached Terms of Reference will be prepared and provided to qualified consultants. Based on the responses received, a consultant will be selected and a recommendation to approve the successful bid will be forthcoming.

Relationship to Vaughan Vision 2007

This report is consistent with Section 4.7 of Vaughan Vision 2007 as it will aid in the implementation of OPA 600 through the creation of appropriate development standards.

Regional Implications

The review of this portion of the City's Zoning By-law has no Regional implications.

Conclusion

Due to changing development patterns, the City's parking standards contained within the Comprehensive Zoning By-law 1-88 should be reviewed. Therefore it is recommended that the attached terms of reference be approved and staff be directed to prepare a Request for Proposals and undertake the review and selection of a consultant and report back to a future meeting of the Committee of the Whole.

Attachments

1. City of Vaughan – City-wide Parking Standard Requirements Study – Terms of Reference

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Respectfully submitted,

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City of Vaughan – City-wide Parking Standard Requirements Study

A. Introduction and Background

The evolution of the City of Vaughan from a rural municipality with multiple distinct communities into a suburban municipality and currently into an increasingly urban place has occurred since the preparation of the City's Comprehensive Zoning By-law 1-88. In recognition that the Parking Requirements contained within Zoning By-law 1-88 may not be in keeping with current and foreseeable development trends and with other comparable municipalities, the City requests proposals be submitted for a comprehensive review of the City's city-wide "Parking Requirements".

The City of Vaughan consists of three dominant development types which contain various types of permitted uses. These include "Historic Places", "Suburban Places" and "Planned Urban Places". The characteristics and locations of each of these are described below.

i) Historic Places

The territory now encompassed by the City originally consisted of multiple, distinct villages and hamlets (notably Kleinburg, Woodbridge, Maple and Thornhill) that historically provided services to the rural areas of the former township. As the rural areas have developed, the importance of the former towns and villages as service providers has changed. The types of services offered within these communities and the development patterns have also changed. Two of these communities have been designated and the other two may be designated, as Heritage Conservation Districts, pursuant to Part V of the Ontario Heritage Act. Therefore, as part of the comprehensive review of the Parking Requirements, the parking standards for development in the historic downtowns and mainstreet areas of Thornhill, Kleinburg, Maple and Woodbridge should be reviewed and suitable standards be developed that takes into account the pedestrian orientation and special conditions of these areas. In addition to the development of appropriate parking standards for these communities specific study of and recommendations for the Woodbridge Core Area are also required.

ii) Suburban Places

As noted, the evolution from a rural place to an urban place has included development patterns that are more suburban in nature (notably Concord, Woodbridge Expansion Area, portions of Maple). The City recognizes that this form of development was constructed during an era with a less than adequate public transit system and general reliance on the automobile. With the continued improvements to the Region's public transit network, a planned comprehensive pedestrian and bicycle network and more intensified form of development, dependence on the automobile as the primary mode of transportation will be reduced overtime. Therefore, it is suggested that the parking

standards for suburban forms of development also be re-examined in light of the evolving nature of these areas and whether current supplies of parking are fully utilized.

iii) Urban Places, District Centres, Vaughan Corporate Centre and Corridors

The City has made a commitment to the creation of truly urban places in terms of the advancement and implementation of compact, walkable, transit-supportive neighbourhoods. This can be seen throughout the policies contained within OPA 600 (Vellore and Carrville “urban villages” and “Corridors”), OPA 500 (Vaughan Corporate Centre) and OPA 620 (Steeles Avenue Corridor Study).

OPA 600 envisions that as the primarily residential or employment development occurs around the “District Centres” higher density, urban mixed use, transit supportive communities will evolve around a high quality public realm. OPA 600 envisions that the “District Centres” will be connected, along arterial roads by “corridors”. It is proposed that the development of the “corridors” will be of a suitable density and mix of uses that transit will be an important transportation alternative. Therefore it is suggested that the parking standards be re-examined in the context of the Urban Village / District Centres and “Corridors” development framework. Parking policies and criteria for on-street parking on Regional Roads and City streets should be reviewed in Phase 1. Recommendations regarding appropriate on-street and off-street parking mix, locations and standards for on street parking would be addressed in Phase 2.

In addition to the development of “District Centres” at major intersections and “Corridors” along arterial roads, the City is committed to the vision of the “Vaughan Corporate Centre” as expressed in OPA 500/528 (as amended) and OPA 620 Steeles Avenue Corridor. The City and the Region of York have undertaken a number of initiatives supporting the development of a Regional Centre in Vaughan including east-west and north-south rapid transit lines, policy, financial tools, infrastructure and programs. This vision sees the development of these lands as a high order centre with mixed use residential / commercial / institutional multi-storey buildings organized around a comprehensive, connected and high quality network of streets and open space.

As these described development patterns were not foreseen at the time By-law 1-88 was originally prepared, suitable parking standards do not exist and therefore need to be created. In addition to the change of land uses in these areas, the extension of the subway north from Toronto and rapid transit along Avenue 7 and other arterial roads will have an impact on trip and parking generation and should be considered in preparing suitable parking standards for the City.

In addition to the planned residential, mixed use and commercial areas of the City, the standards for lands and uses within OPA 450 the Employment Area Growth and Management Plan should also be reviewed to ensure appropriate parking standards in light of current employment trends, practices and needs.

iv) Provincial and Regional Policies

In addition to the land use and urban design policies contained within the City's documents, the policies and guidelines prepared by the Province and Region should be reviewed and any changes to design standards should reflect these policies and guidelines. These documents include items such as the Provincial Policy Statement, Places to Grow, ROPA 43, Region of York Transit Oriented Development (TOD) Guidelines plus other documents that may have an impact on the provision of transit and demand for parking spaces including TOD and incentives/disincentives to over supply of parking.

B. Purpose

- 1) The purpose of this study is to review the current "Parking Requirements" contained within By-law 1-88 and to provide detailed recommendations with respect to:
 - a) Establishing appropriate minimum parking standards for all permitted uses, based on use, development type and accessibility to public transportation;
 - b) Where appropriate, establishing maximum parking standards based on use and / or identified location;
 - c) The establishment of other parking strategies/requirements such as complimentary use supply, off-site provision, municipal parking authority and/or parking meters.
 - d) Appropriate urban design and parking design standards for surface parking areas in terms of such considerations as landscaping, throat width, curb radius, aisle width and parking space sizes, as well as appropriate built form and site provisions for structured parking both above and below grade plus other areas of interest that may be identified by the selected consultant during the preparation of the Background Report;
 - e) Appropriate urban design and parking design standards and zoning provisions for parking structures;
 - f) A suitable method to calculate required parking for permitted uses;
 - g) A review of permitted land uses to determine which uses should provide bicycle parking and associated facilities and the expected standards to which bicycle facilities should be provided; and
 - h) The creation of suitable parking standards for identified areas in the City. These areas will generally be considered to be Historic Places, Suburban Places, and Planned Urban Places. It is possible that through the course of the study other areas or sub areas with unique development patterns may require recognition in the form of area specific parking standards.

- 2) In addition to, and based upon the findings and recommendations related to the parking standards review and recommendations related to the City's Zoning By-law, a review of the City's use of Section 40 (cash in lieu of onsite parking) of the Planning Act is required. This review will include:
 - a) A review of current City policies with respect to the use of Section 40, primarily contained within OPA 633 (Kleinburg Core Area Review);
 - b) A review of the use of Section 40 throughout the City;
 - c) A recommended approach for the implementation of the program on a city-wide basis;
 - d) A recommendation for determining the appropriate levy rate; and
 - e) A recommended description of the scope of work for the preparation of Parking Generation Assessment Reports to be used in situations where Cash-in-Lieu of Parking, variances or alternative parking standards may be suitable and criteria to be used for assessing the report. The terms of reference and review framework should address items such as comparable land uses and community parking supply and demand.
- 3) A specific review of opportunities and options to guarantee a sufficient number of parking spaces available for use by the public within the Woodbridge core, whether on private or public lands or both.
- 4) Recommendations and review of potential programs for the supply of public parking and the regulation of on street parking throughout the City.

C. Tasks and Deliverables

This project will consist of two phases, these being a Background Study and a Final Report.

i) Phase 1 – Background Study Report

The purpose of the Background Study Report is to provide the current context of parking standards in the City of Vaughan and present current best practices related to parking standards and the provision of public parking. As a minimum, the Background Report will address the following:

1. Review and comment on the suitability of Vaughan's current parking requirements;
2. Review and comment on the suitability of Vaughan's current design standards for parking areas;

3. The identification of areas which require alternative parking standards;
4. A literature review and summary with respect to trip generation for all uses identified in the Zoning By-law and how this may be used to create suitable parking standards;
5. Provide counts of specific representative uses and/or locations at specified days over a period of time. Following which, provide analysis and comments on how the identified sites function in terms of capacity and design features;
6. Review of existing City data with respect to parking counts and usage;
7. Review and comment on parking strategies / requirements and “best practices” in similar municipalities;
8. Review of relevant community and site specific OPAs with respect to the provision of on site parking. This information will be provided by the City and will include as a minimum: OPA 210 (Thornhill), 240 (Woodbridge), 350 (Maple), 450 (Employment Areas), 500 (Vaughan Corporate Centre), 600 (Greenfield) and 601(Kleinburg). Additional OPAs may be identified and provided by staff. Additionally, the Heritage Conservation District Plans for Kleinburg-Nashville, Maple and Thornhill must be reviewed and the recommendations contained therein considered in the recommendations;
9. Review of By-law 1-88, including exceptions identified by the City of Vaughan. This review is the primary focus of the study and will include a review and analysis of the standards contained therein and provide comment on all standards that should be included in a revised “Parking Requirements” section within the Zoning By-law;
10. Review of the amount and location of parking in the Woodbridge core area;
11. Review of the City’s use of Section 40 of the Planning Act with respect to the use of cash-in-lieu of onsite parking;
12. Review of options for the provision of public parking areas and regulation of street parking throughout the City; and
13. Other reasonable issues identified by staff, consultant or stakeholder groups during the preparation of the Background Study.

ii) Phase 2 – Options Report

The Options report will contain recommendations and options related to the issues identified in the “Purpose” section of this Terms of Reference. The Options report will include specific recommendations with respect to:

1. Suitable standards based on the findings of the Study with respect to the City’s Parking Requirements. The proposed standards shall be presented in a format suitable for inclusion in the City’s existing Comprehensive Zoning By-law 1-88;
2. The use and implementation of the powers conveyed by Section 40 of the Planning Act with respect to the collection of cash-in-lieu of providing on site parking;
3. Required amendments to the City’s community based OPAs to ensure the proposed standards are based on a sound and defensible policy framework; and
4. Any issues identified in the Background Report as having an impact on the parking standards or supply of public parking spaces in the City.

D. Copies

1. 50 copies of the Final Background Report and 50 copies of the Final Options Report, including illustrations, and maps as required;
2. 1 digital print ready copy;
3. 1 digital copy, in a format that is readily editable;
4. 1 PDF copy; and
5. 1 digital copy of all images and mapping. Where appropriate, digital information shall be georeferenced in accordance with City standards (NAD 83, 6° UTM, Zone 17). Acceptable City formats include: jpeg photos, AutoCAD dwg (2004 version), jpeg/bmp/tif/Adobe graphics. Specific technical information will be provided to the selected consultant.

E. Consultation

The selected consultant should be prepared to work with and organize meetings between interested stakeholders. As a minimum, this should include consultation with the Chamber of Commerce, local Business Improvement Associations, Ratepayers Groups and City staff.

F. Projected Timelines and Study Requirements

The study to be completed within 10 months after awarding the contract.

The consultant will be responsible to provide a detailed schedule of the time lines for the project, including an outline of consultation required internally with City staff and with the public, as part of the proposal.

Study requirements include all items referenced in the Background Study section and other items deemed relevant to this project.

G. The Consultant

The consultant or consulting team should possess the knowledge and expertise to undertake the outlined work. Ideally, the selected team will consist of Traffic Engineers and Transportation Planners who possess expertise in trip and parking generation modeling, urban and site plan design, traffic engineering, pedestrian and bicycle facility planning and experience in preparing By-laws.

H. Attachments

City of Vaughan Comprehensive Zoning By-law 1-88
OPA 633 – Kleinburg Core Area Policy Review, associated By-laws and Reports with respect to Section 40 of the Planning Act.