

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF MARCH 19, 2013

Item 6, Report No. 11, of the Committee of the Whole (Public Hearing), which was adopted without amendment by the Council of the City of Vaughan on March 19, 2013.

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**PROPOSED AMENDMENTS TO THE CITY OF VAUGHAN
COMPREHENSIVE ZONING BY-LAW 1-88 a.a.
CITY OF VAUGHAN CITYWIDE PARKING STANDARDS REVIEW – PHASE 1: PARKING
STANDARDS FOR THE VAUGHAN METROPOLITAN CENTRE
FILE 15.101**

The Committee of the Whole (Public Hearing) recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Planning, dated February 26, 2013, be approved; and**
- 2) That the presentation by the Policy Planning Department, and C5, presentation material entitled “*Parking Standards Review for the VMC*”, dated February 26, 2013, be received.**

Recommendation

The Commissioner of Planning recommends:

THAT the Public Hearing Report File 15.101 (City of Vaughan City-wide Parking Standards Review – Phase 1: Parking Standards for the Vaughan Metropolitan Centre), BE RECEIVED; and that any issues identified in this report and from this Public Hearing, be addressed by the Policy Planning Department in a comprehensive report to a future Committee of the Whole meeting.

Contribution to Sustainability

The revised parking standards are supportive of the objectives of the Green Directions Vaughan Community Sustainability and Environmental Management Plan and will be a key land use management tool, which will promote more sustainable forms of development including:

- supporting more efficient forms of development in terms of parking supply, demand and the management of the resulting land requirements;
- supporting the envisioned urban structure, public transit investments and Transit Oriented Development (TOD) policies;
- encouraging transportation alternatives to the automobile and single-occupant vehicle (SOV) use;
- mitigating the environmental impacts of parking facilities such as stormwater runoff and the contribution to the urban heat island effect;
- creating a more attractive and green parking environment through landscaping; and
- minimizing parking spill-over into sensitive areas.

Economic Impact

There are no economic implications resulting from the receipt of this report. Should direction be received to proceed with the amendment to the By-law, it will proceed as a City-initiated process.

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Communications Plan

Notification Process

- a) Date the Notice of Public Meeting was circulated: February 1, 2013.
- b) Circulation Area: Notice of this public hearing was mailed to property owners within 150m of the boundary of the Vaughan Metropolitan Centre (VMC) as well as to property owners within the VMC. As the proposed by-law amendment is Phase 1 of implementation of the City-wide Review of Parking Standards, newspaper advertisements were also published in the Thursday, February 7, 2013 editions of the Vaughan Liberal and Citizen newspapers.

In addition, the notification was also advertised on the “City Page Online”, which is posted on the City of Vaughan’s official website as well as being provided through available forms of social media and sent to interested parties requesting notification by mail.

Consultation Process

The consultation process for the City of Vaughan Citywide Parking Standards Review to-date has included workshops with City and Regional staff from the following departments; Policy Planning, Development Planning, Enforcement Services, Economic Development, Office of the City Manager, Building Standards, Engineering, Public Works, York Region Planning and Development Services Department, Town of Markham Planning, and VIVA Transit held on the following dates:

- i. February 27, 2008 – Presentation to review existing standards, best practices and preliminary survey parking results.
- ii. June 27, 2008 – workshop to discuss the study findings and draft recommendations and opportunity for feedback.
- iii. October 2, 2008 – Workshop to review report highlights and discuss comments and concerns resulting from the circulation of the study.
- iv. January 6, 2009 – Workshop to continue discussion from the October session and give participants an opportunity to provide detailed feedback following the circulation of the final draft report.

In addition to these workshops, the consultant IBI Group conducted interviews with various stakeholders including the Kleinburg Ratepayers Association, Maple Ratepayers Association, and Vaughan Chamber of Commerce.

- v. June 15, 2012 – Internal meeting with Planning Commission staff to discuss the need for current and appropriate parking standards in the VMC due to development pressure.
- vi. July to August 2012 - Building from the work completed during the process for the City of Vaughan Parking Standards Review study, staff within the Planning Commission (specifically the Policy Planning and Zoning Section of the Building Standards) met on a weekly basis to develop a by-law for the VMC.

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- vii. November 22, 2012 – The Policy Planning Department in consultation with the Zoning Section of Building Standards provide a status report and presentation of the work to date to the Vaughan Metropolitan Centre Sub-Committee of Council.
- viii. The consultation process for the City of Vaughan VMC Parking Standards by-law to-date has also included meetings with staff from the following departments; Development Planning, Legal Services, and the Transportation Planning Division of the Development/Transportation Engineering Department.
- ix. November 2012 – Staff from the Policy Planning Department and the Zoning Section of Building Standards Department met on a regular basis to revise sections of the draft by-law. Revisions were made based on comments received through an internal circulation process and from the Vaughan Metropolitan Centre Sub-Committee Meeting. Additional revisions will be made where appropriate based on comments received through the statutory public hearing process.

The revised draft by-law will then be circulated to Development Planning staff and Zoning staff for an opportunity to apply the draft by-law to current development applications in the VMC.

A final round of revisions will be made based on comments received during the testing of the draft by-law and in consultation with the Development Planning and Development/Transportation Engineering Department in preparation for a future Committee of the Whole meeting.

Purpose

The purpose of this Public Hearing meeting is to receive input on Phase 1 of implementation of the City-wide Parking Standards review which is specific to the Vaughan Metropolitan Centre (VMC). The proposed amendment to Zoning By-law 1-88 provides for revised parking standards, definitions for uses permitted in the VMC, bicycle parking/storage and the introduction of parking management strategies.

Background - Analysis and Options

With the extension of the Spadina subway to the Vaughan Metropolitan Centre expected to be in service by 2016, the VMC's potential for high-density, mixed-use development is now being realized through a number of active development applications. This is in advance of the approval of the VMC Secondary Plan which is under appeal at the Ontario Municipal Board. On December 11, 2012 Council approved a number of modifications to the VMC Plan 2010, which were forwarded to the Ontario Municipal Board and the Region of York. The Region of York is expected to consider these modifications in the spring of this year.

Given the proposed densities and considering the land uses and pedestrian friendly urban form envisioned by the VMC plan, the City of Vaughan's current parking standards contained in By-law 1-88, are out of date and need to be revised in order to fulfill the vision for the City's downtown.

As a result of the development pressures in the Vaughan Metropolitan Centre, it has become apparent that new parking standards are required immediately. Along with intensification and mixed use development, a defining feature of the VMC is its future access to planned public transit investments like the subway extension and the VIVA Rapidway BRT service along Highway 7. As higher-order transit will be a reality in the near future, implementing a more nuanced approach to parking that recognizes the availability of the alternative modes of transportation will be important. In addition, the presentation and report by Live Work Learn Play to the VMC Sub-Committee referenced the need for reduced parking standards to help encourage office development in this location.

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The City-wide Parking Standards Review provides a set of parking standards that are specifically applicable to areas that are well served by higher order transit and where transit oriented development and a walkable public realm is planned for. The implementation of these standards in the VMC would be timely and would support the intent of the VMC Plan, which provides in Policy 4.6.5 that “Transit supportive parking standards shall be adopted by the City to facilitate the development of the VMC.” In addition, the adoption of these standards would minimize the need for by-law amendments or minor variances that have become the norm and may delay priority projects.

This exercise will also serve as a pilot study where findings may ultimately be applied in other areas either planned for or receiving higher order transit such as the Yonge Steeles Secondary and the Steeles West Secondary Plan areas. It will also serve to inform the preparation of the City’s new comprehensive Zoning By-law, which is in the early stages of preparation.

Area Subject to the VMC Site Specific Parking Standards By-law

The proposed parking standards will apply to the Vaughan Metropolitan Centre as defined in the Vaughan Official Plan 2010 as shown on Attachment #1. It is located in Ward 4 bounded by Highway 400 to the west, Highway 407 to the south, Creditstone Road to the east and Portage Parkway to the north.

The Parking Standards Review

In 2007 the City of Vaughan began the process of undertaking a City-wide Parking Standards review. The study, conducted by the City of Vaughan and the IBI Group, identified contemporary parking standards based on the experience of other municipalities and other best practices research. In general, the standards recommended were lower than those of By-law 1-88. The study’s findings were outlined in a report dated March 2010, entitled Review of Parking Standards Contained within the City of Vaughan’s Comprehensive Zoning By-law authored by the IBI Group.

The IBI Report and Parking Design Guidelines developed by City Staff were presented to Council at the June 28, 2010 Committee of the Whole (Working Session). The June 28, 2010 report recommended that both the IBI Report and the Design Guidelines be received and that an amendment to Zoning By-law 1-88 based on the findings of the IBI Report be brought forward to a future Committee of the Whole (Public Hearing) meeting. The report further recommended that a Working Group be established to address the issues of on-street parking, priced parking and the management and enforcement of public parking. On July 13, 2010, Council approved the recommendation contained in the report and required that the Working Group be led by the Engineering and Public Works Commission.

The IBI Report included a discussion of the various approaches to developing parking requirements, the structure and development of the newly proposed standards and the proposed parking standards for specified uses. The report also addressed other parking requirements such as bicycle parking, shared parking, off-site parking, public parking, parking design, consideration for commuter parking and accessible parking. The report also included sections on cash-in-lieu of parking, other funding sources and parking management strategies.

Recognizing the current situation in the VMC, a draft by-law has been prepared employing the findings of the study specifically for the VMC. The draft by-law addresses a number of issues, including the reduction of required parking standards; definitions for the uses permitted in the VMC through the Secondary Plan; stratified parking arrangements and parking adjustment factors (i.e. shared parking) for mixed use buildings, recognizing the different peak use characteristics of different uses. Consideration was also given to the issue of cash-in-lieu of parking as the VMC is an ideal location to implement policies respecting cash in lieu of parking.

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One of the issues discussed during the course of the study was the timing of the implementation of the new parking standards and the implications for the amending by-law. The anticipated timeline for the delivery of the new Zoning By-law to implement the Vaughan Official Plan 2010 and replace By-law 1-88 is three to four years, taking its approval out to 2015-2016. As there is a level of urgency attached to implementing the new parking standards, particularly in the VMC, it was determined that portions of the revised parking standards should proceed in advance of the new by-law. Staff is taking a phased approach to implementing the findings of the IBI Study with the VMC being the first formal phase of implementation. Although staff has been applying the reduced parking standards on a site-specific application basis for the last few years.

Approach to the Site Specific By-law

Definitions

If the existing definitions for uses in Section 2.0 and the standards of By-law 1-88 were replaced by newly enacted simplified use definitions and parking standards, as recommended by the Parking Review, all of the existing uses would become legal non-conforming. The terms used in the Permitted Uses Sections of the By-law 1-88 would no longer have related definitions, leaving them open to interpretation. Therefore, the IBI Report recommended two sets of definitions be retained until the new comprehensive zoning by-law is finalized. Through the review process and in consultation with the Legal Services Department it was determined that those definitions which could be updated in Section 2.0 Definitions of By-law 1-88 should be done in order to avoid future inconsistencies.

This is also true in the case of the Vaughan Metropolitan Centre where specific uses have been permitted through the Secondary Plan, some of which are not currently defined in By-law 1-88. New definitions would need to be created, or the existing definitions would require revision. In other instances some uses were similar and were combined into one definition under one heading (e.g. the combining of the various forms of eating establishment uses). The opposite also occurred where a current definition combined uses that the IBI Study and the Secondary Plan addressed separately and were assigned different parking rates, in which case, definitions had to be revamped, terms separated and new definitions created. To ensure consistency a separate exercise was undertaken to compare terminology for land uses used in the Vaughan Metropolitan Centre Secondary Plan, By-law 1-88 and the IBI Study. What resulted was the creation of definitions for the following uses for implementation in the VMC only, for which parking standards have been provided.

Arts or Artist Studio
Commercial Parking Lot
Conference or Convention Centre
Day Nursery
Eating Establishment
Eating Establishment Take-Out
Financial Institution
General Office
Hotel
Medical Clinic
Medical Office
Mixed Use Development
Personal or Business Service Establishment
Place of Worship
Residential Dwelling

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Retail Store
School, Commercial or Technical
School, Post-Secondary
School, Public or Private

Definitions for parking in a Stratified Arrangement which is new to the City of Vaughan may need to be created depending on future direction by Council.

Intent of the By-law

- No changes to the uses permitted in any zone in the Vaughan Metropolitan Centre Secondary Plan area have been made.
- The revised use definitions set out above apply only to the calculation of parking. They were created through an evaluation of the Parking Standards Review and the uses permitted in the VMC Secondary Plan.
- Initially they will only apply to the C9 and C10 zones.
- Any future By-law amendment or variances required to implement the VMC Secondary Plan should conform to this Parking Standards by-law.

Reduction in Standards

All uses proposed in the VMC have reduced rates of required parking from what was originally required through By-law 1-88. The IBI Report provides justification for each reduction based on best practices in other municipalities and standards used throughout the industry. See Attachment #3 Summary of Proposed Parking Standards for the current rates as required through By-law 1-88 and the proposed rates, determined through the Parking Standards study. By virtue of its access to higher order transit services, the VMC is classified as a “High-Order Transit Hub” and generally has the lowest rates of required parking.

The Use of Minimums and Maximums

The Parking Review recommends the use of parking maximums as shown on Attachment #3, whereas historically, parking rates in the City of Vaughan have been based solely on the minimum standards established in By-law 1-88. The Parking Review states the following;

“By limiting the amount of automobile parking in specific sub-regions or urban contexts, a municipality makes a statement that parking provisions must be balanced with other land use and transportation objectives and that the automobile is not the only mode for travel to that area.”

Furthermore, the Study relates that the inclusion of parking maximums is intended to reduce the amount of space dedicated to parking and support transit and pedestrian developments; provide a strong incentive for transportation demand management; and, curb practices towards oversupply of parking.

Strata Title Arrangement

A Strata Title Arrangement is a determination of ownership or use of land divided in a vertical manner above and below grade. These arrangements are made between two or more parties, and in some instances municipalities can be part of a Strata Title Arrangement.

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Landowners in the VMC have expressed interest in accommodating underground parking facilities situated beneath future Public Parks and municipal rights-of-way, with the private landowners having ownership, or right of use, of the below grade parking level(s) and the municipality retaining ownership at the surface for the purpose of providing public infrastructure. Such arrangements are subject to strata title agreements between the parties to specify their respective rights and obligations.

By-law 1-88 currently puts restrictions on setbacks for underground parking structures from property lines. This section of By-law 1-88 required an amendment in order to permit parking which may extend beyond the property line beneath publicly owned lands.

Whether these provisions will ultimately be included in the VMC site specific by-law will depend on Council's approval and adoption of protocols to guide the use and implementation of strata title arrangements.

Influence of Rapid Transit on Parking Requirements for the VMC

Adjustment Factors and Area Specific Variation

There were different approaches which could have been adopted in the development of parking standards for the VMC and the City of Vaughan in general. It was determined through the IBI Study that a hybrid approach of Adjustment Factors and Area Specific minimum and maximum parking standards would be appropriate. This approach would operate within the framework of defined urban contexts, based on the structural policies of the new Official Plan.

Area Specific

Application:

Areas within the City such as the VMC are defined and grouped (e.g. High Order Transit Hubs, Local Centres, Primary Centres/Primary Intensification Areas, Base (Other Areas)), with each group having its' own parking requirements. The VMC has been grouped with the Yonge Street Corridor and the Steeles West Area (between Jane Street to Keele Street) as a High Order Transit Hub. See Attachment #3.

Adjustment Factors:

The structure of the parking standards would remain similar, but various mechanisms for reducing the minimum requirements, and/or implementing maximum parking limits, based on site-specific conditions would be introduced. Some of the site-specific adjustment factors influencing parking may include; Transit Accessibility; availability of off-site parking (e.g. on-street or public parking) opportunities for shared parking in relation to a mix of uses with complimentary parking requirements (e.g. theatre and office) etc.

An example of an adjustment factor within the VMC is in relation to the Hotel use, which has a note attached to the required parking rate (see Attachment #3) incorporating a shared parking adjustment factor for accessory uses. This would reduce the overall number of required spaces as patrons of the hotel would, in most, instances also be users of the accessory uses,

The By-law will include provisions guiding shared parking for mixed-use developments to take into consideration the countervailing peaking demands of the various uses, thus reducing the total parking requirement.

Bicycle Parking Standards and Storage

The provision of adequate bicycle parking and associated shower and change facilities is significant in promoting bicycle use as an alternative mode of transportation. Currently there are no requirements

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for bicycle parking in Zoning By-law 1-88. The VMC Secondary Plan also encourages bicycle use as a mode of transportation. Policy 4.5.8 states “All office and apartment buildings shall include secure, indoor private bicycle parking and storage facilities. The Zoning By-law shall establish minimum requirements for bicycle parking. Major office developments shall be encouraged to include change rooms, showers and lockers for bicycle commuters”. IBI conducted a review of bicycle standards in other jurisdictions across Canada and found that bicycle parking spaces are used in major urban centres such as Halifax, Calgary, Vancouver, Ottawa, Kingston and Toronto.

Bicycle parking supply requirements are generally specified in terms of Class 1 and Class 2 parking. The two types of standards are defined as follows.

Class 1: Long term secure parking that is provided in a locked separate bicycle room located within a building or automobile parking facility. Lockers, bicycle rooms, bicycle cages are examples of the facilities that are provided.

Class 2: Short term parking provided in racks, or on rings or posts at grade. Bicycle parking should be in a well-lit, convenient, with in view of the building inhabitants and, if possible, in a sheltered location.

The Streetscape and Open Space study currently being undertaken will provide more detail with respect to the type and location of Class 2 bicycle parking.

Both Class 1 and Class 2 requirements are included in the draft by-law as are bicycle parking standards which are expressed in terms of GFA for commercial (office and retail) or dwelling units for residential uses as is vehicular parking. A definition for bicycle parking as well as each class and standards dimensions have been provided for in the draft by-law.

The IBI report recommended bicycle parking standards for office, retail, restaurant, medical office, multi-unit residential and school uses. It is however silent on proposing standards for other uses such as employment, institutional uses (other than schools), and park areas. The June 28, 2010 Committee of the Whole (Working Session) report adopted by Council on July 13, 2010, recommended that an Employment use category be added to the proposed bicycle parking standard chart (as shown below). As no Employment (industrial) uses are proposed in the VMC this recommendation will be considered in the future when parking and alternative modes of transportation are addressed for land uses across the City. Institutional uses, however are permitted in the VMC and as the IBI Study was silent on bicycle parking standards for institutional uses, further research is underway to arrive at a standard for institutional uses.

Proposed Bicycle Parking Standards

Use Category	High-Order Transit Hubs, Local Centres, Primary Centres/Primary Intensification Corridors		Base/Other Areas	
	Class 1*	Class 2**	Class 1*	Class 2**
Office	0.13 spaces/100m ²	Greater of: 0.1/100 m ² or 6 spaces	0.08 spaces/100 m ²	Greater of: 0.05/100 m ² or 6 spaces

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Retail/Restaurant	0.1 spaces/100 m ²	Greater of: 0.15/100 m ² or 6 spaces	0.05 spaces/100 m ²	Greater of: 0.1/100 m ² or 6 spaces
Medical Office	0.1 spaces/100 m ²	Greater of: 0.1/100 m ² or 6 spaces	0.05 spaces/100 m ²	Greater of: 0.05/100 m ² or 6 spaces
Multi-Unit Residential	0.5 spaces/unit for buildings with >10 units	Greater of: 0.2 spaces/unit or 6 spaces	0.5 spaces /unit for buildings with > 10 units	Greater of 0.1 spaces/unit or 6 spaces
Schools	0.05/100 m ²	0.4/100 m ²	0.05/100m m ²	0.4/100 m ²
NOTES: * Class 1: Long term parking that is provided in a locked separate bicycle room located within a building or automobile parking facility – lockers, bicycle rooms, and bicycle cages. **Class 2: Short term parking provided in racks that are designed to lock the frame and a wheel to the rack using a conventional U-lock.				

Cash-In-Lieu of Parking

As development in the VMC, and other intensification areas such as Primary and Local Centres grows, there is an opportunity for the City of Vaughan to take a greater role in parking management and to develop strategies on how to do so. One strategy recommended in the IBI report is the implementation of cash-in-lieu of parking policies. Cash-in-lieu of parking policies allow developers the opportunity to provide less than the required parking on-site by permitting them to pay a fee in place of providing the required number of parking spaces as determined by the relevant zoning by-laws.

The use of cash-in-lieu of parking policies could potentially raise funds for the construction of public parking facilities within the VMC where land values are at a premium. The revenue generated by the cash-in-lieu payment can be used to finance public parking spaces, which in turn replace private spaces required to be provided for the development. Adopting this approach may also provide the City with a competitive advantage in attracting desirable office development. Staff is recommending that they bring forward to a future Committee of the Whole meeting a cash-in-lieu and paid parking strategy and by-law.

Parking Space Dimensions

The IBI report also recommended the reduction of parking space dimensions. Best practices of other jurisdictions such as Vancouver and Toronto were reviewed. Based on this research IBI recommended reducing the parking space dimensions. The following chart provides a comparison of the existing City of Vaughan parking space dimensions and the proposed standards put forth by IBI in the report.

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**Comparison of Existing and Proposed
Parking Space Dimension Standards**

Type of Parking Space	Existing Standard By-law 1-88		Proposed Standard	
	Length	Width	Length	Width
Perpendicular Spaces (residential)	6m	2.7m	5.7m	2.6m
Perpendicular Spaces (all other)	6m	2.7m	5.7m	2.6m
Parallel spaces/layby parking	6m	2.7m	6.7m	2.6m
Small Car Spaces (perpendicular only)	-	-	4.6m	2.3m

The recommendation to reduce parking space dimensions was reviewed and the width of the parking space stall is not proposed to be narrowed. Parking stall widths were reduced in the City of Toronto at the request of the development industry, however this reduction was ultimately regretted. However, staff agrees that the length of stalls could be shortened to 5.7m for perpendicular spaces provided that the drive aisle remains at a minimum width of 6m for 2-way use.

Structure of the Draft By-law

The draft by-law is structured as follows:

It specifies that these requirements will apply to the Vaughan Metropolitan Centre by identifying the VMC on a new schedule to the By-law 1-88 and;

- It provides for the addition of a new Paragraph 3.8.1 to By-law 1-88 entitled “Special Parking Provisions for the Vaughan Metropolitan Centre”;
- It sets out new definitions which apply to the calculation of parking in the C9 Corporate Centre Zone and the C10 Corporate District Zone. Future rezonings to implement the VMC Secondary Plan would also be subject to these new standards;
- It establishes new parking standards across a range of uses applicable to Higher Order Transit Hubs as recommended in the City of Vaughan Parking Standards Review;
- Identifies additional changes to the parking requirements to fulfill the intent of the Official Plan;

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- Confirms the policies of Paragraph 3.8, “Parking, Requirements” that remain applicable to the VMC; and,
- Introduces standards for bicycle parking and storage and parking space size.

Relationship to Vaughan Vision 2020

The research provided through the Citywide Parking Standards Review is consistent with the priorities set by Council in the Vaughan Vision 2020 Plan, and in particular with the City’s commitment to “plan and manage growth and economic vitality.”

Regional Implications

N/A

Conclusion

The IBI Group report discusses conditions related to and the benefits of the City of reducing parking rates. It addresses various aspects of parking including but not limited to the required parking rates and introduces the notion of Cash-in-lieu for parking. The information provided in the report was used as a basis for developing parking and bicycle parking standards, creating definitions for the desired uses within the VMC for the purposes of the proposed site specific by-law and introducing a Cash-in-lieu of the parking charge as one strategy to finance future public parking initiatives.

The information contained in this report summarizes the rationale for preparing the draft parking standards by-law that will facilitate the VMC’s role as a high density transit hub, which will be well served by high order transit. The by-law will continue to be refined based on comments received at this meeting. Subject to the input solicited at this meeting and further staff review, a comprehensive report will be forwarded to a future Committee of the Whole meeting, addressing the issues raised and identifying any further refinements to the by-law.

Attachments

1. Location Map
2. Council Extract: Committee of the Whole (Working Session) June 28, 2010
3. Summary of Proposed Parking Standards Chart – IBI Report March 2010

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.)