

**EXTRACT FROM COUNCIL MEETING MINUTES OF DECEMBER 10, 2013**

***By approving the following:***

*That Communication C11 from the Commissioner of Planning, dated December 5, 2013, be received.*

**The Committee of the Whole recommends:**

- 1) That consideration of this matter be deferred to the Council meeting of December 10, 2013 and that staff provide a communication comparing the bicycle parking requirements of neighbouring municipalities; and
- 2) That Communication C16, from Ms. Lezlie Phillips, Liberty Development, Steelcase Road West, Markham, dated November 25, 2013, be received.

The Commissioner of Planning recommends:

1. THAT the draft amendment to By-law 1-88, for the purpose of revising parking standards and related definitions for application in the Vaughan Metropolitan Centre and providing revisions to Section 2 Definitions of By-law 1-88, forming Attachment #2 to this report, BE APPROVED; and,
2. THAT the draft By-law be brought forward for enactment subject to final staff review.

The revised parking standards are supportive of the objectives of Green Directions Vaughan, the City's Community Sustainability and Environmental Master 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.

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#### **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.

#### **Communications Plan**

##### **Notification Process**

The Notice of the February 26, 2013 Public Meeting was circulated on February 1, 2013 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 the 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 was posted on the City of Vaughan's website as well as being provided through available forms of social media and sent to interested parties requesting notification by mail.

Staff received one communication letter respecting the Public Hearing report dated February 26, 2013. The following items were noted in the landowner's letter:

- Agreement with the direction the City is moving towards in terms of revising the parking standards to reflect the alternative modes of transportation that will be available in the VMC.
- A shared parking formula also needs to be implemented in the new standards for mixed use developments.

The letter also expressed concerns respecting the standards for bicycle parking.

- The numbers the City is proposing are on the high side.
- Ratio put forward need to be scrutinized further.

A letter dated March 8, 2013 from another landowner in the VMC was submitted requesting an opportunity to review the draft by-law prior to consideration by Council. The draft by-law has been attached to this report (see Attachment #2) and is available for review along with the report prior to the September 24, 2013 meeting when it will be on the agenda for consideration.

Notice of this Committee of the Whole meeting was sent by e-mail to all landowners in the VMC participating in the VMC Sub-committee process including the two landowners who specifically requested further notification.

#### **Consultation Process and Timeline**

In 2007 the IBI Group was retained to conduct the City of Vaughan City-wide Parking Standards Review. The purpose of the review was to update the City's parking standards to reflect current practices and the city's continuing urbanization. The IBI Group conducted an extensive consultation process which 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, Development/Transportation Engineering, Public Works, York Region Planning and Development Services, 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.

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- 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.
- v. 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.
- vi. March 23, 2009 – Council meeting ratified recommendation made at the March 9, 2009 Committee of the Whole (Working Session) respecting item #1, report #15 City of Vaughan Parking Standards Review Report. The Committee of the Whole (Working Session) recommended that Policy Planning Staff and the IBI Group proceed to complete the report based on Council's comments.
- vii. July 13, 2010 – Council meeting ratified the recommendations made at the June 28, 2010 Committee of the Whole (Working Session) respecting item 32, report #35 City of Vaughan Parking Standards Review. Recommendations contained in the report included: Staff prepare an amendment to Zoning By-law 1-88 based on the IBI report and that a Working Group be established to address the issues of on-street parking and the management and enforcement of public parking, the development of a parking strategy and parking management business plan.
- viii. June 15, 2012 – Internal meeting with Planning Commission staff to discuss the need for updated parking standards in the VMC due to development pressure that was emerging in advance of the VMC Secondary Plan and the preparation of a comprehensive by-law.
- ix. July to August 2012 – Building on the work completed as part of the City of Vaughan Parking Standards Review, staff met on a weekly basis to develop a site-specific by-law for the VMC.
- x. November 22, 2012 – A status report and presentation of the work to date was presented to the Vaughan Metropolitan Centre Sub-Committee of Council.
- xi. The consultation process for the VMC Parking Standards by-law has included meetings with the following departments; Building Standards, Development Planning, Legal Services, and the Transportation Planning Division of Development/Transportation Engineering.
- xii. November 2012 – Revisions to the draft by-law were made based on comments received through an internal circulation process and from the Vaughan Metropolitan Centre Sub-Committee Meeting.
- xiii. February 2013 – The statutory hearing was held on February 26, 2013. The report addressed amendments to the By-law 1-88 parking standards for the VMC, based on the City-wide Parking Standards review revising and creating new definitions, addressing bicycle parking standards and the role of Cash-in-lieu of parking.
- xiv. March and April 2013 – City staff met on a monthly basis to make further revisions to the draft by-law based on discussions resulting from the public hearing process.

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- xv. May to July 2013 – City staff met to discuss departmental comments on the revised by-law and began the testing phase. The draft by-law was used to review development applications proposed for the VMC. In instances where site-specific provisions such as an Ontario Municipal Board order or site-specific exceptions existed, these were disregarded and a complete review was conducted based on the existing zoning provisions and the draft parking by-law. The site-specific provisions were disregarded as they provided exception to the current parking standards, had they been included in the review they would have superseded the draft parking by-law standards and the exercise would not have included a review of the draft by-law.

#### **Purpose**

The purpose of this Committee of the Whole report is to recommend the enactment of an implementing amendment to By-law 1-88 to provide site-specific parking standards for the VMC with appropriate revisions to the definitions.

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

##### **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*.

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. This initiative is currently underway.

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. However, it was determined that a cash-in-lieu of parking policy should be addressed on a city-wide basis. The issue of cash-in-lieu of parking was discussed by the working group as one potential initiative within a transportation management strategy.

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; parking based on proximity to transit services 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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Basis for Proceeding with Site Specific By-law in Advance of the City-Wide Comprehensive By-law

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 City of Vaughan's Transportation Master Plan entitled *A New Path*, July 2013, fully supports the proposed parking standards, recommended in the IBI 2010 draft report. 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.

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. It should be noted that staff has been applying the reduced parking standards on a site-specific application basis for the last few years.

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 modified VMC Secondary Plan was endorsed by Regional Council on June 27, 2013.

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 VMC, 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 of Council referenced the need for reduced parking standards to help encourage office development in this location.

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 VMC 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.

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Approach to the By-law

City-Wide 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 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 amended now in order to avoid inconsistencies in the future. The following terms and associated definitions will replace similar terms and definitions currently used in By-law 1-88 and where they apply City-wide including in the Vaughan Metropolitan Centre.

- i. CONVENTION OR CONFERENCE CENTRE – Means a building or part of a building, designed to accommodate gatherings for specific events such as conferences, conventions, meetings, seminars and workshops and may include accessory food preparation facilities and dining areas for the exclusive use of conference or convention participants.
- ii. DAY NURSERY – Means a day nursery as defined in the Day Nurseries Act, as amended.
- iii. HOTEL – Means a building or part of a building used mainly for the purpose of providing temporary sleeping accommodation to the public, but where no individual private cooking facilities are provided.
- iv. INDEPENDENT LIVING FACILITY – Means a building or part of a building containing four (4) or more dwelling units with no more than two (2) bedrooms per dwelling unit used for the independent living accommodation of senior citizens.
- v. LONG TERM CARE FACILITY – Means a building or part of a building containing four (4) or more sleeping units, without individual kitchens or cooking facilities, used for the accommodation of persons, who, by reason of their emotional, mental, social, or physical condition, require a 24 hour supervised living arrangement for their well-being, and is regulated by the Province of Ontario or Government of Canada Legislation.
- vi. MIXED USE DEVELOPMENT – Means a building or group of buildings containing a combination of residential, commercial and/or institutional uses that is managed as a cohesive entity, and which may be held in single ownership or by participants in a condominium cooperative providing shared facilities.
- vii. MOTEL – Means a building or group of buildings no more than two storeys in building height used mainly for the purpose of providing temporary sleeping accommodation to the public, but where no individual private cooking facilities are provided.
- viii. PERSONAL SERVICE SHOP – Means a building or part of a building in which persons are employed in furnishing services administering to the individual and personal needs of persons, and includes a barber shop, a hair and beauty parlour, a massage services establishment conducted by a registered massage therapist, a shoe repair shop, a tanning salon, a tattoo and piercing parlour, a tailor or seamstress establishment, a Laundromat, a dry cleaning depot, a formal wear shop and other similar services, but shall not include a body rub parlour.

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- ix. SCHOOL, POST-SECONDARY – Means a building or part of a building where post-secondary education is provided under the guidelines of the Ontario Ministry of Education, Colleges and Universities, and may include accessory residential facilities for staff and students.
- x. SCHOOL, PUBLIC OR PRIVATE – Means a building where educational facilities are provided for the instruction of primary and secondary aged children and is operated under the guidelines of the Ontario Ministry of Education and may include an accessory Day Nursery.
- xi. SCHOOL, TECHNICAL OR COMMERCIAL – Means a building or part of a building where instruction or training is provided to students relating to a specific vocation, trade, business or process.

New definitions for Financial Institution and Supportive Living Facility have also been created and be will added to Section 2.0 Definitions.

- i. FINANCIAL INSTITUTION – Means a building or part of a building where services are provided for the depositing, lending, exchange or investment of money, and shall include but not be limited to banks, credit unions, trust companies or other similar banking service establishments.
- ii. SUPPORTIVE LIVING FACILITY – Means a building or part of a building containing four (4) or more sleeping units with or without individual kitchens or cooking facilities, used for the accommodation of persons requiring semi-independent living arrangements, where limited supervision and assistance is provided to ensure the health, safety and well-being of residents.

New Definitions Applicable to the Vaughan Metropolitan Centre (VMC)

In the case of the VMC 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 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 and change in terminology to Restaurant). 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.

- i. ART STUDIO – Means a building or part of a building primarily used as the workplace of an artist or craftsman who is engaged in the creation of hand-made material arts and includes an artist, painter, sculptor, photographer or artisan, and where accessory uses may include the retail sale of the created goods , and instruction.
- ii. BICYCLE PARKING SPACE, LONG TERM – Means a locked separated room within a building or part of a building used for the exclusive parking of non-motorized bicycles.
- iii. BICYCLE PARKING SPACE, SHORT TERM – Means a designated area for the exclusive parking of non-motorized bicycles equipped with a rack/stand designed to lock the frame and/or wheel of a bicycle.

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- iv. BUSINESS SERVICES ESTABLISHMENT – Means a building or part of a building used as a Print Shop, and where business communication services may also be provided, including; faxing, desktop publishing, mailing services and postal box services, document shredding and computer rentals.
- v. COMMERCIAL PARKING LOT – Means a building, part of a building or area of land other than a street or lane, used for the temporary parking of motor vehicles but shall not include the storing of impounded or damaged motor vehicles or a salvage yard. A commercial parking lot shall include ten (10) or more parking spaces along with parking aisles and with principle access to a street.
- vi. TEMPORARY PARKING LOT – Means a parcel of land used as an interim parking area servicing the short-term parking needs of commercial establishments.
- vii. OFFICE, GENERAL – Means a building or part of a building in which one or more persons are employed in a profession or the administration, direction or management of a business, agency, brokerage, or organization, but shall not include a Medical Office or the office of a veterinarian.
- viii. OFFICE, MEDICAL – Means a building or part of a building used for the consultation, diagnosis and/or treatment of outpatients by a Regulated Health Professional.
- ix. PLACE OF WORSHIP – Means a building used for religious worship and may include accessory facilities such as an assembly hall, auditorium, shrine, and rectory.
- x. RESTAURANT – Means a building or part of a building where food and drink are prepared and offered for sale or sold to the public for immediate consumption on or off the premises and may include delivery.
- xi. RESTAURANT, TAKE-OUT – Means a building or part of a building having limited seating not to exceed six (6) seats where food and drink are prepared and offered for sale to be primarily taken out or delivered for consumption off the premises.
- xii. RETAIL ESTABLISHMENT – Means a building or part of a building where goods, wares, merchandise, substances, articles or things are offered and kept for sale directly to the public at retail but does not include a supermarket or an automotive retail store.
- xiii. STRATIFIED ARRANGEMENTS – Means an agreement registered on title by two (2) or more participants for the determination of ownership or use of land divided in a vertical manner above and/or below grade.

#### Intent of the By-law as it Pertains to the Vaughan Metropolitan Centre (VMC)

The intent of the By-law:

- To provide appropriate parking standards for the VMC.
- To make no changes to the uses permitted in any zone categories in the Vaughan Metropolitan Centre Secondary Plan area.
- Ensure that the revised use definitions set out above apply only to the calculation of parking for the VMC. They were created through an evaluation of the Parking Standards Review and the uses permitted in the VMC Secondary Plan.
- That they will initially apply only to the C9 and C10 zones.
- That 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 except for Places of Worship (with reference to non-fixed seating) from what was originally required through By-law 1-88. The IBI Report provides justification for each reduction based on best practices in other



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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 as, 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 were based solely on the minimum standards established in the applicable zoning by-law. The Parking Review states:

“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 facilitate transit and pedestrian supportive developments; provide a strong incentive for transportation demand management; and, curb practices resulting in the oversupply of parking.

#### Interim Parking for Office Uses

The City has recognized that in order to attract users to the Vaughan Metropolitan Centre, specifically office uses, additional parking (on an interim basis) may be required to meet the immediate needs of prospective users. The draft by-law permits a range between 1.5 parking spaces per 100m<sup>2</sup> of GFA and 2.5 parking spaces per 100m<sup>2</sup> of GFA. For some office uses to operate successfully an increase in the maximum number of permitted parking spaces is required for a temporary period until such time as alternative modes of transportation are available. In order to facilitate and encourage the timely development of office uses the City may entertain zoning by-law amendment applications for a temporary increase to the maximum number of parking spaces on a case-by-case basis.

The City may also, through an initial phase of development entertain a temporary use by-law which would permit remote parking at a satellite location within the precinct or quadrant on lands which are slated for a future phase of development. In order for a Zoning By-law Amendment or Committee of Adjustment Minor Variance Application for a temporary parking use to be entertained a parking study/justification for the additional spaces must be submitted and a compliance plan must be included providing for the phase out of the excess parking and how the need will be addressed once the temporary approval has lapsed.

The use of interim control measures is one component of the overall VMC parking strategy which includes on-street parking, paid parking and funding strategies. It should be made clear to all applicants proposing an oversupply of parking measures that this is a temporary measure only to be used on an interim basis.

#### Strata Title Arrangements

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.

Landowners in the VMC have expressed interest in accommodating underground parking facilities situated beneath future Public Parks and/or municipal road allowances, with the private

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landowners having ownership, or right of use of 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. When a Stratified Title Arrangement is being considered this section of By-law 1-88 would require 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.

Stratified Title Arrangements carry a certain degree of risk. Staff have undertaken a review of alternative methods for achieving such land use arrangements without entering into a stratified title agreement thereby mitigating some of the inherent risk. The by-law does not grant permission to implement stratified title arrangements. Each case would need to be considered on a site-by-site basis.

It was determined that the City would consider each proposal for stratification on a case-by-case basis and no by-law amendment is required at this time. A definition for Stratified Title Arrangements has been included for reference purposes.

#### Influence of Rapid Transit and Mixed Use Development 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 to 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

Variation: Areas of 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 in the VMC is in relation to the Hotel use. It has a note attached to the required parking rate (see Attachment #3) incorporating a shared parking adjustment factor for accessory uses (e.g. Restaurant, convention or conference centre). 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.

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The By-law will also 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.

The shared parking adjustment factor will only be applied when the minimum standards are used as a further reduction. Based on the testing of the proposed developments in the VMC, applying the shared parking formula did not reduce the rate of required parking by more than 10%.

It should also be noted that the shared parking formula is not to be used for residential non-visitor parking spaces as those are allocated and owned by the individual condominium owners.

#### Bicycle Parking Standards and Storage

The provision of adequate bicycle parking and associated shower and change facilities is a significant factor in promoting bicycle use as an alternative mode of transportation. Currently there are no requirements 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 required in major urban centres such as Halifax, Calgary, Vancouver, Ottawa, Kingston and Toronto.

Transport Canada has also produced a report titled *Bicycle End-of-Trip Facilities* dated April 2010 on the topic of bicycle storage and required parking spaces. The information contained in the *Bicycle End-of-Trip Facilities* document was reviewed and based on comments from the Development/Transportation Engineering Department new dimensions for bicycle parking spaces, which differ slightly from those in the IBI Study, are being proposed.

Bicycle parking supply requirements are generally specified in terms of length of stay being either “Long Term” or “Short Term” parking. The two standards are defined as follows.

**Long Term:** Long term secure parking 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.

**Short Term:** Short term parking is provided in racks or on rings or posts and are located at grade. Bicycle parking should be in a well-lit, convenient, within 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 Short Term bicycle parking.

Both long and short term requirements are included in the draft by-law as are bicycle parking standards which are expressed in terms of spaces/GFA for institutional, commercial (office and retail) uses or the number of dwelling units for residential uses. A definition for bicycle parking as well as each class and standard 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 ratified by Council on July 13, 2010, recommended that an employment use category be added to the proposed bicycle parking

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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 through further review it was determined that the school rate was appropriate and could be applied to all institutional uses.

Public parks are considered public facilities and exempt under Section 3.10 PUBLIC USES of By-law 1-88 with respect to parking requirements. The same would be true for bicycle parking facilities. If determined necessary, bicycle parking facilities would be addressed through the programming stage for the public park.

Based on further review and comments from the Development/Transportation Engineering Department the proposed IBI Bicycle Parking Standards chart has been revised, to address only the VMC. Table 1, provides proposed bicycle parking rates.

**TABLE :1 BICYCLE PARKING STANDARDS CHART**

<b>Bicycle Parking Standards (Vaughan Metropolitan Centre) (Minimum # of spaces/100m<sup>2</sup> GFA or as specified)</b>		
<b>Type of Use</b>	<b>Long Term<sup>1</sup></b>	<b>Short Term<sup>2</sup></b>
<b>Commercial Uses including Restaurants</b>	0.1 (only buildings >2,000 m <sup>2</sup> in GFA require long term parking spaces)	0.15 or 6 visitor spaces whichever is greater  <b>(only buildings &gt;1,000 m<sup>2</sup> in GFA require bicycle parking spaces)</b>
<b>General Office</b>	0.13 <sup>3</sup> (only buildings > 2,000 m <sup>2</sup> in GFA require long term parking spaces)	0.1 or 6 visitor spaces whichever is greater  <b>(only buildings &gt;1,000 m<sup>2</sup> in GFA require bicycle parking spaces)</b>
<b>Medical Office</b>	0.1 <sup>3</sup> (only buildings > 2,000 m <sup>2</sup> in GFA require long term parking spaces)	0.1 or 6 visitor spaces whichever is greater  <b>(only buildings &gt;1,000 m<sup>2</sup> in GFA require bicycle parking spaces)</b>

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<b>Multi-Unit Residential</b>	0.5 spaces/unit for buildings with greater than 10 units	0.1 visitor spaces/unit or 6 visitor spaces whichever is greater
<b>Institutional Uses</b>	0.05 (only buildings >2,000 m <sup>2</sup> in GFA require long term parking spaces)	0.4  <b>(only buildings &gt;1,000 m<sup>2</sup> in GFA require bicycle parking spaces)</b>
<b>NOTES:</b>  (1) Long Term: 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. (2) Short Term: Short term parking provided in racks that are designed to lock the frame and a wheel to the rack using a conventional U-lock. (3) For every 30 long term bicycle parking spaces required 1 male and 1 female shower and change facilities shall be provided		

The Development/Transportation Engineering Department reviewed the draft bicycle parking standards and provided comments on the definitions, terminology used, end-of-trip facility requirements and the proposed standards contained in the IBI report. In consideration of the comments made by the Development/Transportation Engineering Department, revisions to each of the noted items were made.

Parking Space Dimensions

The IBI report also recommended the reduction of parking space dimensions based on review of other jurisdictions such as Vancouver and Toronto. 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**

**TABLE :2**

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

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. Staff, however, agree 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;
- Adds a new paragraph 3.8.2 Bicycle Parking in the Vaughan Metropolitan Centre (VMC) thereby introducing standards for bicycle parking, storage and parking space size.
- It provides for the addition of a new Paragraph 3.8.1 to By-law 1-88 entitled "Parking Requirements for the Vaughan Metropolitan Centre";
- It revises conflicting definitions in Section 2.0 of By-law 1-88.
- It sets out new definitions in Section 2.2 which apply to the calculation of parking in the C9 Corporate Centre Zone and the C10 Corporate District Zone. Future rezoning 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;

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- Identifies additional changes to the parking requirements to fulfill the intent of the Official Plan;
- Confirms the policies of Paragraph 3.8, “Parking, Requirements” that remain applicable to the VMC; and,

#### **Relationship to Vaughan Vision 2020**

The research provided through the City-wide 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**

This amendment is consistent with the objectives of the Region of York Official Plan to support Transit Oriented development through the application of appropriate parking standards and the use of Transportation Demand Management measures.

#### **Conclusion**

In response to imminent development in the Vaughan Metropolitan Centre, a site-specific by-law to update the City's current parking standards has been prepared. This will allow the proponents to use contemporary standards in their developments, which reflect the presence of high order transit services like the Spadina Subway extension and the Viva Rapidway BRT service. The standards are based on the earlier work of the IBI Group study (City Parking Standards Review), as articulated by further staff evaluation. This will simplify the development review process. In addition it will serve as a pilot for the preparation of the City-wide comprehensive by-law which will be prepared to implement the Vaughan Official Plan 2010 (VOP 2010). Therefore, it is recommended that the draft by-law forming Attachment #2 to this report be brought forward to Council for enactment, subject to final staff review.

#### **Attachments**

1. Location Map
2. Draft By-law
3. Summary of Proposed Parking Standards Chart – IBI Report March 2010

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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.)