

Committee of the Whole (1) Report

DATE: Tuesday, October 06, 2020

WARD(S): 1

TITLE: KLEINBURG PARKING STRATEGY RECOMMENDATIONS

FROM:

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ACTION: FOR INFORMATION

Purpose

To provide an overview of the Kleinburg Parking Strategy and inform Council of the emerging recommendations which include a series of measures and strategies to manage parking demand in Kleinburg Village immediately and through the short, medium, and long term.

Report Highlights

- Detailed and comprehensive parking supply and demand surveys were undertaken at various times of the year through various conditions to understand existing parking conditions
- Extensive consultation with the community and stakeholders was practiced, including online surveys reaching nearly 400 respondents
- Future projections reveal there is opportunity to better manage Kleinburg Village's parking supply in the short term and transition the Village to a more pedestrian-oriented space in the medium to long term, subject to further monitoring
- Key emerging and immediate recommendations include wayfinding and signage, monitoring, revisions to the Cash-in-Lieu of Parking By-Law (159-2006), informing strategies and design elements of the Islington Avenue Streetscape Construction Project, and engaging local owners to explore parking partnerships

Recommendations

1. THAT Council endorse the findings and recommendations of the Kleinburg Parking Strategy (2020)

Background

The Kleinburg Economic Development Strategy (2011) and Update (2016) both identified parking in Kleinburg as a critical component of the Village for its success and longevity. Parking in Kleinburg Village has continually been expressed as a concern by residents, business-owners, and visitors of the Village. At the direction of Council, the Kleinburg Parking Strategy has been completed to understand the existing conditions and concerns and to provide a series of recommendations to manage parking in the Village through short, medium, and long term.

The final report and executive summary can be reviewed on the [project website](#).

Kleinburg Village is considered the “jewel” of Vaughan.

Kleinburg, previously a relatively quiet and small Village expanded and grew considerably in the 1990s and 2000s, leading to an increase in activity and demand for services, recreation, and leisure. Kleinburg’s continued growth and successes can be attributed to its historic and charming character, access to green space, a significant variety of shopping and dining opportunities, as well as venues and tourist attractions.

With the growth in visits to Kleinburg Village, a number of challenges have become apparent. Through both the initial study and update, parking was identified as a critical component of the Village that would require planning and management over a long term horizon to ensure the Village’s continued success. Some of the critical findings from the Kleinburg Economic Development Strategy related to parking included limited availability of public parking, and the relationships between parking, traffic operations in the Village, and the overall pedestrian experience.

Since the completion of the Kleinburg Economic Development Strategy, the City has heard from residents, business owners, and visitors in the Village that parking remains a daily challenge. These concerns encompass frustration in finding parking, traffic operations, pedestrian safety, and other parking nuances of certain businesses or destinations, such as the post-office, and Kleinburg Public School. Culminating the findings of the Kleinburg Economic Development Strategy, and the concerns of the public, there has been a clear need for parking planning and management strategies for

Kleinburg Village to address both existing and immediate challenges, and to plan and protect for the long term.

Previous Reports/Authority

Stegman's Mill Road, Teston Road and Kleinburg Summit Way, Heavy Truck

Prohibitions – [November 12, 2019, Committee of the Whole \(2\) \(Item 6, Report No. 36\)](#)

Capital Budget Amendment for Islington Avenue Streetscape Phase 1 Construction Project Dp-9542-15 – [September 17, 2018, Committee of the Whole \(Item 15, Report No. 27\)](#)

Capital Budget Request to Remove or Relocate Parking Bollards in Kleinburg Village – [September 17, 2018, Committee of the Whole \(Item 19, Report No. 27\)](#)

Staff to Explore Parking Pad / Lot on the East Side of Islington Avenue, North of John Street in Kleinburg – [November 15, 2016, Committee of the Whole \(Item 24, Report No. 38\)](#)

[Kleinburg Economic Development Strategy Update \(2016\)](#)

[Kleinburg Economic Development Strategy \(2011\)](#)

[Islington Avenue Streetscape Master Plan Study \(2011\)](#)

City of Vaughan By-Law 159-2006, a By-Law to Implement a Cash-in-Lieu Policy in the Community of Kleinburg – [May 8, 2006, Council Meeting \(Item 118\)](#)

Analysis and Options

A multi-faceted approach to understanding existing conditions and user behaviours in Kleinburg Village was undertaken.

Existing parking and traffic challenges in Kleinburg Village are multi-faceted issues that required a multi-faceted approach to understand their cause and how best to manage or mitigate such issues. Comprehensive parking demand surveys were performed through various times of the year, including a typical Friday and Saturday during the Summer, Fall, and during a special event (Christmas Tree Lighting in November). These parking demand surveys were performed at 30-minute intervals over 12-hour periods, each day, providing detailed results and patterns of parking demand, turnover, and typical duration. During the parking demand surveys, traffic operations were also observed on

Islington Avenue, pick-up/drop-off activity was observed at Kleinburg Public School, and other site-specific operations were observed such as at the post-office.

The parking demand surveys and site observations as conducted were largely quantitative in nature. To ensure that the user experience and user behaviours and perceptions were understood, various forms of consultation were held with the public. Online surveys, pedestrian-intercept surveys, public open houses, and stakeholder meetings encompassed a robust consultation plan that would support and provide additional explanation to the existing parking and traffic challenges the Village experiences.

The community cares greatly for Kleinburg Village, but encounter daily frustrations surrounding parking.

Obtaining a true understanding of the community's and public's perceptions, behaviours, and concerns were one of the focuses of the consultation efforts. It was evident that the community and public cares for Kleinburg Village. Through all consultation efforts there was significant participation from various groups and individuals providing detailed feedback and accounts of personal experiences. Over the project's duration, two (2) online surveys were held collecting nearly 400 combined responses as well as pedestrian-intercept surveys reaching approximately 30 respondents. In addition, two (2) public open houses (one held virtually), two (2) stakeholder meetings (one held virtually), and group-specific meetings were held throughout the project (**Attachment 1 – Consultation Plan Summary**).

Improving access to public parking, mitigating traffic congestion, enhancing pedestrian safety, and improving the overall Kleinburg experience emerged as priorities for the community.

While members of the community and greater public all shared their personal experiences and suggestions, many of these experiences and suggestions revolved around key themes. The most significant concern expressed by the community was a general lack of public parking, or difficulty in finding available public parking. Consequently, challenges with respect to parking generally translated to a number of other challenges the Village faces, including traffic congestion, pedestrian safety, and the active transportation experience (**Attachment 2 – Online Surveys Summary**). The community expressed that drivers searching for parking or using the boulevard parking on Islington Avenue commonly interrupt the flow of traffic and exacerbate operational challenges caused by heavy traffic volumes on the corridor. Similarly, the parking

challenges also negatively affect safety and active transportation, as community experiences account for drivers parking in a manner that obstructs sidewalks or driving in a manner that makes crossing Islington Avenue feel unsafe. The community also expressed that cycling infrastructure is lacking in the Village, reducing the appeal of cycling as a way of experiencing the Village.

Analysis of parking demand data reveals that overall, there is sufficient parking in the Village, but the parking supply is considerably mismanaged, lacking in legibility, and not responsive to the Village's built form.

The robust parking survey results were analyzed, and it was determined that, overall, the Village's parking supply is sufficient for the demand observed. Peak parking demand was observed during the Fall weekend surveys at 1:30 PM, with an overall parking utilization of 55% (**Attachment 3 – Parking Demand Surveys Summary**). However, it is apparent that there is a stronger preference for public parking, particularly on-street public parking. On-street parking was found to be consistently in high demand and approaching capacity within high-activity areas of the Village, presenting challenges to visitors. Off-street parking within these areas also experiences notable demand and contributes to the appearance that parking is in short supply (**Attachment 3**). Combined with a lack of wayfinding and signage, lack of clarity where parking is permitted in the Village, and needing to navigate traffic to search for parking, the current arrangement of parking in the Village is not responsive to user behaviours and built form and can create a frustrating experience. Other challenges emerging from the existing conditions review include:

- Traffic operations are exacerbated by parking behaviours
- Active transportation safety is affected by parking behaviours
- Active transportation infrastructure can be improved

Existing policies surrounding development in Kleinburg Village are not reflective of current and future development trends.

In conducting a review of the existing Zoning By-Law standards and Cash-in-Lieu (CIL) of Parking policies, both policies are misaligned with current and future anticipated development trends. The Zoning By-Law places onerous and sometimes excessive requirements on the development of minimum parking standards. At the time of development review, confusion has also been noted when the Zoning By-Law requirements are compared with the recommended minimum parking requirements from the IBI Draft Parking Standards Report (2010), which is commonly applied throughout

the City. The application of CIL policies to date has also resulted in the minimal collection of funds for the Kleinburg Parking Reserve. This is largely a result of the formula and assumptions contained within the CIL policies not being reflective of contemporary construction costs.

Upon understanding the challenges Kleinburg Village experiences, the Kleinburg Parking Strategy provides recommendations and solutions through immediate, short term, medium term, and long term horizons.

Culminating the challenges identified through reviewing the existing conditions, a number of opportunities emerge to address immediate issues and to be explored in the short, medium and long term. These opportunities include:

- Improving the accessibility of public parking via centralized parking, wayfinding and signage improvements, and streetscape improvements
- Promoting underused parking areas, given almost the entire Village is within walking distance of any given internal destination or location
- Delivering critical short term infrastructure improvements (signage, wayfinding, parking delineation) through the Islington Avenue Streetscape Construction Project
- Updating or amending policies to address development related concerns
- Exploring partnerships with private property owners to provide parking to the public
- Working with the Kleinburg Public School and post-office to address site-specific concerns
- Investigating transitioning the Village to a more pedestrian-oriented space in the long term, subject to further monitoring and review
- Encouraging a reduction in vehicular through-traffic in the Village and encouraging sustainable transportation options
- Exploring new technologies in managing parking demand and providing mobility options, subject to further monitoring and review

The Kleinburg Parking Strategy reviewed a short term, medium term, and long term horizon. Following the completion of the Study and in reviewing the optimal delivery of the recommended solutions, it is recommended that the study horizons involve immediate solutions, short term solutions (1-3 years), the medium term horizon (3-10 years) and the long term (up to 2041).

There are key solutions that should be implemented in the short term to address existing challenges. These solutions can be delivered through and inform the Islington Avenue Streetscape Construction Project.

The majority of the short-term solutions can be implemented through the Islington Avenue Streetscape Construction Project. Since the Islington Avenue reconstruction will involve the full replacement of the right-of-way, the following short term solutions emerging from the Kleinburg Parking Strategy can be delivered:

- Conversion of boulevard parking to lay-by parking or on-street parking that is clearly delineated. This improvement will improve the clarity and legibility of the public parking supply while improving driver safety at driveways (sightline conditions)
- Implementation of wayfinding and signage as part of a branding and/or theming exercise. This improvement will provide enhanced guidance to drivers while also improving the pedestrian experience
- Constructing a centralized parking facility on the east side of Islington Avenue, north of John Street within the existing boulevard. This improvement relies on the wide section of boulevard and can deliver in the range of 40-50 parking spaces.

The Kleinburg Parking Strategy (2020) has provided complementary recommendations for the Islington Avenue Streetscape Construction project itself, including to provide bicycle parking opportunities within the boulevard, and accommodating cyclists as part of the Islington Avenue right-of-way.

In addition to the short term solutions that can be delivered through the Islington Avenue Streetscape Construction Project, other key short term solutions can be explored immediately by the City, including working with Canada Post to provide super mailboxes in the Village, and exploring partnerships with private property owners such as the Doctor's House to provide public parking opportunities.

Temporary improvements can be implemented immediately to mitigate existing challenges until such time that the Islington Avenue Streetscape Construction Project is completed.

Understanding that the Islington Avenue Streetscape Construction Project will require detailed design and construction phases before implementation, temporary measures can be implemented in the Village to mitigate existing challenges until such time that the Islington Avenue works are completed. These improvements are recommended as

temporary signage to be installed at key points through the Village to direct drivers to areas where parking may be available, as well as pavement markings to demarcate parking spaces within the Islington Avenue boulevard.

Policy changes to better align with current and future development trends can be implemented immediately to better protect for the Village's future.

The current cash-in-lieu of parking applications has resulted in the collection of fees that are not aligned with contemporary costs of parking space construction and do not provide notable funds to enable or permit more significant parking infrastructure improvements. To receive a more appropriate amount of fees through the application of cash-in-lieu, City of Vaughan By-Law 159-2006 can be amended immediately to update the formula and assumptions determining the collection of fees in place of parking spaces being provided through development. These amendments may also allow the City to collect more funds to contribute to the Kleinburg Parking Reserve. Greater funds in the reserve can provide for greater flexibility in implementing potential parking solutions.

Regarding development applications, the current minimum parking standards contained within Zoning By-Law 1-88 are not reflective of current and future anticipated trends. These minimum parking requirements can be revised to align more closely with current and future development trends. Through the City-wide Comprehensive Zoning By-Law Review, the project team for the Kleinburg Parking Strategy has provided input directly and upon the enactment of the updated City-wide Zoning By-Law, the applicable minimum parking requirements in Kleinburg will be more suitable.

Future parking projections suggest that parking demand can be managed through the medium and long term without drastic increases in parking supply.

Future parking projections applied Specific Area Policies of the City of Vaughan Official Plan, ongoing development applications, and consideration for increased attraction demand from growth surrounding the Village core. As a result of the Village's historic character, there is limited opportunity for significant development or redevelopment through the foreseeable future. The anticipated future development or redevelopment in the Village will consist of, primarily, retail, office, and commercial redevelopment or expansions, combined with residential intensification. A drastic increase in public parking demand is not forecasted (**Attachment 4 – Parking Forecast Summary**) considering residential parking must be accommodated on-site, off-street parking

requirements will still apply as necessitated by the Zoning By-Law, and that those living in the Village will not need to drive to complete their daily trips internal to the Village. Some increase in parking demand could be expected from commercial redevelopment within the Village, as well as attraction demand from continued residential growth in the greater Kleinburg area. However, this increase in demand will not require large-scale increases in public parking. The parking projections further support the identified opportunities, being better managing the public parking supply, and exploring transitioning the Village to be more pedestrian-oriented in the long term, subject to further monitoring and review.

Over the medium and long term, opportunities may be present to transition the Village to a more-pedestrian oriented space, subject to further review and monitoring.

Subsequent to the implementation of the immediate and short term solutions, medium and long term solutions can be considered which will contribute to a more pedestrian-oriented character and feel. Following the implementation of the immediate and short term solutions, further review and investigation of parking demand in the Village can be performed to understand the potential for the medium and long term solutions up to a 2041 horizon:

- Continually monitor parking demand and consider implementing paid parking and/or a Parking Authority if necessary
- Establish a pedestrian-oriented square or gathering space in the Village
- Enhance parking management through emerging technologies, including real-time updating parking availability applications
- Encourage Transportation Demand Management (TDM) by bolstering the active transportation network and working with York Region Transit (YRT) on transit initiatives
- Provide micromobility options to encourage park-and-explore behaviours, reducing vehicular traffic in the Village core
- Limit vehicular access to the Village core, granted suitable traffic alternatives are present through the longer term

The community shares a desire to see Kleinburg Village be a pedestrian-oriented, calmed historic district granted parking and traffic can be accommodated as appropriate.

Through consultation with various stakeholders and the public, there is a shared desire to see Kleinburg Village be more supportive and oriented to pedestrians and the pedestrian experience. Kleinburg Village today supports significant vehicular traffic on Islington Avenue, which functions as primarily a commuter route. The intensive traffic on Islington Avenue combined with the parking challenges has impacts on the pedestrian experience and pedestrian safety. The community's input reveals that the medium and longer term vision is desirable, and that a pedestrian-oriented direction is a sought-after vision (**Attachment 2 – Online Surveys Summary**). This vision however relies on the management and balancing of parking demands and traffic volumes, which can be monitored following the implementation of the immediate and short term solutions into the medium and long term.

Funding mechanisms, a monitoring strategy and an implementation plan have been identified and devised to protect for the medium and long term.

The Kleinburg Parking Strategy (2020) provides an Implementation Plan to guide the City through the short, medium, and long term horizons (**Attachment 5 – Implementation Plan**). The City can continue to rely on the Kleinburg Parking Reserve to implement improvements with respect to parking. The Kleinburg Parking Reserve is expected to be relied upon for community-based parking benefits and parking monitoring surveys. Larger scale improvements can be funded through the annual capital budget review process if needed. The City will continue to monitor parking and traffic conditions in Kleinburg Village through ongoing development applications which typically require the submission of traffic and parking studies for specific sites, as well as surveys of public parking occurring no more than five years apart. The City will also continue to monitor traffic through regular traffic data collection efforts and through dialogue with the KBIA and KARA and the greater public.

Financial Impact

The Kleinburg Parking Strategy recommends temporary parking improvements including pavement markings and signage. These improvements will be delivered and are anticipated to be funded through the Kleinburg Parking Reserve.

The short term infrastructure improvements and facilities recommended above are being considered as options to be delivered through the Islington Avenue Streetscape Construction Project.

The installation of the immediate temporary parking improvements and the short term infrastructure improvements and facilities are anticipated to introduce costs associated with maintenance and operations to be captured in future operating budgets.

Recommended policy changes will also be brought forward through the relevant processes, including the City-wide Comprehensive Zoning By-Law Review, and amendments to City of Vaughan By-Law 159-2006, Cash-in-Lieu of Parking Policy in the Community of Kleinburg.

Monitoring activities captured through the Monitoring Plan will be funded through the Kleinburg Parking Reserve and may trigger certain medium and long term recommendations.

Broader Regional Impacts/Considerations

City staff worked with York Region and York Region Transit (YRT) Staff, both participating as stakeholders, in completing the Kleinburg Parking Strategy (2020). The City is responsible for the improvements and solutions recommended as part of the Kleinburg Parking Strategy (2020) and will consult the Region and YRT as necessary when implementing these improvements and solutions. It is anticipated that improvements to Kleinburg Village will provide both local and Regional benefits by more strategically managing parking demand and encouraging active and sustainable transportation amongst those travelling to/from Kleinburg Village.

The short term solutions of the Kleinburg Parking Strategy (2020) are not anticipated to introduce broader Regional impacts. Most short term solutions are to be delivered through the Islington Avenue Streetscape Construction Project, which will need to consider Regional impacts through its detailed design and implementation phases. Other short term solutions such as improving wayfinding and signage, pursuing partnerships with local owners, and updating cash-in-lieu of parking policies are not anticipated to carry any Regional impacts or broader considerations.

Through the medium and long term horizon of the Kleinburg Parking Strategy (2020), being up to 2041, the City will continue to monitor parking demand and public concerns in considering implementing medium and long term recommendations of the Study. In the longer term, the Kleinburg Parking Strategy (2020) has identified a potential opportunity to transition the Village to a more pedestrian-oriented space, reducing or limiting through traffic on Islington Avenue through the Village core. This opportunity is expected to result in a heavier reliance on the broader Regional road network (Major MacKenzie Drive West and Highway 27). Subject to these improvements being pursued at the appropriate time, the City will work with the Region and YRT in encouraging this shift.

Conclusion

The Kleinburg Parking Strategy outlines a framework to address a range of existing parking, traffic, and active transportation challenges and concerns ongoing today, while providing a vision and direction for the medium and longer term that will further enhance the user experience in the Village. These immediate, short term, medium term and long term solutions are largely supported by the community as determined through extensive consultation. The City will be implementing a number of critical short term improvements through the Islington Avenue Streetscape Construction Project, which is scheduled to

enter detailed design in late 2020. The findings and recommendations of the study will help to enhance the Village and contribute to the themes of Transportation and Mobility and City Building in the City's 2018-2022 Term of Council Strategic Plan.

For more information, please contact: Frank Suppa, Director, Development Engineering, x8255

Attachments

1. Consultation Plan Summary
2. Online Survey #1 & #2 Key Summary
3. Summary of Parking Demand Surveys
4. Parking Forecast Summary
5. Implementation Plan

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