

## Request for Decision

### Report on the Commercial Parking Standards Study

Presented To:	Planning Committee
Presented:	Monday, Jul 06, 2020
Report Date	Monday, Jun 15, 2020
Type:	Referred and Deferred Matters

#### Resolution

THAT The City of Greater Sudbury directs staff to initiate an amendment to the zoning by-law to incorporate new Commercial Parking Standards no later than the end of Q3 2020, as outlined in the report entitled “Report on the Commercial Parking Standards Study”, from the General Manager of Growth and Infrastructure, presented at the Planning Committee meeting on February 19, 2020.

#### Relationship to the Strategic Plan / Health Impact Assessment

Reviewing the City’s Commercial Parking Standards is consistent with the following Strategic Objectives of Council: Asset Management and Service Excellence; Business Attraction, Development and Retention; Climate Change; and, Create a Healthier Community.

Specifically, reviewing the parking standards represents innovative and responsive system improvements in support of the Transit Action Plan (item 1.5 B). The study is also a next step in the Nodes and Corridor Strategy (item 2.4 B).

Implementing a reduction in commercial parking standards would lead to less land being required for urban development, thereby supporting the ecological sustainability of the city (Goal 3.1).

#### Report Summary

In July 2019, Council directed staff to return with the findings of the Commercial Parking Standards Study (the “Study”) to inform potential zoning by-law amendments associated with the LaSalle Boulevard Corridor Plan and Strategy.

The Study finds that Greater Sudbury’s requirements for commercial parking spaces are generally higher than the requirements in comparator municipalities, particularly for retail uses, take-out restaurants personal service shops and shopping malls. It recommends new parking standards for these types of uses.

#### Signed By

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The study also recommends new parking management strategies such as reducing parking requirements when a bus lay-by or bicycle parking is provided; reducing parking requirements along a transit main line; allowing reductions on a property-specific basis at the site plan stage based on a parking needs study; and, including shared parking provisions which take into consideration the mixed use and multiple use nature of sites.

Staff is generally supportive of the findings and recommends initiating a zoning by-law amendment for Council's consideration.

This report was deferred pending additional information on minimum and maximum parking. This information is included in the July 6, 2020 Planning Committee Agenda.

### **Financial Implications**

There are no financial implications associated with this report at this time.

# **Report on the Commercial Parking Study**

## **Planning Services Division**

### **January 27, 2020**

#### **BACKGROUND**

The City of Greater Sudbury adopted a Nodes and Corridors Strategy in September 2016 (See Reference 1). This Nodes and Corridors Strategy is intended to help revitalize and better connect our Downtown, the Town Centres, strategic core areas and corridors of the City. The strategy will also help create new and distinctive corridors and town centres, all featuring mixed uses, public realm improvements and public transit.

The LaSalle Boulevard Corridor Plan and Strategy (the "LBCPS") was endorsed by the City in July, 2018 (See Reference 2). It introduces policy recommendations to standardize land uses and zoning, to provide additional amenities for transit, cycling and walking, and to enhance the street through landscaping, bringing buildings closer to the street and creating distinct nodes of activity.

In July 2019, Staff presented draft amendment no. 102 (OPA 102) that would incorporate the LBCPS' land use planning recommendations into the City's Official Plan. At that time, Council directed staff to commence public consultation on draft OPA 102, and to hold a Public Hearing at Planning Committee in Q4 2019. This Public Hearing was held on December 9, 2019 (See Reference 3).

Council was advised that the proposed changes to the Official Plan would guide more detailed changes to the City's Zoning By-law, and that background work had started on these potential zoning changes. As part of this process (and based on feedback from the City's Development Liaison Advisory Panel), staff had commissioned a study that would examine best practices for commercial parking ratios. The study would identify opportunities to change existing parking standards to encourage and facilitate investment and redevelopment along the LaSalle corridor and other commercial zones. The study was being undertaken to complement the LBCPS, the Transportation Master Plan, the Transit Action Plan, the Complete Streets Policy and other Active Transportation initiatives. Staff was directed to return with the findings of this commercial parking ratio study in the fourth quarter of 2019.

## Study Findings

The City commissioned the study entitled “Best Practice Review: Commercial Parking Requirements” (the “Study” - See Attachment A). The Study provides an overview of the types of policy frameworks and zoning regulations related to commercial parking requirements. The Study:

- compares Greater Sudbury’s parking standards to comparator municipalities; b) examines Sudbury’s experience with parking;
- considers Greater Sudbury’s recent initiatives regarding active transportation and the Transit Action Plan;
- outlines parking strategies used elsewhere; and,
- provides parking management strategies for the City’s consideration.

The Study finds that Greater Sudbury’s requirements for commercial parking spaces are generally higher than the requirements in comparator municipalities, particularly for retail uses, take-out restaurants personal service shops and shopping malls (see Table 1 on page 5 of the Study).

The research included a number of interviews with several stakeholders to gain a better understanding of the retail and commercial parking experience in Greater Sudbury. Section 4.0 of the Study outlines the following:

- parking is a deciding factor in development potential;
- current parking requirements are generally too high and inflexible;
- maximum parking requirements are not necessary;
- parking could be shared for overlapping uses (e.g shopping centre visitors tend to visit more than one store per visit);
- while there are opportunities to reduce parking requirements near transit and active transportation, not all retailers seek that proximity;
- some parking should be located at the front of the building due to costs associated with having multiple entrances to a building; and,
- snow is often stored in required parking spaces.

The Study considers recent City-led initiatives regarding the Transportation Master Plan (the “TMP” - see Reference 4), Active Transportation and Transit. The TMP recommended the development of both the Transit Action Plan (the “TAP” – see Reference 5), and the Transportation Demand Management (TDM) Plan (See Reference 6). The TMP also recommended the adoption and implementation of an Active Transportation network implementation plan (See Reference 4).

The TAP would leverage both the TMP and the active transportation plans, while the TDM would help increase the mobility and accessibility for all members of the community. All of these initiatives work together to support a reduction of commercial parking requirements.

Section 6.0 (as summarized in Table 2 on page 14 of the Study) outlines a number of parking management strategies used by Greater Sudbury and comparator municipalities. The study recommends that the City maintain those strategies currently in use by Greater Sudbury, including the reduction of spaces for underground spaces, the provision of parking spaces on another lot, and cash-in-lieu of parking.

Several strategies merit further consideration by Greater Sudbury. These include:

- reducing the number of vehicular parking spaces when a bus lay-by or bicycle parking are provided;
- allowing reductions based on study; and,
- including shared parking provisions which takes into consideration the mixed use and multiple use nature of sites (e.g. shopping mall example).

These strategies will have to be balanced with the current zoning requirements (e.g. zoning currently requires bicycle parking in certain circumstances) and operational considerations (e.g. bus lay by on City or on private property?; impact of additional on-street parking, etc).

Section 7.0 of the study recommends new parking rates for the following uses: Convenience Store; Personal Service Shop; Restaurant; Retail Store; and, Shopping Centre. The study outlines that these new parking rates would be more consistent with comparator municipalities and would reflect the feedback received as part of the stakeholder interviews.

In addition to the above, staff is also recommending that the City consider a 10% percent reduction of parking for properties fronting onto Routes 1 and 2 (the Main Line and Barry Downe – Cambrian, respectively) (See Reference 7).

These recommendations are consistent with the Provincial Policy Statement, 2014 (2014 PPS) which states that land use patterns within settlement areas shall be based on densities and a mix of land uses which efficiently use land and resources, support active transportation and are transit-supportive. The 2014 PPS also promotes public streets that meet the needs of pedestrians and facilitate active transportation. A reduction of commercial parking standards would also promote the use of active transportation and transit in and between residential, employment and institutional uses (See also Section 2.1 on page 1 of the Study).

## CONCLUSION/NEXT STEPS

In July 2019, Council directed staff to return with the findings of the Commercial Parking Standards Study (the “Study”) to inform potential zoning by-law amendments associated with the LaSalle Boulevard Corridor Plan and Strategy.

The Study finds that Greater Sudbury’s requirements for commercial parking spaces are generally higher than the requirements in comparator municipalities, particularly for retail uses, take-out restaurants personal service shops and shopping malls. It recommends new parking standards for these types of uses.

The study also recommends new parking management strategies such as reducing parking requirements when a bus lay-by or bicycle parking is provided; reducing parking requirements along a transit main line; allowing reductions on a property-specific basis at the site plan stage based on a parking needs study; and, including shared parking provisions which take into consideration the mixed use and multiple use nature of sites.

Staff is generally supportive of the findings and recommends initiating a zoning by-law amendment for Council’s consideration.

## RESOURCES CITED

1. Nodes and Corridors Strategy  
<https://agendasonline.greatersudbury.ca/index.cfm?pg=agenda&action=navigator&lang=en&id=992&itemid=11977>
2. LaSalle Boulevard Corridor Plan and Strategy  
<https://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&agenda=report&itemid=8&id=1227>
3. Official Plan Amendment No. 102  
<https://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&agenda=report&itemid=2&id=1388>
4. Transportation Master Plan  
<https://www.greatersudbury.ca/live/transportation-parking-and-roads/road-plans-and-studies/transportation-master-plan/>
5. Transit Action Plan  
<https://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&attachment=25484.pdf>
6. Transportation Demand Management Plan

<https://www.greatersudbury.ca/live/transportation-parking-and-roads/road-plans-and-studies/transportation-demand-management/>

7. GOVA Routes and Schedules – Frequent Lines 1 2 3

<https://www.greatersudbury.ca/live/transit/gova-routes-and-schedules/frequent-lines-1-2-3/>

## **Attachment**

- A. Commercial Standards Parking Study

**Best Practices Review:  
Commercial Parking Requirements**

December 2019

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# Best Practices Review: Commercial Parking Requirements

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# Best Practices Review: Commercial Parking Requirements

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## 1.0 Introduction

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The objective of this report is to provide the City of Greater Sudbury (Sudbury) with an overview of types of policy frameworks and zoning regulations related to parking requirements for commercial uses, focusing on those uses that might be located in commercial plazas (i.e. suburban, strip-mall and shopping centre-type development). From there, the report will provide options for consideration with respect to potential strategies to amend the City's current policy and zoning regulations regarding parking.

The report will look at:

- Parking requirements in comparable municipalities;
- Sudbury's experience with parking;
- Sudbury's related plans for public and active transportation;
- Strategies related to parking that have been employed elsewhere; and
- Recommended parking management strategies for consideration.

This report focuses on commercial uses that could reasonably be found in the Regional Centres identified in Sudbury's Official Plan (Plan or OP), i.e. the Four Corners, the Kingsway, and New Sudbury Shopping Centre area, and the Mixed Use Commercial designation located predominantly along arterial roads. Regional Centres are local and regional retail and tourism destinations and strategic core areas in northern Ontario. The Plan provides that:

*"Traditionally linked to retail and business services, Regional Centres may include other uses such as medium and high density residential, as a means of utilizing existing infrastructure and achieving increased urban intensification. The intent of this Plan is to encourage planning for these areas to function as vibrant, walkable, mixed use districts that can accommodate higher densities and provide a broader range of amenities accessible to residents and visitors."*

To implement such a vision of vibrant, mixed-use development areas, specific matters such as access and parking need to be addressed through a comprehensive planning effort and related regulations. New ideas and revisions to current regulations may need to be considered.

Most zoning regulations were developed by municipalities throughout North America in the 1980's. These were derived from research initiated by the American Planning Association from the mid-1960's. There has been little research undertaken in the recent past to examine the efficacy of regulations that are used in developed urban centres and changes to trends in automobile use, transit, and active transportation.

## 2.0 Current Provincial and Municipal Policy Related to Parking

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### 2.1 Provincial Policy Statement (2014)

Sustainability is becoming a theme in most municipal planning approaches. This is reflected in the Provincial Policy Statement (PPS), 2014, which notes in Part IV: Vision for Ontario's Land Use Planning System that: *"The long-term prosperity and social well-being of Ontario depends*

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*upon planning for strong, sustainable and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy.”*

*“Efficient development patterns optimize the use of land, resources and public investment in infrastructure and public service facilities. These land use patterns promote ... transportation choices that increase the use of active transportation and transit before other modes of travel. They ... minimize the undesirable effects of development, including impacts on air, water and other resources. Strong, liveable and healthy communities promote and enhance human health and social well-being, are economically and environmentally sound, and are resilient to climate change.”*

While not specific to parking requirements, statements of sustainability, efficient development patterns, transportation choice, impacts on air and water, and liveable communities are impacted by choices made related to provision of and requirements for parking.

It should be noted that the PPS is currently being reviewed by the Province, and while no specific considerations are included for parking in the draft, the policies do place further emphasis on transit-supportive development.

### **2.2 City of Greater Sudbury Official Plan, as amended 2018**

Sudbury’s OP, as amended 2018, has policies which relate to sustainability and the above-noted themes. The OP also has guiding policies related to the provision of parking. In reference to employment areas such as the Regional Centres and Mixed Use Commercial designation, the OP requires that “parking can be adequately provided”. Phrased as such, the OP leaves the determination of adequate parking amounts to be elucidated at the Zoning By-law and Site Plan stages of development.

The OP provides the following guidance specifically on parking:

#### **11.4 Parking**

*The supply and cost of parking play a key role in the operation of the transportation network. These factors also influence the choices we make each day, on how we get to work and even where we shop. Parking policies may even impact preferences as to where we live, an important consideration in the promotion of residential uses in the Downtown.*

*Parking includes metered and unmetered spaces, private off-street lots, and general purpose off-street lots. The City operates a system of municipal parking lots at moderate short-term rates, most notably in the Downtown core. The majority of the parking supply, however, is provided by private operators who establish rates in accordance with market demand.*

#### **Policies**

- 1. New developments generally must provide an adequate supply of parking to meet anticipated demands.*
- 2. Based on a review of parking standards for various land uses in the City, parking requirements may be reduced in those areas that have sufficient capacity, such as the Downtown and other major Employment Areas.*

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3. *Opportunities to reduce parking standards for development and intensification supported by a transportation demand management strategy will be reviewed and implemented if feasible.*
4. *Payment-in-lieu of providing parking spaces may be maintained provided that any revenue will be used for the construction of consolidated parking facilities in the general area of the development.*
5. *Standards for the provision of accessible parking will be reviewed to ensure an adequate supply of parking spaces for persons with disabilities, including additional on-street barrier-free parking in the Downtown.*
6. *Parking areas are subject to site plan control and Chapter 14.0, Urban Design.*

The above-noted policies, and in particular Policies 2 and 3, provide the City with the opportunity to review and confirm or alter parking requirements.

### 3.0 Current Municipal Parking Standards

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This section will examine Sudbury's current parking standards for commercial uses permitted within Sudbury's Commercial Zones, namely the following:

- Local Commercial (C1)
- General Commercial (C2)
- Limited General Commercial (C3)
- Office Commercial (C4)
- Shopping Centre Commercial (C5)

Parking in commercial areas is meant to provide for visitors and customers, and the provision of parking for employees also plays a role for the number and allocation of parking spaces at commercial centres.

A wide range of uses are permitted in the above zones. For the purposes of this report and to compare with other municipalities, a subset of uses has been selected, for which Sudbury's parking requirements are noted below:

- Automotive Service Station: 1/30 sqm
- Business Office: 1/30 sqm
- Convenience Store: 1/20 sqm
- Hotel: 1/guest room + 1/10 sqm public space
- Medical Office: 1/20 sqm or 5 spaces, whichever is greater
- Personal Service Shop: 1/20 sqm
- Commercial Recreation Centre: 1/6 persons capacity, plus 1/20 sqm for accessory use
- Restaurant: 1/10 sqm or 1/3 persons seating capacity
- Restaurant, Take Out: 3 spaces plus 1/10 sqm
- Retail Store: 1/20 sqm
- Shopping Centre: 1/20 sqm

Sudbury's standards have been compared to identified candidate municipalities. The municipalities selected in the peer review have been chosen because they represent a subset that is variable in terms of both geography and size, and include the following:

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- North Bay, ON
- Sault Ste. Marie, ON
- Thunder Bay, ON
- Newmarket, ON
- Ottawa, ON
- Burlington, ON
- Edmonton, AB
- Surrey, BC
- Victoria, BC

Large municipalities may provide for insight into innovative, and transit-required parking strategies, whereas northern municipalities will account for region-specific considerations such as a greater proportion of larger vehicles (i.e. pick-up trucks) and significant winter snowfall.

Rates for each use are compared to determine how Sudbury's current parking rates relate to those in other municipalities (See Table 1). Parking rates have been standardized to account for the number of spaces required per 100 sqm of a particular use or per person capacity. A more detailed comparison table of the current parking standards is provided in Appendix A.

It should be noted that parking requirements for Ottawa and Victoria, BC, vary by use as well as by area of the municipality. For instance, there are generally less stringent parking requirements the closer a subject site is to the downtown, with greater minimum parking spaces required the further away a site is from the core. For the purposes of this section, parking standards are identified for only for specific areas, most comparable to Sudbury's Mixed Use Commercial designation and Regional Centres.

# Best Practices Review: Commercial Parking Requirements

Table 1: Comparison of Current Parking Standards, Selected Uses and Municipalities

Use	City of Greater Sudbury Standards	North Bay	Sault Ste. Marie	Thunder Bay	Newmarket	Ottawa Avg <sup>(1)</sup>	Burlington	Edmonton, AB <sup>(2)</sup>	Surrey, BC	Victoria, BC Avg <sup>(3)</sup>	Average
		Automotive Service Shop <sup>(4)</sup> (per 100 sqm)	3.3	3.3	3.5	-	-	1	4	2.5 <sup>(5)</sup>	-
Convenience Store (per 100 sqm)	5	-	3.5	2.7	2.5	3.0	-	2.5 <sup>(5)</sup>	2.75	-	3.1
Business Office (per 100 sqm)	3.3	3.3	4.5	3.3	3.7	2.2	3.5	3.4	2.5	1.9	3.2
Hotel (per guest room)	1 + 1/10sqm for public use	1 + 1/10sqm for public use	1.25	1 + greater of 1/10sqm or 1/25sqm	0.5 + 1/4.5sqm for public and administrative uses	-	1	1	1 + parking for accessory uses	0.5	0.9  N/A
Medical Office	5	3.5	4.5	4.3	5.9	4	6	4.5	3.5	2.5	4.37
Personal Service Shop (per 100 sqm)	5	1.3	4.5	5	2.5	3.0	4	2.5 <sup>(5)</sup>	3	2.6	3.3
Recreational/Fitness Centre (person capacity)	1/6	-	1/5	-	-	4 per game surface	1/6	-	-	-	N/A
(per 100 sqm)	+5 for any accessory use <sup>(6)</sup>	3.3	-	4	3.6	plus 10	-	10 <sup>(7)</sup>	3.6	5	4.9
Restaurant (person capacity) (per 100 sqm)	1/3	-	1/5	-	-	-	1/4	-	-	-	1/4
	10	6.7	-	16.7	2	9	-	10.4	3 (>150sqm) 10 per 100 sqm (>950 sqm) 14 per 100sqm (<950 sqm)	4	8.5
Restaurant – Take-out (per 100 sqm)	10 +3	-	4.5	10	-	4	25	10.4	-	-	10.8
Retail Store (per 100 sqm)	5	1.3	4.5	2.1 <sup>(8)</sup>	2.5	3.0	4	2.5 (<4500sqm) 3 (<9000 sqm) 3.5 (<28000 sqm) 4 (>28000 sqm)	2.75 (<372 sqm); 3(<4645 sqm); 2.5 (>4645 sqm)	2.3	3.1
Shopping Mall (per 100 sqm)	5	-	4.5	4	4.8 (leasable area)	3.5	5.25	-	-	-	4.1

     = greatest requirement  
     = least requirement

Notes:

- (1) in the City of Ottawa, Areas B and C (i.e. Outer Urban/Inner Suburban and Suburban areas) on Schedule 1A to Zoning By-law 2008-250 were used.
- (2) in Edmonton, AB some uses based only on commercial use not specifically listed, by floor area.
- (3) in Victoria, BC, the average of the Village/Centre areas (where much of the shopping centre development is located) and “Other Areas” was used
- (4) Parking requirements based on service bays have been excluded as this data is not directly comparable.
- (5) Automotive service shop, convenience store, and personal service shop assumed to have less than 4,500 sqm.
- (6) Applies to commercial recreation centres only
- (7) health and fitness club
- (8) Two different rates apply based on size, the average for these rates is included.

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Overall Sudbury's requirements for commercial parking spaces are generally higher than the requirements in peer municipalities. The following can be seen:

- Sudbury is on par with peer municipalities for automotive service shops, business offices, hotels, and medical offices.
- Sudbury has a higher requirement for convenience store parking than most, with some municipalities having half the requirement (2.5 versus 5 spaces per 100 sqm).
- Requirements for medical offices are higher than those required for business offices.
- Hotel space requirements are generally based on 1 space per room with most municipalities also applying additional requirements for areas devoted to public and/or administrative uses.
- Sudbury has the highest requirement for parking for personal service shops.
- Restaurants have the highest parking requirement overall, and rates vary widely between municipalities, with some further differentiation between different types of restaurants.
- Sudbury is on the high end of the requirement for both retail stores and shopping malls.

With a few exceptions, Sudbury has generally applied the same parking rate (i.e. 5 per 100 sqm (or 1 per 20 sqm, as written in the By-law) of net floor space) for different commercial uses. In fact, 1 per 20 sqm is the rate applied generally in the Sudbury By-law for unspecified uses. There appears to be a trend for providing differential parking rates based on the type of commercial use amongst these municipalities. Generally the highest parking rate requirement is for a standard restaurant with a convenience store ranking last. See Figure 1.



**Figure 1: Relationship between parking rates and commercial use**

Parking rates for medical offices are higher than those required for business offices. In both instances, parking for staff would generally be similar; however, a medical office will typically draw customers on a consistent basis throughout the day. This is because the clientele turnover is greater for medical appointments compared to meetings scheduled for a professional business or consulting firm, for example. Comparatively there are also greater waiting times for medical appointments, which leads to more time spent on site for patients, compared to typical business clients. The greater parking demand of medical offices is reflected in Sudbury's By-law, with its current rate relatively on par with peer municipalities.

The method by which parking rates are calculated for recreational/fitness centres varies widely across peer municipalities. Slightly more than half of the municipalities base their rates on floor space alone, whereas others will rely on a set number of spaces per person capacity/game

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surface, or include both capacity and floor space. A commercial recreation/fitness centre varies greatly in both size and composition. For example, this land use category would capture both small scale fitness businesses such as a yoga studio or a large scale fitness centre inclusive of pools, fitness rooms, gyms, courts, etc. Applying the most appropriate standard is therefore difficult to assess given the variance in this type of land use. Sudbury's per person capacity rate is on par with peer municipalities. Sudbury, however, also applies an additional requirement for commercial recreation centres, wherein additional parking spaces will be required for any accessory use (5/100 sqm). This additional requirement may be appropriate in certain situations where the accessory use could generate its own clientele and therefore parking; however it may be double-counting if the accessory space is also used by patrons of the recreational centre.

Sudbury, Thunder Bay and Ottawa provide different rates for a standard restaurant versus a take-out restaurant. With the exception of Sudbury, there are fewer parking spaces required for a take-out restaurant compared to a standard restaurant, with Ottawa cutting parking requirements by half for the former.

Standard restaurants rank first with regards to parking space requirements. What is notable is that restaurants are often located in shopping malls. Ottawa, for example, provides that where a restaurant comprises more than 30 per cent of the gross leasable area of the shopping centre the minimum parking for that use will be calculated at the rate given for a restaurant. The same argument cannot be made for a fast food restaurant as this type of restaurant would be considered complimentary to the mall retail use of the facility. In other words a customer eating at the food court typically would not have made a special trip to the mall for the purposes of having a meal but instead would have done so for shopping. The high turnover of this type of restaurant would also likely not extend a customers stay on site.

Reduced rates for take-out style restaurants are appropriate as restaurant parking demand is related to customer turnover, such that the longer a patron remains on site, the higher the parking demand. In other words, the invested time on site is greater for a patron seeking a leisurely dining experience compared to fast-food, and even greater compared to a dedicated take-out and drive-through restaurants. If Sudbury considers a reduction for fast-food or take out restaurants, it would allow for a reconsideration of space and site layout restrictions related to drive-through (queuing) space requirements.

It should also be noted that although the City of Burlington currently ranks amongst the highest with regard to standard restaurant parking and shopping mall rates, a recent parking study completed for the City of Burlington (IBI Group, July 21, 2017) recommended that the rates be reduced for these type of uses. The study identified that existing retail centres within Burlington provide for an oversupply of parking. Based on site observations for three retail centres, the study found that during the busiest weekly peak periods the retail centre parking spaces were only 62% occupied. This occupancy rate was converted into a parking rate of 2.9 spaces/100 sqm GFA which is considerably less compared to Burlington's existing requirement of 5.25 spaces/100 sqm GFA.



# Best Practices Review: Commercial Parking Requirements

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## 4.0 Sudbury's Experience with Parking

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### 4.1 Variances and Amendments Related to Parking

Since 2010, Sudbury has approved 17 minor variances to facilitate a reduction in commercial parking spaces. Of note, 67% of those within Sudbury's Regional Centres were approved for multi-use commercial type development such as commercial plazas and complexes. It would therefore appear that multi-tenant developments generally have a lower parking demand than what is currently required by Sudbury's By-law, the result of which can be explained by a variance in temporal parking demands. For instance, individual land uses will have unique parking patterns with peak demands at different times of the day. When multiple types of uses are combined, peak demands will occur at different times of the day.

Sudbury does not currently include a provision for shared parking areas; therefore the inclusion of this approach to calculate parking could reduce the need to seek zoning relief for commercial parking spaces within those areas. In addition, several of the variances were related to parking reductions for hotel developments.

A brief search was done to identify instances when a Zoning By-law Amendment (ZBA) application was made for parking relief. No specific applications for such relief were evident. It should be noted though, that ZBA applications to permit commercial use have been typically scoped or limited in the permitted uses recommended for approval by staff, driven by the amount of parking that could reasonably be accommodated on site through the inclusion of a site plan in the rezoning process.

### 4.2 Stakeholder Input

As part of the research, stakeholder interviews were conducted with persons familiar with Sudbury's parking requirements and their implementation in commercial plaza and shopping mall type developments. These included property owners and managers, real estate professionals, and City transportation staff.

The surveys are insightful to provide anecdotal commentary, understanding, and experience with how several different commercial properties with various tenancies operate in Sudbury. Noted herein are some of the general findings:

#### 1) Parking is a Driving Factor in Development Potential

- Parking is definitely a factor in leasing tenant space; multiple respondents noted **turning down a potential business opportunity due to lack of parking as required by the By-law**
- One of the most common challenges to securing tenants is being able to provide the required parking, as per the City's By-law
- The goal in land development is to maximize the ratio of land to building while ensuring 'adequate' parking and therefore the ability to lease/sell property
- Most respondents noted they had submitted a planning application (ZBA or minor variance) for parking reduction or would consider it for prospective tenants. It was noted that some leasing opportunities will seek other locations due to the time and effort that a planning application takes and the uncertainty in the outcome.

## **Best Practices Review: Commercial Parking Requirements**

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### **2) Current parking requirements are generally too high and inflexible**

Opinions were mixed as to the appropriateness of Sudbury's current minimum parking requirements, with the majority of respondents indicating that the current requirements are likely too high, resulting in an oversupply of parking, while some felt that the current requirements work well.

Regarding specific uses, in general business office, restaurant and retail were noted as having requirements that were too high, while the requirements for medical offices were felt to be justified.

Other comments related to potential changes to the requirements included the following:

- Reduction in parking requirements would allow for additional leasable space
- Flexibility is needed, not a one-size-fits-all approach
- Requirements which take into account time-of-use for multi-use buildings would be helpful
- Requirements which better reflect number of employees, and visitor potential would be helpful
- There is no ability to account for the proximity to public and active transportation
- Reduction in parking requirements may allow for aesthetic improvements to parking areas, i.e. greater potential for landscaping and less asphalt, in particular for larger (i.e. shopping centre and big box retail) developments

### **3) Maximum parking requirements are not necessary**

Respondents generally felt that maximum parking requirements were not necessary, particularly when minimum parking requirements are often determining GFA and potential tenancies. Other comments related to potential changes to the requirements included the following:

- Additional landscaping requirements for large parking lots should be looked at instead
- Respondents felt that maximum parking requirements in Sudbury are 'not really relevant here' would be 'ridiculous'.

### **4) Shopping centres have overlapping uses; Commercial plazas have 'destination' uses**

It was felt that the larger shopping centre uses had visitors who frequently visited more than one tenant or commercial use; whereas commercial plazas did not typically lend themselves to visits of multiple tenants. In contrast, it was felt that the smaller commercial plazas have visitors to 'destination' locations, whereby a visitor would attend one store or use for a particular purpose only and then leave.

There are clear peak times of day and year for shopping centres; whereas commercial plazas typically strive for a variety of uses that lend themselves to a balance of visits throughout the day/night and year (i.e. including office, retail, and restaurant uses). The stakeholder interviews noted the following peak times:

## **Best Practices Review: Commercial Parking Requirements**

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- Shopping centre use generally peaks between 11am-2pm on weekdays, with Mondays-Wednesdays generally quieter, and increasing attendance on Thursday and Friday; and then all day on weekends (9:30am-6pm on Saturday; 11am-5pm on Sunday)
- Shopping centre visits peaks in the year mid-November to January 1, with additional increased visits in August to mid-September, coincident with Christmas and back-to-school shopping
- In contrast, commercial plazas are far more use-dependent for peak times of day/week, in that an office will be visited during the day on weekdays, but a restaurant will be visited around noon and in the evening throughout the week, and a retail store will be visited during the day and weekends, for example.

Generally in a development with multiple tenancies specific parking spaces were not allocated to specific tenants; rather the entire parking area was available for all tenants/visitors.

### **5) Some thought is given to proximity to active and public transportation**

With improved active and public transportation networks comes the opportunity to reduce parking requirements as these alternate modes are utilized; however, it was noted in the interviews that only certain tenants seek proximity and provision of public and active transportation routes and facilities. Notably, government tenants often have specific requirements for proximity.

### **6) Some parking should be located at the front (street-side)**

In general it was felt that some parking on the street-facing side of the building should be provided, particularly for visitors. It was noted that limited parking at the front may create a perception that a business does not have enough parking for potential customers who may decide to go elsewhere, negatively impacting the viability of the business. On-street parking is typically not available for commercial plazas or shopping centres, as they are on arterial roads. There is the option to place parking at the rear of the building for employees, which has been employed at several sites in Sudbury. Such an approach will require a specific relationship between building size/format and parcel configuration.

There was some concern about the aesthetics and maintenance of building façades that are directly abutting busy arterial roads. If parking areas were exclusively located at the rear of the building, entrances would need to be accommodated on both sides (street and parking/rear) to create a pedestrian-friendly realm at the front. Provision of parking for customers needs to be focussed in order to meet operational requirements for most, if not all, retail businesses where control of the access is a basic requirement for product loss. However, even greater prescriptive development standards may be a disincentive to development in some areas.

### **7) Snow is often stored in required parking spaces**

Across the board, respondents noted that snow was typically stored on site (sometimes in required parking spaces), until it is necessary to undertake snow removal for the parking

## Best Practices Review: Commercial Parking Requirements

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area to function practically. Onsite storage of snow was typically employed as a cost-saving measure (limiting exposure to the costs associated with hauling off-site).

Additional information from the stakeholder interviews is found in Appendix B.

### 5.0 Sudbury's Transportation and Transit Plans

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The use of a private vehicle over transit, active modes of transportation, or car sharing directly influences parking demand. The City's approach has traditionally been to require private parking for commercial businesses. The City has now developed to a point where there is a fairly sophisticated transit system which is seeing its role more expanded and supported by both elected officials and the public. The development of an integrated bicycle network has also been recognized and is being expanded. The recognition of the need to support these alternative modes of transportation needs to be supported by the City in reviewing their own requirements for the provision of parking and subsequently bicycle and transit integration. Sudbury has prepared several recent plans which support shifting mode share to public transit and active transportation.

As noted in Section 2.0, Provincial and Municipal planning documents support the shift to more sustainable communities, and subsequently, more efficient development patterns and alternative transportation modes.

#### 5.1 Transportation Master Plan

The Transportation Master Plan (2018) (TMP) proposes a sustainable transportation network for pedestrians, cyclists and vehicles that accommodates projected demands to the year 2031. There are three main principles guiding the development of the future transportation network:

- **Healthy communities** with on- and off-road networks that facilitate active transportation, such as cycling and walking, and that consist of 'Complete Streets' that are designed, constructed and maintained to support all users and all modes of transportation;
- **Sustainability** based on integrated transportation and land use planning that minimizes the use of private automobiles and, in particular, the number of single-occupant vehicle trips; and
- **Economic vitality** associated with reduced congestion on roads so that people and freight can access destinations with limited delay.

The TMP notes that: *"Automobile-dependent communities require more land for road rights-of-way and parking than those that are more sustainable. Reducing car dependence by providing infrastructure for alternative transportation modes, such as walking, cycling and public transit, results in more compact subdivisions that make more efficient use of available land."*

To that end, the TMP recommends the following related to modal share and shift:

- Supporting active transportation through education and promotion
- Adopt and implement the AT network implementation plan
- Develop a Transit Master Plan to leverage the road and active transportation plans recommended in the Transportation Study Report

## Best Practices Review: Commercial Parking Requirements

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- Prepare a Transportation Demand Management (TDM) Plan

The TMP notes that a TDM Plan focuses “*on moving people rather than vehicles, which in turn will lead to increases in mobility and accessibility for all members of the community. A complete program that offers a suite of options which is institutionalized in a formal TDM program will ensure that there will be long-term use of sustainable modes.*” Outcomes of a successful TDM plan typically include a reduction in the mode share of single occupant vehicles, which would then support a reduction in required parking areas.

### 5.2 Transportation Demand Management (TDM) Plan

The Transportation Demand Management (TDM) Plan for Greater Sudbury (June 2018) was developed to assist the City in controlling and managing the demand for travel and transportation infrastructure. The TDM Plan outlines various techniques and includes a promotion and engagement tool kit to encourage residents to shift travel behaviour over the long-term. The TDM also recommends the implementation of a dynamic Action Plan to encourage sustainable travel modes. Three (3) implementation phases are presented in the TDM over the next 10 years, which are summarized as follows.

- **Phase 1 - Short Term / Quick Wins (Years 1 and 2):** increase the amount of sustainable infrastructure, initiating promotion of active transportation facilities, and initiate the hiring of a marketing and communications person who can promote both TDM programs and transit services.
- **Phase 2 - Medium Term (Years 3 to 5):** evaluate short-term projects to assess effectiveness and make improvements, update TIS Guidelines to include TDM-supportive infrastructure, work with community groups to encourage long term behaviour changes, create a TDM outreach program and recognition program for new and existing developments, and develop a workplace program.
- **Phase 3 - Long Term (Years 6 to 10):** continue to deliver but also evaluate and update the TDM strategies and programs, and review the Official Plan and Transportation Master Plan that support the TDM programs and measures.

It should be noted that revision to Phase 2 and 3 of the TDM may be necessary based on funding opportunities and the outcome and feedback received during the first phase of the TDM.

### 5.3 Transit Action Plan

The City’s Transit Action Plan (2019) identifies providing improved route network to meet travel patterns, improved schedules to meet demand, and improved customer experience through infrastructure needs and other initiatives. As part of the public engagement process for the *Transit Action Plan*, respondents were asked to identify what should be the focus of that plan. Ranked number one was to reduce the amount of auto travel per person, in an effort to increase sustainability and community health.

The City’s has just recently implemented the first phase of the Transit Plan (August 2019). As part of the changes, there are higher frequency routes on key arterial corridors with service standards

## **Best Practices Review: Commercial Parking Requirements**

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on various routes to match demand. Short and medium term (2020-2029) expansions are planned to increase frequency, increase hours and days of service and provide other improvements as demand increases. Longer term, the plan contemplates Bus Rapid Transit (higher-order) with potential for dedicated lane spaces, priority signals, and additional infrastructure.

### **5.4 Car Sharing / Park and Ride**

Car sharing is not an obvious component of the market at this time. Changes to the automated vehicles may introduce a change to this mode in the future. Similarly, the provision of park and ride lots has not evolved in Sudbury at this point.

Through improvements to alternative modes of transportation, including public and active transportation, Sudbury's mode share can be supported to shift away from personal vehicles, allowing for greater consideration to reduction of commercial parking requirements.

## **6.0 Regulatory Options to Reduce Parking Requirements**

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As presented in Section 3 of this report, Sudbury's current commercial parking requirements are generally high when compared to peer municipalities. This, together with improvements to Sudbury's transit service times and routes and commitments to active transportation infrastructure, suggests that there is a technical validity in reducing commercial parking requirements and a desire to take the leadership role in developing policy and implementation that will contribute to this change in focus. With this in mind, the following section will present various regulatory options to reduce commercial parking requirements, including:

- Reduction based on proximity to transit
- Reduction for enclosed and/or underground parking
- Reduction based on location
- Establishing a maximum number of parking spaces
- Providing parking spaces on another lot
- Cash-in-lieu of parking
- Substitution for bus space or bicycle use
- Substitution for landscaping area
- Sharing of a parking area for multiple uses
- Complete elimination of minimum parking requirements

Sudbury's current reduction strategies and those employed by peer municipalities are presented in Table 2.

# Best Practices Review: Commercial Parking Requirements

**Table 2: Parking Management Strategy by Municipality**

Parking Management Strategy	Greater Sudbury	North Bay	Sault Ste. Marie	Thunder Bay	Newmarket	Ottawa	Burlington	Edmonton, AB	Surrey, BC	Victoria, BC
Reduction based on proximity to transit					✓	✓		✓		
Reduction for enclosed and/or underground parking	✓ <sup>(1)</sup>					✓				
Reduction based on location	✓				✓	✓		✓	✓	✓
Establishing a maximum number of parking spaces					✓	✓ <sup>(2)</sup>	✓			
Providing parking spaces on another lot	✓		✓		✓				✓	✓
Cash-in-lieu of parking	✓									
Reduction based on study								✓		
Substitution for bus space or bicycle use				✓		✓				
Substitution for landscaping area				✓						
Reduction in floor space for rate calculation		✓								
Sharing of a parking area for multiple uses			✓			✓ <sup>(3)</sup>			✓	

**Notes:**

- <sup>(1)</sup> Reduction in parking space dimensions from 2.75 m x 6 m to 2.6 x 5.5 m
- <sup>(2)</sup> A maximum number applies when a retail store, retail food store, or shopping centre is with 600 m of a rapid transit station
- <sup>(3)</sup> The cumulative total of parking spaces may be reduced based on largest cumulative total in any the identified time periods noted in the By-law (Table 104).

## 6.1 Reduction Based on Proximity to Transit

The concept of reducing required parking in proximity to transit is becoming a commonly-accepted practice. In fact, some municipalities require reductions in the amount of required parking spaces where a development site is located within a certain distance to transit facilities (routes and/or stops or hubs). With greater proximity to transit, it is assumed that more persons will access the site via public transportation, and therefore fewer parking spaces are required. This reduction strategy could also potentially drive modal choice, if the public perceives that a site has fewer parking spaces and has transit that is seen as being effective and available they may make that choice. If a site is seen to be easier to access via transit, they may choose to use transit instead of drive to a particular site.

## Best Practices Review: Commercial Parking Requirements

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A reduction based on proximity to a transit station is provided in three municipalities reviewed (Newmarket, Ottawa, and Edmonton, AB). The measurement for proximity to the rapid transit system and the way the reduction is applied varies. Newmarket applies a 30% reduction within 500 metres of a GO train station or bus terminal; whereas Ottawa provides a reduction by applying the parking requirements of the “Inner Urban” area (i.e., a lesser parking requirement) within 300 metres of a rapid transit station. Also, Ottawa has waived parking requirements altogether for areas identified as being near a major light rail station. Edmonton, AB, has reduced requirements within 200 m of an existing or future LRT station, Transit Centre, 150 m of a Transit Avenue, or on a “Main Street”. In these areas, restaurants are permitted to provide either no parking, in the case of restaurants smaller than 60 sqm or the requirement is reduced by two-thirds for establishments larger than 60 sqm. For all other commercial uses proximate to transit, a flat parking requirement of 1 space per 100 sqm is established.

It should be noted, however, that in all of the above-mentioned cases these are considered higher-order transit that operates in its own dedicated right-of-way, outside of general traffic, with greater frequency of service times. Several other Ontario municipalities employ this strategy, notably those with Bus Rapid Transit or Light Rail Transit services.

This approach is consistent with the recent changes to the *Planning Act* where higher-order transit areas are included as areas where appeals to Council decisions supporting development within these areas are not subject to appeal.

### 6.2 Reduction for Enclosed and/or Underground Parking

A municipality may reduce the amount of required parking if it is provided in an enclosed or underground parking structure. Typically this type of parking is located in urban centres, as opposed to commercial plazas, and the reduction may be in recognition of available alternative parking locations (i.e. on street, or municipal lots, for example) and greater opportunity for active and public transportation use in a downtown setting. Nonetheless, this reduction still appears to be available to suburban or plaza commercial developments. However, the cost to construct and maintain enclosed or underground parking structures may present a significant barrier to smaller scale commercial developments versus a standard surface parking area.

Sudbury and the Ottawa provide for a reduction of parking for enclosed and/or underground parking lots; however, the strategy for the reduction differs. The former allows for a reduction in the parking space dimensions in enclosed or underground facilities (from 2.75 m x 6 m to 2.6 m x 5.5 m). The latter allows the number of required parking spaces in underground facilities to be reduced by the lesser of either 10% of the required parking spaces or 20 parking spaces. Ottawa’s provision for a percentage of small spaces reflects the changing nature of the scale of vehicles that are being promoted. While Sudbury includes this provision as well, typically these facilities are located downtown and are not provided for commercial plazas. Additionally, further use of reductions in size may not be warranted in Sudbury at this time based upon the types of vehicles that are seen in parking lots.

### 6.3 Reduction Based on Location

Some municipalities have allocated parking space reductions or alternative standards based on various locations within the municipal boundaries. Typically the locational variation is also directly related to density (and thereby also transit availability and frequency).



# Best Practices Review: Commercial Parking Requirements

Many municipalities, including Sudbury, apply a reduction for parking requirements in the downtown core. Two other larger, metropolitan cities reviewed herein (Ottawa and Victoria, BC) have applied a reduction based on area; however, in this case the reduction applies to multiple areas as opposed to strictly downtown. In each of these three municipalities, less restrictive parking requirements are applied to the core urban areas with, increasingly greater requirements as you move away from the core, and the rural or exurban areas then having the greatest requirements.

In Ottawa for example, parking requirements nearly consistently double going from the inner urban areas to outer urban/inner suburban areas for almost all uses. From there, parking requirements either remain constant, depending on the use, or go up by a factor of 1.5 to 2, depending on the use. Interestingly, the same rate typically applies to suburban areas versus rural areas. Refer to Figure 2 and Table 3 below.

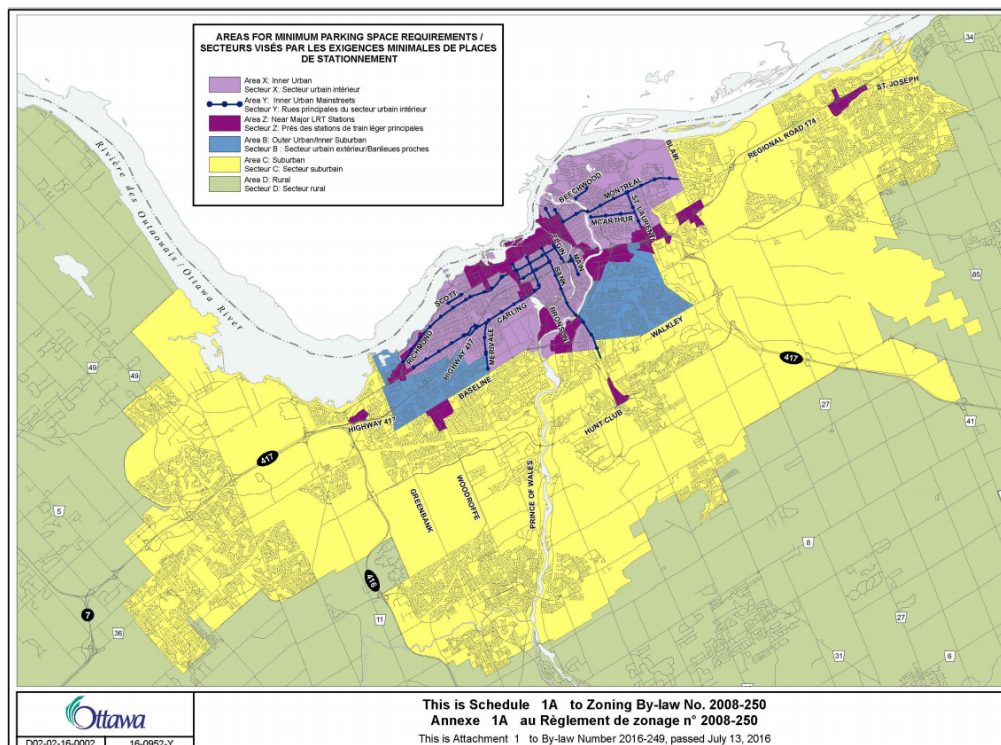


Figure 2: Schedule 1A to Ottawa's Zoning By-law 2008-250

Table 3: Excerpt from Table 101- Minimum parking space rates, City of Ottawa Zoning By-law 2008-250

Land Use	Area X and Y on Schedule 1A	Area B on Schedule 1A	Area C on Schedule 1A	Area D on Schedule 1A
Convenience Store	1.25 per 100 sqm of gross floor area	2.5 per 100 sqm of gross floor area	3.4 per 100 sqm of gross floor area	3.4 per 100 sqm of gross floor area
Office	1 per 100 sqm of gross floor area	2 per 100 sqm of gross floor area	2.4 per 100 sqm of gross floor area	2.4 per 100 sqm of gross floor area
Restaurant	5 per 100 sqm of gross floor area	3 for first 50 sqm of gross floor area plus	10 per 100 sqm of gross floor area	10 per 100 sqm of gross floor area

## Best Practices Review: Commercial Parking Requirements

Land Use	Area X and Y on Schedule 1A	Area B on Schedule 1A	Area C on Schedule 1A	Area D on Schedule 1A
		10 per 100sqm of gross floor area over 50sqm of gross floor area		
Retail Store	1.25 per 100 sqm of gross floor area	2.5 per 100 sqm of gross floor area	3.4 per 100 sqm of gross floor area	3.4 per 100 sqm of gross floor area

### 6.4 Establishing a Maximum Number of Parking Spaces

In an effort to reduce excess surface parking, some municipalities have established maximum parking requirements, in addition to minimum parking requirements. That is, developments are capped at the amount of parking spaces that can be provided on a site. This has not been a common approach to zoning in Ontario. The ideas expressed in the theory of “The High Cost of Free Parking” by Donald Shoup, 2011, have attempted to show the environmental cost of provision of parking that is seen as free affects consumers approach to how they complete their activities.

It is beneficial to a municipality and property owner to have taxable structures and rentable spaces instead of surface parking areas. The highest and best use of land is most often in a building or other productive use, not in surface parking, particularly where available land is limited and land values are high.

By reducing and capping the amount of available parking onsite, particularly where there are other options for modal choice such as active and/or public transportation, municipalities may drive modal decisions away from private vehicles. This is beneficial from an environmental perspective and increasing use of municipal services and infrastructure.

Three (3) municipalities reviewed apply a requirement for a maximum number of parking spaces. In all three cases however, the method by which they apply this parking strategy differs. Newmarket has applied both a minimum and maximum parking requirement for all uses within their urban centre (generally commercial plaza and shopping centre development). Generally speaking the maximums provided in Newmarket are double the minimum requirement. Notably absent, however, is a maximum provided for a regional shopping mall, i.e. the Upper Canada Mall constructed in 1974, operated by Oxford Properties, which exhibits 92,548 sqm of retail floor area and 9,892 parking stalls<sup>1</sup> (i.e. a parking ratio of 1 space per 9.4 sqm floor area, or far more than double what is required by the By-law). See Table 4.

**Table 4: Excerpt from Section 5.3.3.2 Non-Residential Uses in the Urban Centres, City of Newmarket Zoning By-law 2010-40**

Type or Nature of Use	Minimum Off-Street Parking Requirements	Maximum Off-Street Parking Requirements
Commercial Recreation Centre Community Centre Outdoor Recreation Facility Sports Arena	1.0 parking space per 28 sqm of gross floor area	2.0 parking spaces per 28 sqm of gross floor area
Convenience Store	1.0 parking space per 40 sqm of gross floor area	2.0 parking spaces per 40 sqm of gross floor area

<sup>1</sup> Upper Canada Mall, Property Overview, Oxford Properties Group, 2019  
<https://www.oxfordproperties.com/leasing/en/retail/property/upper-canada-mall/>

## Best Practices Review: Commercial Parking Requirements

Type or Nature of Use	Minimum Off-Street Parking Requirements	Maximum Off-Street Parking Requirements
Office Office, Conversion	1.0 parking space per 50 sqm of gross floor area	2.0 parking spaces per 50 sqm of gross floor area
Restaurant	1.0 parking space per 50 sqm of gross floor area, excluding any porch, veranda and/or patio dedicated as seasonal serving areas	4.0 parking spaces per 50 sqm of gross floor area, excluding any porch, veranda and/or patio dedicated as seasonal serving areas
Retail Store	1.0 parking space per 40 sqm of gross floor area	2.0 parking spaces per 40 sqm of gross floor area
Shopping Mall, Regional (Upper Canada Mall)	1.0 parking space per 21 sqm of gross leasable floor area	n/a

This was developed in a time where a true Regional Shopping Centre was a concept to be found in Ontario. Newmarket's Upper Canada, Toronto's Yorkdale, Kitchener's Fairview, Belleville's Quinte West, and London's White Oaks were all constructed in the early 1970's as draws for a large catchment area. Southridge Mall in Sudbury pre-dates most of these malls by more than two-decades, but it performed a similar function. These regional scale facilities may remain as unique situations due to their ability to service a larger geographic area. This function may, on the other side of the argument, be more susceptible to diminishing returns due to the increasing use of online shopping.

Burlington provides for maximum numbers based on zoning and does not apply a maximum for all zones. Specifically, for three of the four commercial zones Burlington has applied a maximum (Regional Commercial, Employment Commercial, and Community Commercial) where larger, and plaza-type commercial uses occur, with no maximum being applied to the Neighbourhood Commercial Zones. Ottawa has applied a maximum for choice uses (i.e. retail store, retail food store, or shopping centre) within 600 metres from a rapid transit station. In addition, the more central the area is to the urban core, the lower the maximum requirement.

Several other Ontario municipalities, typically in the Ottawa area and Greater Toronto Hamilton Area (GTHA) have employed maximum parking requirements.

However, it should be noted that in areas where land may be more readily available, and/or at lower land values, parking maximums may be regarded as an imposition, rather than a benefit to developers.

### 6.5 Providing Parking Spaces on another Lot

Parking requirements on site can be reduced if additional parking spaces can be provided on another lot. In the case of plaza commercial development this option could be used to provide customer (i.e. higher turnover) parking onsite, and employee (i.e. longer term) parking offsite, for example. This strategy could also be employed to allow for a lesser visual impact of parking areas creating a 'sea of parking' as these areas could be provided at the rear of buildings, particularly when fronting a major arterial.

Four municipalities, including Sudbury, have a provision where the required parking spaces can be provided on another separate lot. Ottawa and Thunder Bay have a similar provision; however, in those cases spaces provided on another lot do not contribute towards the parking space requirements. For the municipalities that do allow parking on a separate lot to count towards the

## Best Practices Review: Commercial Parking Requirements

minimum number of spaces, the provisional requirements differ. Table 5 summarizes the requirements for each.

**Table 5: Comparison of By-law Provisions to Provide Parking on Separate Lots**

Provision	City of Greater Sudbury	Sault Ste. Marie	City of Newmarket	Victoria, BC
<b>Within a certain distance to the subject lot</b>	100 m	-	150 m	125 m
<b>Zoning or Use Requirement</b>	Same Zone as subject lot or main use is permitted on both	-	Provision applies for specific areas and the commercial zones	-
<b>Ownership</b>	Same ownership required	Same ownership or lease in excess of 10 years	-	-
<b>Maintaining parking spaces on separate lot for duration of use</b>	Agreement with the City and registered on title to maintain parking spaces for the duration of the building or use which the spaces are required	Maintain parking spaces for the duration of the use. No mention of agreement in provision.	-	Easement registered on title to restrict the use to parking purpose for as long as the use exists

- = not identified in By-law

Where a maximum distance to the subject lot is provided, Sudbury provides the shortest distance, however the variance to the others municipalities is relatively small (i.e. 100 m compared to 125 m and 150 m.). Overall Sudbury provides the most additional requirements to providing off site parking. The requirement to maintain the parking spaces for the duration of the use is identified for three of the four municipalities. Only Sudbury and Victoria however require either an agreement or easement. This requirement is important as it ensures the maintenance of those spaces for as long as the use on the servient lot requires those spaces.

It should also be noted that while this permits a reduction of the requirements at a particular location, if the required spaces are being provided elsewhere, then there is not an overall reduction in the number of spaces provided/required. This approach also limits the development capacity for these other lots in the long-term. Such an approach is likely not in the City's best interests where intensified growth within a defined area is becoming the approach to City development – intensification and infill as the priority over expansion to urban areas.

### 6.6 Cash-in-Lieu of Parking

Section 40 of the *Planning Act* enables a municipality to accept cash-in-lieu of required parking spaces for a development. The Act identifies that a municipality may enter into an agreement with a landowner exempting them from providing or maintaining parking and that the agreement shall provide for payment in consideration of the exemption and shall set out how the payment is calculated. The calculation is typically related to the construction costs and land values to provide parking. All monies are then used to put into a reserve fund or invested in securities permitted under the *Municipal Act*. The funds are then typically used to develop a municipal parking facility or other related infrastructure. This strategy may be used when it is difficult to provide the number of spaces, often in dense urban areas.

## **Best Practices Review: Commercial Parking Requirements**

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Sudbury has a provision for cash-in-lieu of parking spaces, provided Council has entered into an agreement with the landowner. No areas of the City are specified in this section of the By-law, and as such they may conceivably be applied to commercial plazas or areas outside of downtown. North Bay accepts cash-in-lieu of parking, however this only applies to residential uses. Newmarket references cash-in-lieu of parking in the downtown area. Ottawa has a policy on cash-in-lieu of parking that only applies to the former City of Ottawa and City of Vanier, and does not explicitly mention cash-in-lieu of parking as an option to reduce required parking in its Zoning By-law.

### **6.7 Substitution for Bus Spaces or Bicycle Use**

Some municipalities may permit developments to swap the provision of traditional vehicular parking spaces for space allocated to public transit or active transportation use. The reductions would not only permit a smaller land area to be dedicated to surface parking, but could also serve to encourage modal switch by increasing available public and active transportation facilities.

Both Ottawa and Thunder Bay provide a reduction in parking spaces for a dedicated bus loading area on a lot. Ottawa allows for a reduction for bus loading areas only for a shopping centre use and does not provide a maximum substitution number but does stipulate 25 spaces for every bus loading area. Thunder Bay allows a reduction of 20 parking spaces for every bus stop area with a maximum of 40 spaces. The reduction needs to be coordinated and approved by Thunder Bay's Transit Division.

Both Ottawa and Thunder Bay provide a reduction in parking spaces in an effort to promote bicycle use. Their application of the substitution differs. Ottawa's Zoning By-law requires bicycle parking for certain uses, and in certain areas, including in the suburban area. Ottawa also provides a reduction for required vehicular parking of 1 space per 13 sqm gross floor area within a building that is intended for use by bicyclists (shower room, change/locker room, etc.) in conjunction with the required or provided bicycle parking. Ottawa does not set a maximum number of parking spaces that may be substituted. Thunder Bay provides for a substitution of parking spaces based on a set number of bicycle spaces (1 parking space for 5 bicycle spaces to a maximum of 20% or 5 parking spaces). Thunder Bay's Zoning By-law does not otherwise appear to require bicycle parking spaces.

Notably, Sudbury's Zoning By-law does require the provision of bicycle spaces, but does not provide any additional incentive for bicycle parking such as a reduction in private vehicle spaces with the provision of additional spaces or amenities.

### **6.8 Substitution for Landscaping Area**

Thunder Bay is the only municipality reviewed that has a clause permitting a substitution of required parking spaces for landscaping, which is provided in addition to the other landscape requirements of the by-law. A maximum of 25% of the on site parking spaces can be substituted. Further, should the owner require parking spaces in the future, the landscaping may be removed and replaced with the parking spaces at the owner's sole option. This substitution requires prior approval of the municipality, presumably through a Site Plan review and approval.

## **Best Practices Review: Commercial Parking Requirements**

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### **6.9 Reduction through Study**

Municipalities may enable development proponents to study and justify the amount of parking proposed onsite, to vary from the parking requirement, without needing to undertake additional planning act approvals / process. This could form part of a development or Site Plan review process. Should a use change to another permitted use, however, parking requirements may need to be re-evaluated.

Edmonton, AB permits the reduction (or increasing beyond the maximum) of parking spaces where a parking impact assessment has demonstrated that the parking requirement for the proposed development is less or more than the By-law's requirements. In addition, for mixed use developments of at least 28,000 sqm, with greater than 20% of the space dedicated to restaurant, entertainment or cinema space, a parking impact assessment is required to determine the actual amount of parking required.

### **6.10 Sharing of a Parking Area for Multiple Uses**

Certain types of commercial plazas or shopping centres may contain multiple tenants that are visited on one trip. For example, a visitor to a shopping mall may enter multiple retail stores, use a personal service shop, and eat at a restaurant in the food court. If each individual tenant has a parking requirement allocated to it, this ignores the above scenario of a visitor using several of the occupied spaces. A strategy to reduce required parking spaces is to acknowledge the overlapping visits.

The application of an overall rate to commercial plazas and shopping centres could account for overlapping use of a facility, if the resultant parking rate is lower than the cumulative rate of each individual use. Of the municipalities reviewed, only Ottawa has a parking rate for shopping centre at lower than the average restaurant rate, and in most cases, the shopping centre rate is actually equal to or higher than the rate for retail store. Sault Ste. Marie applies this provision for power centres (box stores) or shopping centres only. In this case an overall rate of 4.5 spaces per sqm is applied to the shopping centre use regardless of individual tenancies. Given that restaurant and retail store have the same parking rate, the general shopping centre rate is not actually a reduction in this case either.

A specific shared parking provision for Burlington, Ottawa, and Surrey, BC, are applied to mixed use developments, with consideration given to peak time usage. Surrey provides for sharing a maximum of 25% of the required parking spaces; however, this is only permitted where the establishments have different temporal distributions, and where the parking spaces are protected by an easement and restrictive covenant to ensure the spaces are reserved for the use which requires them. Burlington determines the parking requirement for the specific mixed-use development based on the greatest peak period occupancy of any given use. Ottawa also provides a reduction for shared parking, which here too is based on temporal parking demand per use. The reduced ratio is such that it determines the minimum space requirement based on the largest cumulative total in any given time period across all proposed uses. For example, a retail store will have higher occupancy rate during a weekend day compared to a business office which is typically occupied during a weekday. See Table 6 below from Ottawa's By-law.

# Best Practices Review: Commercial Parking Requirements

**Table 6: Excerpt from Table 104, Percentage of Parking Permitted to be Shared, City of Ottawa Zoning By-law 2008-250**

Land Use	II Weekday - Morning	III Weekday - Noon	IV Weekday - Afternoon	V Weekday - Evening	VI Saturday <sup>1</sup> - Morning	VII Saturday <sup>1</sup> - Noon	VIII Saturday <sup>1</sup> - Afternoon	IX Saturday <sup>1</sup> - Evening
(a) office; medical facility; research and development centre	100%	90%	100%	15%	20%	20%	10%	5%
(b) bank	80%	100%	100%	10%	80%	100%	60%	10%
(c) retail store; retail food store; personal service business; convenience store	75%	80%	85%	75%	60%	90%	100%	50%
(d) restaurant; bar	30%	90%	60%	100%	30%	80%	50%	100%
(e) cinema; theatre; amusement centre	40%	40%	60%	85%	40%	70%	80%	100%
(f) visitor parking required for residential uses in Section 102	50%	50%	75%	100%	100%	100%	100%	100%

In addition, by-laws may contain provisions applicable to specific combinations of uses. Ottawa provides a special reduction for drive-through restaurants wherein a reduction of 20% or 10% can be provided where a drive-through operates in combination with either a restaurant or other use, respectively.

## 6.11 Total Elimination of Minimum Parking Requirements

Some jurisdictions in Canada and the United States have contemplated or implemented the complete elimination of minimum parking requirements. The Fraser Institute recently recommended that Canadian cities should eliminate minimum parking requirements altogether as: 1) property owners should dictate the “highest and best use” of their property; and 2) the high direct and indirect costs to provide parking, further contributing to making development in some areas unaffordable.<sup>2</sup> Edmonton’s City Council endorsed a plan to eliminate minimum parking requirements that could be implemented in 2020, after taking a piecemeal approach to various parking reductions over the past number of years for specific areas and uses. Proponents of the elimination note that the market is able to determine the actual parking needs for a development.<sup>3</sup>

<sup>2</sup>The Fraser Institute; September 26, 2018; It’s time for Canadian cities to eliminate minimum parking requirements. <https://www.fraserinstitute.org/blogs/it-s-time-for-canadian-cities-to-eliminate-minimum-parking-requirements>

<sup>3</sup>Committee endorses plan to eliminate Edmonton’s minimum parking requirements [JONNY WAKEFIELD](https://edmontonjournal.com/news/local-news/committee-endorses-plan-to-eliminate-edmontons-minimum-parking-requirements) Edmonton Journal Updated: May 7, 2019 <https://edmontonjournal.com/news/local-news/committee-endorses-plan-to-eliminate-edmontons-minimum-parking-requirements>

## **Best Practices Review: Commercial Parking Requirements**

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In the United States, Buffalo, New York, was one of the first cities to implement the elimination of minimum parking requirements in 2016, and Cincinnati, Ohio, and Hartford, Connecticut (2017), and San Francisco, California (January 2019) have also enacted similar by-laws.

### **6.12 Other Factors Reducing Parking Needs**

Provision of municipal on-street parking and/or municipal parking garages adjacent or near commercial properties may reduce the need for onsite parking requirements. These parking features are typically found in a downtown, or urban environment. At this time none of the municipalities reviewed had a reduction related specifically to a municipal garage nearby.

The increasing use of online shopping home delivery and related activities such as shopping online and picking up at the store are altering the retail environment. Other technological advances such as ride-sharing services and automated vehicles will also play into this discussion as we move forward. Both of these major changes have already been and will continue to impact municipal commercial parking needs and contribute toward a further reduction in parking requirements.

### **6.13 Summary**

Based on the above there appears to be parking management strategies that are exclusive to larger, more metropolitan municipalities. These include:

- Reduction based on proximity to transit;
- Reduction for enclosed or underground parking;
- Reduction based on location; and
- Establishing a maximum number of parking spaces.

Where developable land is at a premium, and where a transit system is well-established, such as is the case for downtowns and large urban areas, the foregoing strategies could provide for more flexibility for developers. Setting a maximum parking requirement avoids the oversupply of parking spaces and assist in creating more compact developments. However, developers are cognisant of their parking needs and applying a maximum might compromise the viability of a proposed development.

The following are the remaining identified strategies not currently in place in Sudbury:

- Substitution for bus space or bicycle space
- Substitution for landscaping space
- Reduction through study
- Sharing of a parking area for multiple uses
- Elimination of minimum parking requirements

Encouraging active or alternative transportation modes can be assisted through site development. A substitution of parking spaces for bus space and bicycle space, such as is provided for in Thunder Bay, could facilitate a move away from an auto-oriented form of transportation.



## **Best Practices Review: Commercial Parking Requirements**

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The substitution of landscaping area for a reduction in parking would be beneficial should a municipality want to encourage greater naturalization than what is currently provided in minimum landscaping requirements.

A provision to allow for parking requirements to be studied and justified, through the Site Plan process would provide for provision of “actual” parking needs, rather than based on a minimum requirement. Typically commercial developments require Site Plan approval, and allowing parking to be varied through a study and Site Plan would eliminate the need for an additional planning approval (minor variance or ZBA) to vary parking. This strategy would also serve to build some flexibility into the by-law that stakeholders would like to see.

As discussed in Section 6.10, contemplating changes to account for shared parking, reflective of time of use may be beneficial to mixed-use developments.

Total elimination of minimum parking requirements is still relatively new, and may be worth re-visiting once those municipalities that have implemented the strategy have had experience reviewing and approving development. This strategy should be monitored as it does appear to have merit for consideration. As previously noted, and echoing the stakeholder comments, the market and demand should dictate the amount of parking to place on a property. A developer will not build a site that cannot be leased or sold because it does not have an ‘adequate’ amount of parking. The question is: what is an ‘adequate’ amount, and should a municipality or market be dictating the answer?

### **7.0 Conclusions and Recommendations**

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There appears to be a technical validity in considering the reduction in the number of parking spaces required for various commercial uses. This conclusion was based on the following observations:

- Overall Sudbury’s commercial parking requirements are higher than peer municipalities amongst a variety of uses.
- Provision of required parking has been a limiting factor in development opportunities in Sudbury.
- The Transportation Master Plan and Transit Action Plan are committed to expand and improve the City’s transit system and support and implement active transportation projects.
- There are many regulatory options that could be used to reduce parking requirements.

Having reviewed various municipal parking standards and parking management strategies, the following are recommended management strategies for consideration by Sudbury:

- Consider reducing the overall parking requirement for commercial uses to be:
  - More consistent with requirements in peer jurisdictions;
  - More appropriately capture the parking needs of various uses; and
  - Support a more compact development form.
- Rates should reflect parking demand per use. Collecting empirical data of observed onsite parking demands would assist in determining Sudbury’s current demand per use.

## Best Practices Review: Commercial Parking Requirements

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- In the absence of such data, parking rates per use may be adjusted to be more consistent with requirements identified for peer municipalities and to reflect the stakeholder interviews that were conducted, as noted below:

Use	Current CGS Standard (per 100 sqm)	Considered Reduction (per 100 sqm)
<b>Convenience store</b>	5 (or 1/20 sqm)	3 (or 1/33 sqm)
<b>Personal service shop</b>	5 (or 1/20 sqm)	3 (or 1/33 sqm)
<b>Restaurant</b>	10 (or 1/10 sqm)	8 (or 1/12.5 sqm)
<b>Retail store</b>	5 (or 1/20 sqm)	3 (or 1/33 sqm)
<b>Shopping centre</b>	5 (or 1/20 sqm)	4 (or 1/25 sqm)

- Maintain those strategies currently employed by the City including:
  - Reduction for underground parking spaces;
  - Provision of parking spaces on another lot; and
  - Cash-in-lieu of parking.

These strategies provide for site development flexibility and encourages compact development.

- In an effort to promote both active transportation and transit use the City should consider including a provision whereby a bus parking area and/or bicycle space(s) provided on-site could allow for a reduction in the minimum number of parking spaces required, such as:
  - 1 space reduction per 5 bicycle; and
  - 10 spaces per bus layby.
- A provision in the Zoning By-law, to allow for parking requirements to be studied and justified, through the Site Plan process that would provide for provision of “actual” parking needs, rather than based on a minimum requirement. This strategy would also serve to build some flexibility into the by-law.
- To encourage a more efficient use of a parking lot for a mixed-use development, a shared parking provision which takes into consideration the differential parking occupancy rates for a use can be included. Both Ottawa and Burlington are good examples of how this provision should be applied.

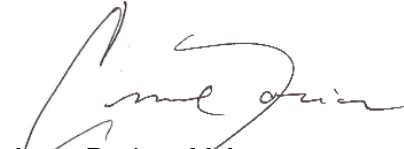
## Best Practices Review: Commercial Parking Requirements

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**Best Practices Review:  
Commercial Parking Requirements**

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**Appendix A**  
Detailed Parking Standards Chart

JLR No. 28709  
Detailed Parking Standards Chart

Standard Regulation	Sudbury (By-law No. 2010-100Z, updated July 12, 2019)	North Bay (By-law 2015-30)	Sault Ste. Marie (By-law No. 2005-150)	Thunder Bay (By-law No. 100-2010)	Newmarket (By-law No. 2010-40, Consolidated Nov 2018)*	City of Ottawa 2008-250 Consolidation	Waterloo (By-law 2018-050)	City of Ottawa 2008-250 Consolidation	City of Burlington (By-law 2020)	Edmonton, AB (By-law 12800)	Surrey, B.C. (Zoning By-law No. 12000)	Victoria, BC (By-law No. 80-159)
<b>Automotive Service Shop</b>	1/30 m2 net floor area	1 parking space per 30m2 total floor area.	3.5 spaces/100m2 for the 1st 1000m2 + 1/200m2 thereafter	one PARKING SPACE for every 40.0 m <sup>2</sup> of GFA devoted to storage, offices and display area plus 3 PARKING SPACES for every service bay devoted to repair facilities	1 parking space per 13 m2 of gross floor area excluding the service bays	Greater of 1 per 100 m2 of gross floor area or 2 per service bay		Greater of 1 per 100 m2 of gross floor area or 2 per service bay	4 spaces per 100 m2 gross floor area	less than 4 500 m2, 1 parking space per 40.0 m2 of Floor Area; 4 500m2 - 9 000m2, 1 parking space per 33.3 m2 of Floor Area; 9 000 m2 28 000 m2, 1 parking space per 28.5 m2 of Floor Area; greater than 28 000 m2, 1 parking space per 25.0 m2 of Floor Area	2 parking spaces per vehicle servicing bay; plus 1 parking space per car wash bay	1 space per 40m2 floor area
<b>Business Office</b>	1/30 m2 net floor area	1 parking space per 30 m2 of commercial floor area	4.5 spaces/100m2	one PARKING SPACE for every 30.0m <sup>2</sup> of GFA	1 parking space per 27 m2 of net floor area	2 per 100m2 of gross floor area		2.4 per 100 m2 of gross floor area	3.5 spaces per 100 m2 gross floor area	1 parking space per 29.4 m2 of Floor Area	2.5 parking spaces per 100 m2 [1,075 ft2] of gross floor area for a building outside of City Centre	1 space per 55m2 floor area
<b>Convenience Store</b>	1/20m2 net floor area		3.5 spaces/100m2 for the 1st 1000m2 + 1/200m2 thereafter	one PARKING SPACE for every 37.0m <sup>2</sup> of GFA	Retail Store, personal service shop, convenience store: min -- > 1.0 parking space per 40m2 of gross floor area; max -->2.0 parking spaces per 40m2 of gross floor area	2.5 per 100 m2 of gross floor area		3.4 per 100 m2 of gross floor area		less than 4 500 m2, 1 parking space per 40.0 m2 of Floor Area; 4 500m2 - 9 000m2, 1 parking space per 33.3 m2 of Floor Area; 9 000 m2 28 000 m2, 1 parking space per 28.5 m2 of Floor Area; greater than 28 000 m2, 1 parking space per 25.0 m2 of Floor Area	2.75 parking spaces per 100 m2 [1,075 ft2] of gross floor area where the gross floor area is less than 372 m2 [4,000 ft2]; or 3 parking spaces per 100 m2 [1,075 ft2] of gross floor area where the gross floor area is greater than or equal to 372 m2 [4,000 ft2] but less than 4,645 m2 [50,000 ft2]; or 2.5 parking spaces per 100 m2 [1,075 ft2] of gross floor area where the gross floor area is greater than or equal to 4,645 m2 [50,000 ft2].	
<b>Commercial Use</b>		1 parking space for every 30m2 of commercial floor area. 1 parking space for every 75m2 for any C1 (general commercial inner core) or C2 zone (general commercial outer core)					MIXED-USE COMMUNITY COMMERCIAL (C1) = 2.00, 2.40, 2.80, 3.20, 3.20, 3.60, or 4.00, per 100 m2 ; MIXED-USE NEIGHBOURHOOD COMMERCIAL (C2)= 2.80 ,3.20, 3.20, 3.60, or 4.00 per 100m2; CONVENIENCE COMMERCIAL (C3) =2.80 ,3.20, 3.20, 3.60, or 4.00 per 100m2 etc.			less than 4 500 m2, 1 parking space per 40.0 m2 of Floor Area; 4 500m2 - 9 000m2, 1 parking space per 33.3 m2 of Floor Area; 9 000 m2 28 000 m2, 1 parking space per 28.5 m2 of Floor Area; greater than 28 000 m2, 1 parking space per 25.0 m2 of Floor Area		

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<b>Hotel</b>	1/guest room plus 1 per 10m2 of net floor area of any restaurant, dining room, lounge, tavern, banquet hall, meeting room, retail store or any other area, used to accommodate the public	1 parking space for each guest room plus 1 parking space for each 10m2 of floor area of the building devoted to public use.	1.25 spaces / guestroom	one PARKING SPACE for every suite plus the number determined by the ASSEMBLY RATE for the dining or banquet facilities, lounges, RESTAURANTS and meeting rooms	The aggregate of: • 1 space per guest room • 1 space per every 2 guest rooms over 20 • 1 space per 4.5 m2 of gross floor area dedicated to administrative, banquet and meeting facilities	1.4 per 100 m2 of gross floor area		1.4 per 100 m2 of gross floor area	1 space per guest room or suite	1 parking space per Sleeping Unit	1 parking space per sleeping unit; plus Parking requirements for accessory uses.	0.50 spaces per room
<b>Medical Office</b>	5 spaces OR 1/20 m2 net floor area, whichever is greater	Same as business office - no distinction made	4.5 spaces/100m2	one PARKING SPACE for every 23.0m <sup>2</sup> of GFA	1 parking space per 17 m2 of net floor are	4 per 100 m2 of gross floor area		4 per 100 m2 of gross floor area	6 spaces per 100 m2 gross floor area	1 parking space per 22.2 m2 of Floor Area	3.5 parking spaces per 100 m2 [1,075 ft2] of gross floor area.	1 space per 40m2 floor area
<b>Personal Service Shop</b>	1/20 m2 net floor area	No parking shall be required in the C1 zone. 1 parking space for every 75 m2 of floor area in the C2 Zone.	4.5 spaces/100m2	one PARKING SPACE for every 20.0m <sup>2</sup> of GFA	Retail Store, personal service shop, convenience store: min -- > 1.0 parking space per 40m2 of gross floor area; max -->2.0 parking spaces per 40m2 of gross floor area	2.5 per 100m2 of gross floor area		3.4 per 100 m2 of gross floor area	4 spaces per 100 m2 gross floor area		3 parking spaces per 100 m2 [1,075 ft2] of gross floor area.	1 space per 40m2 floor area
<b>Recreational/Fitness Centre</b>	1/6 persons capacity, plus 1/20m2 net floor area of any accessory use for a commercial recreation centre only	1 parking space per 30 m2 of total floor area	1/5 persons Max. Building Capacity	varies based on use. Fitness = 1 for every 25 m2 of GFA; arena auditorium, dance hall, public hall, music hall or similar use = determined by assembly rate	min. 1.0 parking space per 28m2 of gross floor area. Max --> 2.0 parking spaces per 28m2 of gross floor area	4 per alley, court, ice sheet, game table or other game surface plus 10 per 100 m2 of gross floor area used for dining, assembly or common area		4 per alley, court, ice sheet, game table or other game surface plus 10 per 100 m2 of gross floor area used for dining, assembly or common area	1 space per 6 persons capacity	c. Health and Fitness Clubs: 1 parking space per 10 m2 of Floor Area used by patrons	3.6 parking spaces per 100 m2 [1,075 ft2] of floor area; plus Parking requirements for all accessory uses	1 space per 20m2 floor area

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Detailed Parking Standards Chart

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<b>Restaurant</b>	1/10m2 net floor area OR 1/3 persons seating capacity, which ever is greater. Take-out = 3 spaces plus 1/10m2 net floor area	No parking in the C1 zone. 1 parking space for every 75 m2 of floor area in the C2 Zone. All other zones 1 parking space per 15m2 total floor area	Food service 1/5 persons Max. Building Capacity. Take out facilities 4.5 spaces/100m2	without take-out = one PARKING SPACE for every 20.0m <sup>2</sup> of GFA, without a DRIVE SERVICE UNIT = one PARKING SPACE for every 6.0m <sup>2</sup> of GFA, with a DRIVE SERVICE UNIT = one PARKING SPACE for every 10.0m <sup>2</sup> of GFA	Restaurant: min-->1.0 parking space per 50m2 of gross floor area, excluding any porch, veranda and/or patio dedicated as seasonal serving areas; max --> 4.0 parking spaces per 50m2 of gross floor area, excluding any porch, veranda and/or patio dedicated as seasonal serving areas	Full service or Fast food = 3 for first 50m2 of gross floor area plus 10 per 100 m2 of gross floor area over 50 m2 of gross floor area; Take out = 1.5 for first 50m2 of gross floor area plus 5 per 100 m2 of gross floor area over 50 m2 of gross floor area.		10 per 100 m2 of gross floor area	Fast Food : 1 space per 4 persons capacity or 25 spaces per 100 m2 GFA, whichever is greater; standard or patio: 1 space per 4 persons capacity	1 parking space per 9.6 m2 of Public Space	3 parking spaces where the sum of the gross floor area, balconies, terraces and decks is less than 150 m2 [1,615 ft2]; or 10 parking spaces per 100 m2 [1,075 ft2] of gross floor area, balconies, terraces and decks, where this total area is greater than or equal to 150 m2 [1,615 ft2.] but less than 950 m2 [10,225 ft2.]; or 14 parking spaces per 100 m2 [1,075 ft2.] of gross floor area, balconies, terraces and decks, where this total area is greater than or equal to 950 m2 [10,225 ft2].	1 space per 25m2 floor area
<b>Retail Store</b>	1/20 m2 net floor area	No parking shall be required in the C1 zone. 1 parking space for every 75 m2 of floor area in the C2 Zone.	4.5 spaces/100m2	FOOD STORE with a GFA less than or equal to 275.0m <sup>2</sup> = one PARKING SPACE for every 30.0m <sup>2</sup> of GFA, FOOD STORE with a GFA greater than 275.0m <sup>2</sup> = one PARKING SPACE for every 25.0m <sup>2</sup> of GFA	Retail Store, personal service shop, convenience store: min --> 1.0 parking space per 40m2 of gross floor area; max -->2.0 parking spaces per 40m2 of gross floor area	2.5 spaces per 100 m2 gross floor area		3.4 per 100 m2 of gross floor area	4 spaces per 100 m2 gross floor area	less than 4 500 m2, 1 parking space per 40.0 m2 of Floor Area; 4 500m2 - 9 000m2, 1 parking space per 33.3 m2 of Floor Area; 9 000 m2 28 000 m2, 1 parking space per 28.5 m2 of Floor Area; greater than 28 000 m2, 1 parking space per 25.0 m2 of Floor Area	2.75 parking spaces per 100 m2 [1,075 ft2] of gross floor area where the gross floor area is less than 372 m2 [4,000 ft2]; or 3 parking spaces per 100 m2 [1,075 ft2] of gross floor area where the gross floor area is greater than or equal to 372 m2 [4,000 ft2] but less than 4,645 m2 [50,000 ft2]; or 2.5 parking spaces per 100 m2 [1,075 ft2] of gross floor area where the gross floor area is greater than or equal to 4,645 m2 [50,000 ft2].	1 space per 50m2 floor area



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<b>Shopping Mall</b>	With a min. gross floor area of 4,650 m <sup>2</sup> = 1/20m <sup>2</sup> net floor area		Power Centres and shopping centres = 4.5 spaces/100m <sup>2</sup>	one PARKING SPACE for every 25.0m <sup>2</sup> of GFA	min. 1.0 parking space per 21m <sup>2</sup> of gross leasable floor area; no max	3.4 per 100m <sup>2</sup> of gross floor area		3.6 per 100 m <sup>2</sup> of gross leasable floor area	5.25 spaces per 100 m <sup>2</sup> gross floor area	less than 4 500 m <sup>2</sup> , 1 parking space per 40.0 m <sup>2</sup> of Floor Area; 4 500m <sup>2</sup> - 9 000m <sup>2</sup> , 1 parking space per 33.3 m <sup>2</sup> of Floor Area; 9 000 m <sup>2</sup> 28 000 m <sup>2</sup> , 1 parking space per 28.5 m <sup>2</sup> of Floor Area; greater than 28 000 m <sup>2</sup> , 1 parking space per 25.0 m <sup>2</sup> of Floor Area	2.75 parking spaces per 100 m <sup>2</sup> [1,075 ft <sup>2</sup> ] of gross floor area where the gross floor area is less than 372 m <sup>2</sup> [4,000 ft <sup>2</sup> ]; or 3 parking spaces per 100 m <sup>2</sup> [1,075 ft <sup>2</sup> ] of gross floor area where the gross floor area is greater than or equal to 372 m <sup>2</sup> [4,000 ft <sup>2</sup> ] but less than 4,645 m <sup>2</sup> [50,000 ft <sup>2</sup> ]; or 2.5 parking spaces per 100 m <sup>2</sup> [1,075 ft <sup>2</sup> ] of gross floor area where the gross floor area is greater than or equal to 4,645 m <sup>2</sup> [50,000 ft <sup>2</sup> ].	
<b>Supermarket</b>				RETAIL STORE (other than a FOOD STORE) with a GFA of less than or equal to 930.0m <sup>2</sup> = one PARKING SPACE for every 40.0m <sup>2</sup> of GFA whichever is the greater, RETAIL STORE (other than a FOOD STORE) with a GFA greater than 930.0m <sup>2</sup> = one PARKING SPACE for every 55.0m <sup>2</sup> of GFA,		2.5 per 100m <sup>2</sup> of gross floor area		3.4 per 100 m <sup>2</sup> of gross floor area	4 spaces per 100 m <sup>2</sup> gross floor area			800 m <sup>2</sup> or less 1 space per 50m <sup>2</sup> floor area; >800m <sup>2</sup> 1 space per 40m <sup>2</sup> floor area
<b>Snow</b>					An outdoor parking lot designed to accommodate 5 or more parking spaces, shall provide an area equivalent to 5% of the number of required spaces for the purpose of snow storage.							

JLR No. 28709  
Detailed Parking Standards Chart

Standard Regulation	Sudbury (By-law No. 2010-100Z, updated July 12, 2019)	North Bay (By-law 2015-30 )	Sault Ste. Marie (By-law No. 2005-150)	Thunder Bay (By-law No. 100-2010)	Newmarket (By-law No. 2010-40, Consolidated Nov 2018)*	City of Ottawa 2008-250 Consolidation	Waterloo (By-law 2018-050)	City of Ottawa 2008-250 Consolidation	City of Burlington (By-law 2020)	Edmonton, AB (By-law 12800)	Surrey, B.C. (Zoning By-law No. 12000)	Victoria, BC (By-law No. 80-159)
Notes			<p>separate definition for box stores and shopping centres: {2012-158}</p> <p>POWER CENTRE More than one commercial function housed in more than one building, where the overall site has been designed to function as an integrated unit and parking areas are shared among separate commercial buildings.</p> <p>SHOPPING CENTRE Several mixed commercial functions housed in one or more buildings designed as an integrated unit. Shopping centers shall have a minimum gross floor area of 10 000m<sup>2</sup></p>		<p>parking standards for the lands located within the Urban Centres noted here. Maximum spaces only apply to the Urban Centre</p>	<p>Different parking standards apply to the inner urban, inner urban mainstream, Outer Urban/inner suburban, suburban, rural. Outer Urban/inner suburban used here (Area B)</p>	<p>Waterloo parking is primarily based on the zone and within that zone it is further subdivided into areas. In certain instances a specific use will have its own parking requirement and identified in the Parking section of the By-law</p>	<p>Suburban (Area C) used here</p>				<p>Victoria has separate by-law for downtown. Outside downtown parking required vary dependent on area: Core Area, Village / Centre, Other Area. Less restrictive being Core Area and greater parking for other areas. Village/Centre values only noted here.</p>

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**Appendix B**

Stakeholder Interviews

# Commercial Parking Requirements

## Appendix B: Stakeholder Interviews

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Preface: The purpose of the study is to develop a background report for the City of Greater Sudbury (City) that outlines current best practices regarding zoning approaches to parking standards for commercial lands. As part of the analysis, we are conducting stakeholder interviews to establish opinions regarding current parking standards, and their economic impact including development, leasing, and expansion opportunities.

Telephone interviews were conducted between August 2, 2019 and September 13, 2019 and included participation from the following individuals:

- Chris Tammi, Real Estate Broker, Mallette-Goring Inc., Brokerage
- Genny Beckerton, General Manager Morguard Real Estate Agency (New Sudbury Centre)
- Joe Rocca, Traffic and Asset Management Supervisor, City of Greater Sudbury
- John Arnold, Dalron Commercial
- Paul Zulich, Zulich Enterprises Limited

### QUESTIONNAIRE

#### 1. To establish what commercial lands the interviewee has interest in

- Please identify where your commercial land holdings are (locations, square footage, number and types of tenancies, number of parking spaces)

- *Throughout Sudbury, with office, industrial, retail uses*
- *Brady Square, Notre Dame Square, LaSalle Mall, Times Square, 1865 Paris Street, Paris/Regent Street; strip plazas with a balance of professional office, retail and restaurant uses*
- *Throughout Sudbury*
- *Mix of tenancies – 2040 Algonquin retail/food, 863 Barrydowne, 850 Barrydowne, 1010 Lorne St, 1361 Paris Street, 410 Falconbridge*
- *New Sudbury Centre – 110 tenants – GLA is 568,000 square feet (including food court and 23,000 square feet office)*

#### 2. To establish operational/tenant/consumer parking 'requirements'

- Please identify the following days/times:
  - Low/High peak shopping/use day/hour
  - High/holiday shopping/use season(s)

- *The whole month of August, first couple of weeks of September are busy. Mid-November through New Year's is busy.*
- *There is a balance between the uses: restaurants will use in the afternoon/evening (dining hours, and office will be occupied during the daytime on weekdays. Retail is daytime weekdays and weekends. We take this into consideration.*
- *Low days are Mon-Wed; Thurs-Fri are busy 11-2; and all day Saturday and Sunday are peak*

- Do the City's parking requirements cause you to avoid certain tenant types?

- *Absolutely. This is one of the most common challenges.*
- *No. retail and office only.*
- *Definitely. Needed to turn away a restaurant in a space that already had another restaurant. Restaurant parking requirements are much higher than retail.*

- Have you had prospective tenants require more parking than what was available?

- *Yes*
- *Everyone wants more parking.*
- *No.*

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- Do your tenants ask about bicycle parking / transit services to the site / on-street parking?

- *Typically not bicycle parking. Certain tenants ask/require transit (CNIB, for example).*
- *Bicycle parking is not normally asked about. Public services will ask about transit. It depends on the use.*
- *Yes. Federal and provincial government departments will ask about bicycle parking and transit. Transit is a Federal government requirement.*
- *Ownership is concerned with these factors and sustainability. Would like to see more bike storage and supportive of transit.*

- Overall, how does the number of parking spaces you provide at your property(ies) compare with the number of parking spaces you /your tenants/customers want/need?

- *Everyone wants more parking. You are trying to maximize the ratio of land to building while ensuring there is enough parking.*
- *Cambrian Heights Drive meets the City's parking requirement, but tenants want more for office and light industrial/service commercial uses.*
- *Depends, for certain uses, parking standards are justified (i.e. medical uses). Retail, office restaurant requirements are too high. An 8,000 sqft retail store requires 30 spaces, for example.*
- *Depends where and who. Sometimes there are also accessibility and delivery considerations.*

- Do you agree or disagree with the following statements:

- Your establishment needs more parking spaces to meet the needs of consumers during low and high peak shopping hours

- *The market should dictate the number of spaces.*
- *Tenants are sensitive to uses that may conflict with respect to peak times. For example, a restaurant on Paris Street is looking for an office use to compliment peak times. The tenant/owner brings an understanding of requirements.*
- *Strongly disagree at low and high peak shopping hours. There is more than enough parking.*
- *We meet the needs.*

- Your establishment needs more parking spaces to meet the needs of consumers during high/holiday shopping season(s).

- *We have seen problems at Christmas time where the parking lot is packed but not as much in past couple of years.*
- *If we need more parking spaces, we will start hauling snow offsite.*

- Have any existing or past tenants indicated that there is an insufficient number of parking spaces to meet their customers' needs: YES or NO. Please explain.

- *Yes.*
- *Yes, in Downtown Sudbury.*
- *No.*

- In the last year how often have you heard that customers did not want to visit your establishment or tenants did not want to locate in your property because they thought parking would be a problem?

- *Never.*

- Outside the City's Zoning by-law, is there a metric or factor that you or your tenants use to determine your/their parking requirements?

- *Offices may use head counts. Other factors rarely come up for parking. Tenants are looking for specific locations, visibility, etc.*

# Commercial Parking Requirements

## Appendix B: Stakeholder Interviews

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- *No, we typically use the municipal Zoning By-law.*
- *No, we are in line with the Zoning By-law.*
- *Square footage and employee numbers. If an office is open concept, can fit more employees in, thereby increasing parking requirement.*

- Is there a minimum number of spaces that you would consider having on a site and how would you calculate this minimum?

- *No responses to this question.*

- How do you factor providing parking spaces for tenants into the cost of space in your facility(ies)?

- *Parking lot maintenance is part of lease costs, and are a function of GFA.*
- *Included in the base lease rate. Operating costs are additional.*
- *Have not seen charging for parking other than downtown or at the hospital.*
- *It is distributed overall based on the percentage of the building that is occupied*

- Do you allocate/assign/designate certain spaces to particular uses/tenants? YES or NO. Please explain.

- *Some areas do allocate spaces, but it would not be a large percentage of spaces. 868 Falconbridge, for example*
- *There is not a formal allocation. In some cases tenant employees are required to parking in certain areas.*
- *On occasion, not often though.*
- *Not typically. This is confusing. Parking is provided in common.*

### 3. To determine the frequency of overlapping uses

- How often would you say that a customer visits more than one type of tenant/use during a single trip to your property (such as retail, office, food and coffee, personal service, etc.)?

- *Where there are complementary uses, this may happen*
- *Where restaurants are permitted and there are offices close by, office visitors can pop in*
- *Visitors typically do not multi-task, the retail plaza trend is a destination, where visitors come for a specific tenant only*
- *Frequently.*
- *Sometimes, not usually though. These are destination locations, which might have 1 or 2 visitors at a time, other than employees.*

### 4. To assess the City of Greater Sudbury's Zoning By-law parking requirements

- Fill in the blank: New construction projects or redevelopment should require \_\_\_\_\_ parking than currently required

- *Less requirement for commercial zoned properties. The market should dictate how much parking is needed.*
- *Could consider a maximum number of spaces, for certain uses or size of sites*
- *Institutional uses often do not have enough spaces, not considering the basic needs of their staff.*
- *Don't think that the rate is bad for smaller developments. Larger developments the rate is over the top. Look at the spaces, and you can see it is not needed.*
- *The same requirements are fine. The rates work well right now.*
- *Less requirements, so that we can add more GLA.*
- *Parking lots are massive black asphalt areas. It would be nice to reduce the requirements to improve the look and add landscaping.*

# Commercial Parking Requirements

## Appendix B: Stakeholder Interviews

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- *Depends on the use.*
- *Looking for flexibility, not a black-and-white by-law.*
- *Office requirement is overkill. Our office does not meet by-law requirements, but the parking lot is always empty.*
- *Standards should be maintained to keep a level playing field for existing / future development. It is unfair if the development next door doesn't require as many spaces.*
- *Parking requirements seem to make sense and meet provincial standards.*
- *Office is not as busy as retail.*
- *In general all for less government regulations; let the private sector determine how to spend their money to develop their properties. Address the low-hanging fruit to reduce hurdles to development.*

- Have parking requirements influenced your decision as to whether to purchase property and/or proceed with a development proposal? YES or NO. Please explain.

- *Yes.*
- *Parking is always the deciding factor. It affects leasability, which then affects profits.*
- *Yes. They are a hindrance.*
- *For a multiple-residential development on Paris parking needed to be exchanged with the commercial building.*
- *Yes.*

- Have you submitted any applications for minor variance or rezoning to ask for a reduction in parking requirements? YES or NO. Please explain.

- *A minor variance was required for parking for Freshii on LaSalle. Location of the business was of primary importance.*
- *Cedarpoint for Frubar*
- *Starbucks in South End*
- *Autumnwood – at McKenzie and Ste Anne Streets (residential)*
- *Hotels – Marriott at Kingsway/Falconbridge*
- *Maybe – if it is the right opportunity.*
- *Yes, for food services.*
- *Not since 2014, not sure prior to that.*
- *The process/requirements for minor variance can often deter development.*

- Do you have any thoughts on the cumulative standard for determining parking requirements, i.e. related to the potential for overlapping uses?

- *You do not need a parking space for each use.*
- *No.*
- *Not sure.*

- Do you agree or disagree with the following statements:
  - As a result of the minimum number of required spaces, costs associated with the development of the parking lot were substantial.
  - The minimum requirements have limited the full commercial development potential of the property.

- *Disagree.*
- *This has a major impact. The cost of parking directly relates to the potential development, when trying to maximize development area and potential tenants.*
- *Yes, we have experienced this.*
- *We were looking at developing additional pad sites which would have required additional parking or variances (prior to Sears closure). Now focused on filling Sears before additional development.*

# Commercial Parking Requirements

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- How often would you say that parking spaces determine GFA of a building?

- *The value of commercial property is directly related net rentable area. Office is different from the rest. Sometimes it makes more sense for a 3,000 sqft restaurant than a 10,000 sqft office, as the highest rent is for food / take out.*

- *Yes, I have seen this. A more recent trend is to ask for relief (i.e., through a variance).*

### 5. To discuss parking layout and urban design factors related to parking requirements

- How is snow accumulation dealt with? Is it removed or stored on the property?

- *The need for those parking spaces and cost to have it hauled to the snow dump by a private contractor influences how often removal is done.*

- *Some sites require hauling snow out with more frequency*

- *Store it on the property until it cannot be stored anymore.*

- *Smaller sites tend to remove; larger sites have more room and extra spaces for storage*

- *Pile all of the snow in the back until it is too big/too large.*

- *It takes up required parking spaces (per By-law calculation).*

- Have minimum zoning requirements for parking resulted in altering the site layout and/or functionality of the property? Please explain.

- *Sometimes it stops projects – how do you fit it in?*

- *Definitely. Parking requirements have altered or reduced buildable area of the property.*

- *For sure; we have altered the size of buildings, reduced building size. The entire development is based on parking, and maximizing land costs.*

- *No change.*

- How would you prefer to see parking oriented relative to the building?

- *The City is always talking about pushing buildings to the street. However, the perception is that there is not enough parking for patrons because you cannot see it.*

- *Wouldn't typically push those comments forward as it does not impact the corridor function; ok with access at the front.*

- *Most normally at the front, with employee parking at the back.*

- *Times Square – 24,000 sqft office – parking at back; 1865 Paris St – employee parking at back*

- *1565 Lasalle - no parking at the back.*

- *Depends on what the building looks like.*

- *Our parking layout is well thought out for us.*

- What do you think of the potential to require street-oriented buildings with parking at the rear through urban design standards?

- *There is a resistance to curb diamond from an operating perspective; more emphasis is placed on definition of the drive aisle.*

- *Not in favour of forced / one-size-fits-all requirements*

- *RioCan Centre is OK, as it is above street level.*

- *Depends. Buildings closer to the street might get dirty, especially on busy arterial streets. This might not be well-maintained.*

- *There is a concern about the number of entrances and parking location.*

- What do you think about maximum parking requirements?

- *Tie it into the Transit Action plan*

- *Might make sense in Southern Ontario, but it is not relevant here. There is nothing wrong with having more than what is required.*

- *That is ridiculous.*



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- *Would not matter in our case.*
- *It is unnecessary. Landscaping should be required.*

### 6. To determine tenant/customer travel mode behavior

- Are there transit and active transportation stops/networks/connections to your property(ies)/ the sites reviewed?

- *The bus goes through our property and there are sidewalks.*
- *Bicycle parking, supportive infrastructure, lockers and change facilities*
- *The Extendicare on Algonquin is located near a transit stop*
- *Yes there are both.*

- In the last year how likely were your existing tenants/customers to use the following modes of transportation to access your property: personal vehicle; public transportation; bike; walk?

- *Unknown.*
- *Majority use a personal vehicle. Some use public transit. Not many bike or walk.*

- Based on your understanding of transportation trends, how likely do you think your tenants/customers are to use the following modes of transportation in the next five (5) years to access your property: personal vehicle; public transportation; bike; walk?

- *We undertook a tenant survey, and Sunday transit service for employees was needed. This would improve usage.*
- *It is a big uphill battle to get people using transit – not just the design of the system, but also a mindset*

- Are there certain types of uses that you would see as being transit or alternative transportation supportive?

- *Tim Horton's morning crowd is mostly seniors.*
- *Would be interesting to integrate Transportation Demand Management measures to help reduce parking requirements*
- *Can't think of anything specific. As the City builds it, more people will use it.*
- *Uses that cater to students.*
- *Question is always how to encourage alternate modes of transportation thereby reducing need for parking/vehicles.*