

Presented To:	Planning Committee
Presented:	Monday, Nov 09, 2020
Report Date	Thursday, Oct 15, 2020
Type:	Managers' Reports

Request for Decision

Residential Parking Standards Review

Resolution

THAT the City of Greater Sudbury directs staff to initiate an amendment to the zoning by-law to incorporate new Residential Parking Standards no later than the end of Q1 2021, as outlined in the report entitled “Residential Parking Standards Review”, from the General Manager of Growth and Infrastructure, presented at the Planning Committee meeting on November 9, 2020.

Relationship to the Strategic Plan / Health Impact Assessment

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

Specifically, revisions to the residential parking standards could reinforce infrastructure for new development by using existing infrastructure more efficiently (Goal 1.4). Using less land and resources for parking, and thereby encouraging more modes of transportation, is a strategy to mitigate the impact of a changing climate (Goal 3.2). Finally, a revision of parking standards could help promote new and existing housing choices throughout the municipality (Goal 5.3).

Report Summary

The report describes the City’s review of its residential parking standards (the “Study”) to inform potential zoning by-law amendments. The Study examined two facets of residential parking: the form and the ratio. Through its municipal best practice review, staff has found that Greater Sudbury’s residential parking standards are generally in line with comparator municipalities. However, there are opportunities that warrant further study, including front yard parking requirements, reductions in parking ratios in specific locations or specific age of building (e.g. R2-3 zone, or along transit Main Line).

Signed By

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Manager Review

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Recommended by the Division

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Financial Implications

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Recommended by the Department

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Recommended by the C.A.O.

Ed Archer
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Staff should now be directed to return with a proposed amendment to the City's zoning by-law that would include new residential parking standards regarding front yard parking, and reductions of residential parking ratios in certain instances no later than the end of Q1, 2021.

Financial Implications

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

Residential Parking Standards Review

Report Date: October 19, 2020

Planning Services Division

BACKGROUND

On October 7, 2019, Staff was directed “to review residential parking standards in Zoning By-law 2010-100Z to ensure that they are consistent with City Council's vision of a sustainable transportation system and report back to the Planning Committee with any recommended changes to the City's land use planning framework no later than Q4 2020” (See Reference 1 – Member's Motion).

DISCUSSION

Current Municipal Regulations Regarding Residential Parking

The City's General Residential Parking Provisions are mostly found in Section 5.4 of the City's Zoning By-law (See Reference 2). In general, a residential driveway must be within 3m and 6.3m in width. One space per unit must be provided for most dwelling types.

Parking is not permitted in any required front yard or required corner side yard. Parking is also not permitted within a sight triangle. Per section 4.15.2, a minimum of 50% of all required front and corner side yards shall be maintained landscaped open space in Low Density Residential One (R1) or Low Density Residential Two (R2) Zones (See Reference 3 for various illustrations prepared in support of the City's Zoning By-law standards).

Per Section 5.2.6, any required parking space shall be unobstructed and available for parking purposes and used exclusively for that purpose at all times, unless otherwise specified by the Zoning By-law. In other words, the City generally does not currently permit tandem parking. However, recent legislative changes brought by Bill 108 have required municipalities to introduce tandem parking requirements. On July 7, 2020, the City passed a new Section 5.2.9.1 to the City's By-law which states that “a parking space that is provided and maintained for the sole use of the occupant of a secondary dwelling unit may be a tandem parking space.”

Table 5.5 outlines the residential parking requirements per use. For example, a crisis residence requires one parking space per 4 beds. It is important to note that these requirements apply across all zones. In other words, a multiple dwelling has the same parking requirement across all zones, where permitted, and unless otherwise specified.

Municipal Scan

The following section outlines a best practice review of residential parking standards across compactor municipalities across Ontario and Canada. It should be noted that all zoning by-laws are different from one another, and as a result, it is not possible to make a direct comparison in some cases. Attempts were made to make comparisons as clear as possible.

Form

Attachment A outlines the requirements related to the form of residential parking. The scan has found that:

- Greater Sudbury's minimum parking space dimensions (2.75m x 6.0m) are consistent with other municipalities;
- Greater Sudbury prohibits parking in required front yard, while other cities in northern Ontario allow some form of parking in front yard (generally up to 50%);
- Most municipalities have a 50% landscaped open space requirement;
- Only Toronto requires a license to permit front yard parking in certain areas of the city; and,
- Tandem parking has been used to fulfill parking requirements for second units, or used when providing parking for the same dwelling;

Ratios

Attachment B outlines the ratios associated with residential parking. For ease of comparison, scenarios have been included in some rows. The scan has found that:

- Greater Sudbury's residential parking ratios are generally consistent with comparator municipalities;
- Greater Sudbury has lesser parking requirements for most dwelling unit types than northern cities;
- Greater Sudbury appears to be in the middle of the pack regarding parking requirements for long term care facilities; and,
- All municipalities provide some type of parking requirement exceptions based on location and/or age of building (e.g. Greater Sudbury doesn't require parking for residential conversions in the Downtown C6 zone for buildings that are 5 years old or older).

Front Yard Parking Review

As noted above, front yard parking is generally not permitted in the City of Greater Sudbury. Issues associated with front yard parking include safety for ingress and egress, sightlines, environmental impacts (e.g. stormwater runoff), snow storage, and neighbourhood character.

From 2010 to January 2020, the Committee of Adjustment of the City of Greater Sudbury has considered 44 requests for minor variances to allow for front yard parking.

These requests often emanate from driveway widenings, as a result of conversions of garages to living space, or as a result of more units being added to older housing stock in older neighbourhoods (e.g. the R2-3 zone). Since 2010, 82% (36 of 44) of these requests have been approved (see Attachment C – Map of Minor Variance Requests). It should be noted that the City successfully defended its front yard parking policies as recently as 2016 at the then Ontario Municipal Board (See Reference 4).

The built form varies considerably across the City, from older downtown and uptown neighbourhoods, to more suburban type developments since the 1950s and 60s. Subdivisions built today are substantially different in form than those built in the 50s. For example, older

subdivisions might only have enough space to park one car width, while others have parking accessed by the back lane.

Regulatory Options Regarding Residential Parking

This report examines both the form of parking and ratios associated with residential parking. From our review, there are several options and opportunities that warrant further study.

The Form of Parking

The City could examine front yard parking requirements. The City could allow front yard parking as of right in some areas of the City (e.g. the R2-3 zone, where there are lesser frontages) and still require a minor variance in other areas of the City (that, in general, have greater frontages). The City could require semi-permeable materials as part of front yard parking (e.g. no paving). While the City of Toronto has established a licensing framework, staff found no comparable example in northern Ontario (See reference 5).

The City could allow front yard parking for secondary or tertiary units only. There's an opportunity to regulate parking associated with these types of units through the process of obtaining a building permit, or the registering of secondary units. Through recent changes to the Planning Act, the Province has sought to remove barriers to the establishment of additional residential development, including allowing tandem parking to meet the parking requirements for secondary and tertiary units. As noted above, the City has now introduced tandem parking for secondary units.

While there are opportunities to either increase or decrease minimum driveway widths, introduce maximum driveway widths, and/or increase or decrease landscape open space requirements, our review has shown that Greater Sudbury is consistent with the comparator municipalities. No change is recommended at this time.

Ratios Associated with Residential Parking

Our review has found that Greater Sudbury's residential parking ratios are generally consistent with comparator municipalities. There are opportunities to further examine exceptions based on locations similar to the City's current rules regarding residential conversions in Downtown Sudbury. The City could require lesser parking requirements for conversions of buildings built prior to 1945 (e.g. @ 0.5 space per unit), based on proximity to transit Main Line, reductions if included in commercial development, etc.

SUMMARY AND NEXT STEPS

Council directed staff to review the City's residential parking standards. Through its municipal best practice review, staff has found that there are opportunities that warrant further study, including front yard parking requirements, reductions in parking ratios in specific locations or specific age of building (e.g. R2-3 zone, or along transit Main Line).

Staff should now be directed to return with a proposed amendment to the City's zoning by-law that would include new residential parking standards regarding front yard parking, and reductions of residential parking ratios in certain instances no later than the end of Q1, 2021.

REFERENCES

1. Member's Motion M-1, "Review of Residential Parking Standards", presented at the October 7, 2019 Planning Committee Meeting
<https://agendasonline.greatersudbury.ca/index.cfm?pg=agenda&action=navigator&lang=en&id=1384#agendaitem17680>
2. City of Greater Sudbury Zoning By-law
<https://www.greatersudbury.ca/do-business/zoning/zoning-by-law-2010-100z/>
3. City of Greater Sudbury Zoning By-law Illustrations
<https://www.greatersudbury.ca/do-business/zoning/zoning-by-law-accordion/zoning-by-law-pdfs/2010-100z-zoning-by-law-illustrations-all-sept-24-2010-pdf/>
4. "Rocca v Sudbury (City)" OMB Case No. PL160609
<https://www.omb.gov.on.ca/e-decisions/pl160609-dec-01-2016.pdf>
5. City of Toronto Front-Yard Parking Requirements
<https://www.toronto.ca/services-payments/streets-parking-transportation/applying-for-a-parking-permit/residential-front-yard-boulevard-parking/>

ATTACHMENTS

- A. Form of Residential Parking
- B. Ratios of Residential Parking
- C. Front Yard Minor Variances from 2010 – January 2020

ATTACHMENT A – FORM OF RESIDENTIAL PARKING

	Sudbury	North Bay	Sault Ste Marie	Thunder Bay	Toronto	Ottawa	Burlington	Edmonton	Surrey
Where parking is permitted	Generally prohibited in required front yard and required corner side yard	In front, side or rear yard.	Permitted in side or rear yard. Parking permitted in front yard in Downtown area (see below)	Prohibited within 9m of the intersection of two streets. Parking spaces are not permitted to encroach onto any landscaped open space. Zones require a minimum amount of landscaped open space (LOS). I.e. Front yard parking is permitted up to maximum of required LOS.	May not be in a front yard or side yard abutting a street. See below for Front Yard Parking.	Generally prohibited in required front yard and required corner side yard (see front yard exception below)	Generally prohibited in required front yard and required corner side yard (see discussion on ratio below)	Not permitted in required front yard or side yard.	Not permitted in required front yard or side yard setback.
Landscaped Open Space Requirement	50%	?	Max coverage only (for low density residential).	50% of required front yard	Depends on frontage. Frontages between 6m and 15m require a 50% of the front yard to be landscaped. Frontages greater than 15m require a 60% of the front yard to be landscaped.	Depends on character area, but most areas require 100% landscaping of required front yard. Character areas vary on mix of soft and hard landscaping.	Expressed as a ratio, depending on frontage. General combined width of max of all hard surfaces is 50% of the front lot line. Remaining space shall be landscaped open space.		
Minimum Parking Space Dimensions	2.75m x 6.0m	2.75m x 5.5m	2.75m x 6.71m	2.8m x 6m	2.9m x 5.6m	Min: 2.6m x 5.2m Max: 3.1m x 6.7m	2.75m width min. Min area of 16.5 sq. m. (i.e 6m min length)	2.6m x 5.5m	2.9m x 5.5m
Front yard parking permitted	No	Yes	Properties zoned low density AND located in Downtown may locate parking in a required front or exterior side yard.	Yes	Yes. Area based.	Yes	See above		Yes

ATTACHMENT A – FORM OF RESIDENTIAL PARKING

Front Yard Parking Percentage	0%	50% of the lot area of the front yard. or if frontage less than 10.5m: 62% of the lot area of the front yard	50% of the lot area of the front yard. “If there is no other land available for required parking, the required parking will be permitted upon ½ of the width of the front yard, measured between the side lot lines, so long as the remaining ½ of the front yard is landscaped.”	50% of the Front Yard must be landscaped open space.	Parking spaces may be entirely or partially located in the front yard if approved by the City.	May encroach up to 1.8m into the required front yard.	See above		The driveway width may be expanded provided that the total area of the driveway within the front yard or required side yard does not exceed 33% of the total area of the front yard or required side yard within which the driveway is located
Licensing Requirements	No	No	No	No	Yes, where Front Yard parking permitted.	No	No.	No	No.
Other?			Allow stacked parking (i.e. tandem parking) for second units		A required parking space may not be a tandem parking space, except when it is required for a secondary suite, group home or duplex building. Parking for secondary unit can be in required front yard if it is on the driveway	any part of any driveway located between the front wall or corner side wall of the residential use building and the street must consist of non-vegetative materials such as brick, pavers, rock, stone, concrete, tile and wood, excluding monolithic concrete and asphalt.		Vehicle Parking spaces may only be provided as Tandem Parking if: the Tandem Parking is not used for visitor Vehicle Parking; both Tandem Parking spaces are developed to provide Vehicle Parking for the same Dwelling; and the Tandem Parking does not block access to any other Vehicle Parking space.	Parking reduction of 20% for uses in the City Centre.

ATTACHMENT B – RESIDENTIAL PARKING REQUIREMENTS - RATIOS

	Sudbury	North Bay	Sault Ste Marie	Thunder Bay	Toronto	Ottawa	Burlington	Edmonton, AB	Surrey, BC	Average (without Greater Sudbury)	Greater Sudbury Over/Under
Bed and Breakfast	1/guest room + parking space required for the dwelling unit	1/guest room + parking space required for the dwelling unit	1/guest room + parking space required for the dwelling unit	1 parking space for every two bedrooms + parking space required for the dwelling unit. Required spaces may be in tandem with those required for the single detached dwelling unit.		1 per dwelling unit plus 1 for the first four guest rooms plus 0.45 for each additional guest room over 4	1/guest room + parking space required for the dwelling unit	1 Vehicle Parking space per 0.8 Dwellings; or 1 Vehicle Parking space per 3 motel rooms, hotel suites, or Sleeping Units, which do not meet the definition for a Dwelling	3 parking spaces; plus 1 parking space per bedroom available for bed and breakfast accommodation, if applicable.	1	Even
Crisis Residence Scenario: 16 beds 400 sq m.	1 per 4 beds 4 spaces	1 parking space for every two beds or per every 40m2 of floor area, whichever is greater. 10 spaces.	1 space per two beds 8 spaces		(A) at a minimum rate of 0.22 for each 100 square metres of gross floor area; and (B) at a maximum rate of 1.5 for each 100 square metres of gross floor area. 2 to 6 spaces	1 per 100 m2 of gross floor area, minimum of 1 4 spaces	0.85 spaces per employee 0.25 visitor spaces per resident		0.4 parking spaces per sleeping unit; or 0.3 parking spaces per sleeping unit in City Centre or where private transportation services are provided. 5 to 7 parking spaces	Based on scenario: 7	Under
Retirement Home Scenario: 50 guest rooms	4 spaces, plus 0.5 parking spaces for each of the first 30 guest rooms, plus 0.25 parking spaces for each additional guest rooms plus 1/20 m2 gross floor area used for	1 space per 2 dwelling units 25 spaces	1 space per two beds 25 spaces	1 parking space for every two private suites 25 spaces	Parking spaces must be provided at a rate of 0.3 for each dwelling unit and bedsitting room. 15 spaces	0.25 per dwelling unit or rooming unit plus 1 per 100 m2 of gross floor area used for medical, health or personal services 13 spaces + area used for medical, health or personal services	0.85 spaces per employee, plus 0.50 occupant spaces per unit, plus 0.25 visitor spaces per unit Min of 25 spaces + employee parking + visitor		0.4 parking spaces per sleeping unit; or 0.3 parking spaces per sleeping unit in City Centre or where private transportation services	Based on scenario: 21	Over

ATTACHMENT B – RESIDENTIAL PARKING REQUIREMENTS - RATIOS

	medical, health or personal services 4 + 15 + 5 = 24 spaces + any medical, health or personal services								are provided. 15 to 20 parking spaces		
Boarding House Shared Housing Scenario: 10 rooms	1 plus 0.5 parking spaces per accessory guest room 6 spaces	1 per 2 dwelling units 5 spaces	1 per 5 persons max Downtown: 1 per 10 2 spaces, or 1 for Downtown	One parking space per dwelling unit plus one parking space for every five rooms. 6 spaces		Rooming Unit: 0.25 per unit 3 spaces		1 Vehicle Parking space per 0.8 Dwellings; or 1 Vehicle Parking space per 3 motel rooms, hotel suites, or Sleeping Units, which do not meet the definition for a Dwelling, 3 spaces		Based on Scenario: 4	Over
Multiple Dwelling Row Dwelling Scenario : 10 units	1.5/ unit A reduction of 25% may be applied to units that are subject to an affordable housing agreement with the City 15 spaces	1.5 parking space per dwelling unit with the requirement of 20% of those parking spaces being reserved for visitor parking. 15 spaces	1 per dwelling unit 10 spaces	1.5 parking space per dwelling unit. 15 spaces	Generally, 1 space per unit. Also depends on area within city, and number of apartments in building. 10 spaces	Low or mid-rise apartment : 0.5 per dwelling unit 5 spaces	1.25 spaces per one bedroom unit 1.50 spaces per two bedroom unit. 1.75 spaces per three or more bedroom 18 spaces	In general, 1.5 spaces per dwelling unit. Varies depending on location in City. 15 spaces	2 parking spaces per dwelling unit; plus 0.2 parking space per dwelling unit for visitors. 1.3 parking spaces per dwelling unit with 1 or no bedrooms; plus 1.5 parking spaces per dwelling unit with 2 or more bedrooms; plus 0.2 parking space per dwelling unit for visitors. 18-21 spaces	Based on Scenario: 14	Over
Mobile Home Dwelling Seasonal Dwelling	1 per unit	2 parking spaces per unit for single, semi, townhouse.	1.25 per unit 1 space per secondary unit dwelling. None if Downtown.	1.5 parking spaces per dwelling unit for all DWELLINGS.	1 space per unit For secondary suites: Parking spaces must be	1 per unit except: 0.75 per townhouse dwelling unit	2 spaces per unit	In general, 1.5 spaces per dwelling unit. Varies depending on location in City.	Duplex: 2 parking spaces per dwelling unit.	Variable	Under

ATTACHMENT B – RESIDENTIAL PARKING REQUIREMENTS - RATIOS

Secondary Unit Dwelling Semi-detached dwelling Single detached dwelling Street townhouse Duplex Dwelling Linked Dwelling		1.3 parking spaces per dwelling unit for duplex, triplex and fourplex			provided at a minimum rate of 1.0 for each secondary suite in excess of one	0.5 per unit in a three-dwelling unit Secondary dwelling unit: none, except one space is required if located within duplex dwelling			Single Detached: 3 parking spaces; plus 1 parking space per bedroom available for bed and breakfast accommodation, if applicable.		
Long term care Facility Scenario: 100 beds, 7000 sq m 25% accessory use 60 employees	0.5/bed, plus 1/20m2 net floor area of any accessory use 50 spaces + 88 spaces = 138 spaces	1 parking space for every two beds or per every 40m2 of floor area, whichever is greater. 175 spaces	1 space per two beds 50 spaces	1 space per two beds 50 spaces	Parking spaces must be provided: (A) at a minimum rate of 0.22 for each 100 square metres of gross floor area; and (B) at a maximum rate of 1.5 for each 100 square metres of gross floor area. 16 – 105 spaces	0.25 per dwelling unit or rooming unit plus 1 per 100 m2 of gross floor area used for medical, health or personal services 25 + 70 spaces = 105 spaces	0.85 spaces per employee, plus 0.25 spaces per bed 51 + 25 spaces = 76 spaces		0.4 parking spaces per sleeping unit; or 0.3 parking spaces per sleeping unit in City Centre or where private transportation services are provided. 30 – 40 spaces.	Variable.	N/A
Other?	the conversion of a building or part thereof in the Downtown Commercial (C6) Zone that is 5 years of age or older to dwelling units, boarding house dwellings or shared housing shall not require any parking spaces			Converted dwelling (buildings built prior to 1945, more than one storey in height, and has more than one unit) requires 0.5 spaces per unit.	A required parking space may not be a tandem parking space, except when it is required for a secondary suite, group home or duplex building.	Exceptions provided for sizes of buildings, proximity to rapid transit, etc.	1.25 spaces per unit on the 2 nd or 3 rd floor of a 2 or 3 storey commercial building.	Includes Maximum Parking Requirement if residential is within defined radius of a Transit Centre or LRT.		N/A	N/A

Attachment C
Front Yard Minor Variances 2010 to January 2020

- MV Approved
- MV Denied
- R2-3 Zone

January 2020

