

Residential Parking Standards Review – Proposed Zoning By-law

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| Presented To: | Planning Committee |
| Meeting Date: | September 13, 2021 |
| Type: | Public Hearing |
| Prepared by: | Ed Landry Planning Services |
| Recommended by: | General Manager of Growth and Infrastructure |
| File Number: | 751-6/21-02 |

Report Summary

This report provides a recommendation regarding proposed draft amendments to the City’s Zoning By-law 2010-100Z to incorporate new residential parking standards.

This report is presented by Ed Landry, Senior Planner.

Resolution

THAT the City of Greater Sudbury approves the attached draft zoning by-law amendment which would provide new residential parking standards, as outlined in the report entitled “Residential Parking Standards Review - Proposed Zoning By-law”, from the General Manager of Growth and Infrastructure, presented at the Planning Committee meeting on September 13, 2021.

Relationship to the Strategic Plan, Health Impact Assessment and Community Energy & Emissions Plan (CEEP)

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).

In terms of the City’s Community Energy and Emissions Plan (CEEP) goals, using less land and resources for parking encourages more modes of transportation such as transit and active transportation. The proposed changes help the City get closer to its goals of transit mode share to 25% and active mobility transportation mode share of 35% by 2050 (Goals 7 and 8, respectively – Reference 1). It also reinforces the goal of compact, complete communities by encouraging infill development, decreasing dwelling size through an increase in multi-family buildings, and increasing building type mix (Goal 1).

Financial Implications

There are no financial implications associated with this report.

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 2 – Member’s Motion).

Staff presented a report on November 9, 2020, which described a review of the City’s 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 had found that Greater Sudbury’s residential parking standards were generally in line with comparator municipalities. However, there were opportunities that warranted further study, including front yard parking requirements to facilitate the creation of second units, reductions in parking ratios in specific locations or specific age of building (e.g. R2-3 zone or along Transit Main Line).

On November 9, 2020, Staff was directed “to initiate an amendment to the zoning by-law to incorporate new Residential Parking Standards no later than the end of Q1 2021” (See Reference 3).

On April 12, 2021, staff returned to Planning Committee with a proposed amendment to the Zoning By-law (See Reference 4). Planning Committee directed staff to consult with key stakeholders on the proposed changes, including the Development Liaison Advisory Panel, and to undertake a public hearing under the Planning Act for the by-law. Planning Committee also directed staff to return to a public hearing with recommendations on the following:

1. Allowing the required parking area to be located in the minimum required front yard as of right in all residential zones; and
2. Allowing outdoor parking areas in the required front yard to a maximum of 60% of the width of the minimum lot frontage, or the maximum driveway width established by this by-law, whichever is lesser, in the R2-3 zones.

Stakeholder Consultation

Staff reached out to members of the development community. Common themes emerged from the consultation, including:

- support for secondary suites and affordable housing;
- parking relief as necessary to support affordability and housing choice, especially in the older neighbourhoods; conversely, parking was seen as a barrier to affordable housing and secondary suites;
- less space required for parking would enable higher densities and would support active transportation in the community;
- continued consumer demand for garages and double driveways in Greater Sudbury. The standard lot sizes in Greater Sudbury allow garages to be built and many house designs have built-in garages.
- if lot sizes are made narrower as a result of new residential parking standards, the development will not necessarily be cheaper for developers due to permit costs, servicing, etc.
- the City should consider the effects of allowing the required parking area to be within the front yard such as stormwater management, snow storage and clearing, aesthetics (quality and character) and overall zone standards.
- The City needs to maintain its front yard landscaping requirements.

Allowing the Required Parking Area to be Located in the Minimum Required Front Yard As of Right in all Residential Zones

The April 12, 2021 report recommended that the required parking area be located in the minimum required front yard only in the following circumstances: in the R2-3 zone, and when a secondary dwelling unit was being introduced to the dwelling.

Staff has made changes to the proposed by-law that would allow front yard parking for ground oriented residential dwelling units in a residential zone (see clause 2 of proposed by-law). The conversion of former parking spaces to living space (e.g. garage conversion) would be facilitated should this change be enacted.

Allowing outdoor parking areas in the required front yard to a maximum of 60% of the width of the minimum lot frontage, or the maximum driveway width established by this by-law, whichever is lesser, in the R2-3 zones.

The April 12, 2021 report recommended that outdoor parking areas be permitted in the required front yard to a maximum of 50% of the width of the minimum lot frontage, or the maximum driveway width established by this by-law, whichever is lesser, in the R2-3 zones.

The minimum lot frontage for residential uses in the R2-3 zone is as follows:

| Dwelling Type | Minimum Lot Frontage | 50% of minimum lot frontage | 60% of minimum lot frontage | Maximum Width of Driveway Established by By-law |
|---------------------------|----------------------|-----------------------------|-----------------------------|---|
| Single Dwelling | 12m | 6m | 7.2m | 6.3m |
| Duplex Dwelling | 12m | 6m | 7.2m | 6.3m |
| Semi-detached Dwelling | 9.0m per unit | 4.5m per unit | 5.4m per unit | 6.3m |
| Linked dwelling | 9.0m per unit | 4.5m per unit | 5.4m per unit | * |
| Row Dwelling | 18m | 9m | 10.8m | * |
| Multiple Dwelling | 18m | 9m | 10.8m | * |
| Street Townhouse Dwelling | 6.0m per unit | 3.0m per unit | 3.6m | 3.3m |

*No maximum. Regulated by Private Entrance By-law (Bylaw 2011-220) and all other provisions of the Comprehensive Zoning By-law (e.g. front yard landscaped open space provisions)

Section 4.15.2 of the City's Zoning By-law requires that a minimum of 50% of all required front and corner side yards be maintained as landscaped open space in Low Density Residential One (R1) or Low Density Residential Two (R2) Zones. Main reasons for this landscaped open space requirement include lessening environmental impacts (e.g. stormwater runoff), snow storage, greenspace and aesthetics. Allowing 60% of the front yard for outdoor parking areas would be in conflict with this provision. A minor variance would still be an appropriate process should a resident want to decrease the landscape open space requirement on a case-by-case basis. As noted above, a residential parking space must generally be a minimum of 2.75m x 6m.

Proposed By-law

Staff has prepared a revised draft amendment to the City's Zoning By-law (Attachment A) based on the considerations noted above. The proposed changes can be viewed through both an affordable housing and sustainability lens. The inability to locate/provide the required parking space(s) beyond the minimum required front yard has prevented the conversion of existing buildings (e.g., garages) to living space. It has also

prevented the introduction of secondary dwelling units/apartments in the older sections of the City. Allowing front yard parking, combined with a lesser ratio for multiple dwelling units (i.e. 1 parking space per dwelling unit) in the R2-3 Zone and in the C5 zone would help promote housing choice by eliminating these barriers.

Front Yard Parking

The By-law proposed in April allowed the required parking area to be located in the minimum required front yard in the following circumstances:

- upon conversion and registration of a secondary dwelling unit;
- in a R2-3 Zone;

Further to a Planning Committee request, the current proposed by-law would also permit the required parking area to be within the minimum required front yard for all ground-oriented residential units in a residential zone.

Ratios

In order to promote affordable housing, the proposed by-law would reduce the parking ratios for multiple dwelling unit in the R2-3 and C5 Zones to 1 parking space per dwelling unit.

Regarding the parking ratios associated with long-term care facilities, staff recommends the completion of a parking utilization study once the pandemic is over.

City of Greater Sudbury Official Plan

Parking is an important factor in land use planning. It is considered throughout the City's Official Plan, including Policy 7 of Section 3.2.1, Living Area 1 – Communities, which states the following:

“The historic pattern of residential development around the Downtown and older sections of the community of Sudbury will be recognized in the Zoning By-law. These areas are characterized by a mixture of dwelling types on small lots, often with limited parking. The Zoning By-law will permit infilling and redevelopment of these areas that are compatible with the existing character of the neighbourhood.”

The proposed draft zoning by-law conforms to the intent of the City's Official Plan by allowing greater recognition of the character of the older sections of the City.

Regarding affordable housing, Policy 17.2.4 a) of the City's Official Plan states the following: “The City of Greater Sudbury supports innovation in housing design and development that minimizes costs in the production of affordable housing. In order to achieve this, it is policy of this Plan to: a. permit alternative development standards where appropriate;” The proposed changes provide appropriate alternative development standards for the provision of affordable housing.

PPS and GROWTH PLAN for NORTHERN ONTARIO.

These recommendations are consistent with the Provincial Policy Statement, 2020 (2020 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 2020 PPS also promotes public streets that meet the needs of pedestrians and facilitate active transportation. A reduction of residential parking standards would also promote the use of active transportation and transit in and between residential, employment and institutional uses. Regarding affordable housing, the 2020 PPS requires municipalities to establish development standards for residential intensification, redevelopment and new residential development, which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

Summary

On April 12, 2021, Planning Committee directed Staff to consult with key stakeholders, to consider further changes to the proposed zoning by-law, and to return with a final recommendation regarding new residential parking standards. Staff has revised the proposed draft by-law by allowing the required parking area for all ground-oriented residential units in residential units to be located in the front yard.

Resources Cited

1. Greater Sudbury Community Energy & Emissions Plan
<https://www.greatersudbury.ca/sudburyen/assets/File/Comms/FINAL%20Greater%20Sudbury%20CE%20EP.pdf>
2. Member Motion October 7, 2019
<https://pub-greatersudbury.escribemeetings.com/FileStream.ashx?DocumentId=30008>
3. “Residential Parking Standards Review”, report presented at the November 9, 2020 Planning Committee Meeting
<https://pub-greatersudbury.escribemeetings.com/FileStream.ashx?DocumentId=38776>
4. “Residential Parking Standards – Draft Zoning By-law”, report presented at the April 12, 2021 Planning Committee Meeting
<https://pub-greatersudbury.escribemeetings.com/filestream.ashx?DocumentId=39695>
5. City of Greater Sudbury Zoning By-law
<https://www.greatersudbury.ca/do-business/zoning/zoning-by-law-2010-100z/>
6. 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/>

By-law 2020-XXXZ

**A By-law of the City of Greater Sudbury
to Amend By-law 2010-100Z being the
Comprehensive Zoning By-law for the City of Greater Sudbury**

Whereas the Council of the City of Greater Sudbury deems it desirable to amend By-law 2010-100Z being the Zoning By-law for the City of Greater Sudbury;

Now therefore the Council of the City of Greater Sudbury hereby enacts as follows:

(1) That By-law 2010-100Z being the Zoning By-law for the City of Greater Sudbury be and the same is hereby amended by:

(1) In Part 4, GENERAL PROVISIONS, Section 4.2, ACCESSORY BUILDINGS STRUCTURES AND USES, by:

a. Adding a new section as follows:

“4.2.10.5 Secondary Dwelling Units and Front Yard Parking

Notwithstanding anything to the contrary, the required parking area associated with the *secondary dwelling unit* may be permitted in the required front yard to a maximum of 50% of the width of the minimum lot frontage, or the maximum driveway width established by this by-law, whichever is lesser.

Where a *private garage* has been converted to a *secondary dwelling unit*, the required parking area for the primary dwelling and the secondary dwelling unit may be permitted in the required front yard to a maximum of 50% of the width of the minimum lot frontage or the maximum driveway width established by this by-law, whichever is lesser.”

(2) In Part 5, PARKING AND LOADING PROVISIONS, Section 5.2.4.3, Yards Where Parking Areas are Permitted, by adding a new clause d as follows:

“d) Except as provided in Section 5.4.2 d)”

(3) In Part 5, PARKING AND LOADING PROVISIONS, Section 5.4.2, General Parking Provisions for Ground Oriented Residential Dwelling Units in a Residential Zone, by adding a new clause d as follows:

“Notwithstanding the above, outdoor parking areas are permitted in the required front yard to a maximum of 50% of the width of the minimum lot frontage, or the maximum driveway width established by this by-law, whichever is lesser, in all Residential Zones except for the R2-3 zone.”

- (4) In Part 5, PARKING AND LOADING PROVISIONS, Section 5.2.9.1, Double Parking, second paragraph, by adding a new sentence after “tandem parking space” as follows:

“, which may be permitted within the required front yard”

- (5) In Part 5, PARKING AND LOADING PROVISIONS, Section 5.4 General Residential Parking Provisions, by adding the following provision and note after Table 5.5: Residential Parking Requirements For All Zones Except the Downtown Commercial (C6) Zone as follows:

“5.3.1 Notwithstanding Table 5.5, where a *Multiple Dwelling, Long Term Care Facility or Retirement Home* is permitted and the lot is directly abutting a GOVA route, the number of required parking spaces may be reduced by 10% of the minimum required parking spaces.”

- (6) In Part 5, PARKING AND LOADING PROVISIONS, Section 5.5 RESIDENTIAL PARKING REQUIREMENTS, by adding a new section 5.5.3 as follows:

“5.5.3. R2-3 Zone

- a) Notwithstanding other provisions of this by-law, the conversion of a *building* or part thereof in the R2-3 Zone to *dwelling units, boarding house dwellings or shared housing* shall be subject to the following parking requirements:

| Use | Minimum Parking Space Requirement |
|--|--|
| <i>Boarding house dwelling or shared housing</i> | 1/ <i>dwelling unit</i> , plus 0.25/ <i>guest room</i> |
| <i>Dwelling units</i> | 1/ <i>dwelling unit</i> |

- b) In the R2-3 zone, outdoor parking areas are permitted in the required front yard to a maximum of 50% of the width of the minimum lot frontage, or the maximum driveway width established by this by-law, whichever is lesser.

(7) In Part 7: COMMERCIAL ZONES, SPECIAL PROVISIONS FOR TABLES 7.1 AND 7.2, by:

(a) Deleting “Multiple Dwelling” in special provision 19.

(b) Adding special provision “20” as follows:

“20. Parking for “Multiple Dwelling” in the C5 Zone shall be calculated at the rate of 1 parking space per dwelling unit.”

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