



Parking Study - Terms of Reference

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1 INTRODUCTION

1.1 General

A Parking Study provides valuable information and analyses for the City of Greater Sudbury (“the City”) in the review of development and redevelopment applications in which the proponent is requesting a reduction in the number of required parking spaces. These Parking Study Guidelines (“the Guidelines”) outline the process, requirements, and structure of a Parking Study provided with development applications for the City’s review. These terms of reference may serve to similarly guide requests for reduction in the number of loading spaces, queueing spaces, or bicycle parking requirements.

1.2 Purpose

Parking is a key component of the transportation network and urban fabric of the City. Ensuring adequate and appropriate parking for residents and visitors contributes to Greater Sudbury’s land use efficiency, good urban design, and economic vitality. An oversupply of parking is costly for business, visually unattractive, and may negatively impact urban design and streetscape. Conversely, an undersupply of spaces may compromise access and circulation, and create spillover problems for adjacent uses. It is, therefore, important for the supply of parking to strike a balance between oversupply and undersupply.

1.3 City of Greater Sudbury Transportation Objectives

The City has identified eight transportation objectives through the Official Plan. They are:

- 1. Ensure that the existing transportation network is maintained in a state of good repair;
- 2. Ensure that the transportation network provides safe, convenient and efficient and effective movement for all people and goods in Greater Sudbury;
- 3. Support the expansion of the transportation network as demand justifies and ensure that improvements occur in a safe, efficient, environmentally sound and aesthetically pleasing manner;
- 4. Coordinate the development of Greater Sudbury with transportation, public transit and active transportation infrastructure to effectively reduce the number of automobile-oriented trips and the associated environmental impacts;
- 5. Promote all travel modes, including public transit and active transportation;
- 6. Provide affordable, convenient and reliable public transit service that enhances mobility and access;
- 7. Consider the needs of the physically challenged in the planning and design of all aspects of the transportation network; and,
- 8. Support programs that aim to reduce the environmental impacts of certain modes of transportation.

1.4 Needs and Justification for Parking Study Guidelines

As part of the development review and approval process, proponents may request a reduction to minimum parking standards. To streamline the development approval process, the City has prepared these Guidelines to establish a consistent template for the preparation of Parking Studies submitted to the City for review. Compliance with these guidelines will reduce the time necessary for consultation, review and the need for further revisions or submissions.

2 GENERAL REQUIREMENTS

This Guideline provides a general template for the preparation of a Parking Study in the City of Greater Sudbury. Parking studies should be completed using good engineering and planning judgement.

A Parking Study is based on establishing a minimum parking rate(s) for a land use(s) and supplemented by available local survey data or experience. A Parking Study must recognize the general principle that the parking demand generated by a development or re-development must be accommodated by on-site parking or acceptable alternative strategies to satisfy demand.

2.1 Parking Study Threshold

A Parking Study can be requested any time there is a request for a reduction in parking that is less than the minimum required standards, at the sole discretion of City Staff.

The majority of Parking Studies are undertaken for an existing building where an increase in floor area of a particular use or the introduction of a new use is being proposed. In these types of situations, an assessment of the existing reoccurring peak parking demand and demand ratio, and an analysis of additional parking spaces required by the proposal, can be done with reasonable accuracy and confidence.

2.2 Qualifications for Preparing the Study

A Parking Study must be prepared, signed, and sealed by a qualified Transportation Consultant and include sufficient details to inform decisions regarding the provision of an appropriate supply of parking for a development. Transportation Consultants include traffic engineers and transportation planners with responsible experience in the field of parking analysis.

3 PARKING STUDY CONTENTS

A Parking Study should include, but not be limited to, the following components:

3.1 Development Proposal Overview

This section should include:

1. Type of development application;
2. Breakdown of existing and all proposed land uses (including the Gross Floor Area ('GFA') related to each use); and,

3. A brief explanation of why the study was undertaken.

3.2 Site Description and Parking Review

The following information should be included:

1. Municipal address(es), general location, and surrounding land uses;
2. Property description:
 - a. Total building size and building locations, Gross Floor Area (GFA) in square metres
 - b. Land use summary (by GFA) for each land use, unit type, and total number of units for each unit type for residential development
 - c. Whether the site is subject to site plan control
 - d. Tenant information, number of occupied units, current vacancy by unit type (if applicable)
 - e. Date of occupancy and approximate hours of operation (if applicable)
 - f. Planned phasing of the development (if applicable)
3. Parking description:
 - a. Existing legal parking spaces on-site (if applicable), including those identified in existing site plan control agreements and whether:
 - i. They are encumbered (e.g. within an easement or identified for snow storage in the winter); and,
 - ii. They are appropriately demarcated
 - b. Proposed parking supply, including any accessible, oversized, or loading spaces
 - c. Off-site parking agreements (with registered agreement provided for review), if applicable
 - d. Proposed modification to existing parking (if applicable)
 - e. Available on-street parking in the area (including a description of the cross section of the road), and the applicable on-street parking by-law regulations (e.g. four hour street parking maximum or no parking within 3 metres of a fire hydrant) (if applicable)
 - f. Off-site public parking in the area (if applicable)
4. Zoning By-law Parking standards
5. All access driveways to the site and to surrounding uses
6. Surrounding multi-modal transportation infrastructure

7. Previous amendments to the minimum parking requirement(s) in the City's comprehensive Zoning By-law (either through a Zoning By-law Amendment or/and Minor Variance application) for the site

The Zoning By-law standards should be confirmed with the Building Services Section.

3.3 Parking Survey Methodology

The Consultant should confirm survey locations, dates and times, number of survey iterations, number of proxy sites, duration of the survey(s), locations and the type of survey(s) to be conducted with the City prior to conducting a parking survey(s). The following information and method should be included and summarized:

3.3.1 Survey Methodology

Describe the survey methodology, including the proxy sites selected, days, times, intervals, weather condition, assumptions made and any special circumstances that may affect the survey results:

1. Survey Locations – Existing site (if applicable) and/or proxy sites that are comparable to the proposed development.
2. Proxy Site – An appropriate proxy site or sites should be selected and reviewed with the City prior to a conducting survey(s). Typically, a minimum of two (2) proxy sites are required. This section of the Parking Study should summarize:
 - a. Address of the proxy site(s)
 - b. Land uses (including GFA for each land use on the property)
 - c. Vacancy (number of unoccupied units, or amount of unoccupied GFA)
 - d. Characteristics (including transportation context, i.e., access, surrounding land uses or neighbourhood characteristics, walkability, public transit access, etc.)
 - e. Comparability between the proxy site and the proposed site (why they will generate similar parking demand)
3. Timing – This section summarizes the timing of the survey(s). A parking survey(s) should not be undertaken during holidays, or all days of the week leading up to or following holidays and should occur during the season or time of year appropriate to the development. The survey timing as summarized below should be reviewed by Staff. The following should be summarized:
 - a. Date of the parking survey(s) (typically at least two [2] days of data collection are required and should be confirmed with Staff. For uses that generate significant weekday and weekend demand [i.e. commercial uses, residential visitor, etc.], a minimum of two [2] days of surveys should be conducted for each weekday or weekend day)

- b. Survey timing (appropriate time periods should, at a minimum, be chosen to cover typical operating hours and peak demand, and the hours leading up to and following operating hours, or peak demand. For specific sites and in specific contexts, survey timing may need to be adjusted appropriately. A survey(s) should be conducted with frequency no less than 30-minute intervals [i.e., 15- and 30-minute intervals are acceptable] and the peak parking demand should not be observed within the first or last intervals).
4. Survey Area – If on-site parking is at capacity, is charged, or in determining visitor parking demand, off-site parking in the area should be surveyed. Typically, surveys should capture off-site parking in the area including on-street parking and off-site public parking within an approximate radius of 100m (can be made larger or smaller at the discretion of staff) .
5. Survey Type – In most instances, typical parking demand surveys counting the number of vehicles on-site for each interval will suffice. In most instances, the following survey type is anticipated:
 - a. Parking demand by parking space / area (for certain sites or applications, it may be pertinent to understand parking demand by area of the site or for specific parking spaces [i.e., large sites or sites with multiple types of parking spaces/uses])

However, depending on the nature of the development, a more detailed parking survey(s) may be necessary and should be selected accordingly and verified with Staff:

- b. Parking turnover survey (for certain sites or applications, understanding parking turnover may be important to understand if the proposed supply is appropriate. This is commonly the case for very high turnover uses, or for understanding illegal parking activity)
 - c. Parking trace survey (for certain sites or applications, understanding who the users of the parking spaces or areas are may be beneficial. This may apply for sites with multiple uses, multiple tenants or patrons, on-street parking activity, illegal parking activity, etc.)

3.3.2 Surveying Results & Analysis

The results of the parking surveys should be summarized in the report with the detailed or raw survey data included in an appendix. The summary should include the following information:

- Day(s) of the survey
- Total on-site parking supply (both actual [i.e., accounting for snow storage, obstructions, etc.] and total) including all types such as accessible, reserved, visitor, resident, etc.)
- Observed parking demand (legal, illegal, on-street, off-site, visitor, resident, etc.)

- Observed peak parking demand (the time peak occurs, and the duration of the peak)
- Peak utilization rate (percentage of parking demand over the total parking capacity)
- Peak parking demand ratio (per unit, per 100 m² of occupied GFA, per employee, etc. for each observation period)
- Adjusted peak parking demand, utilization rate, and demand ratio (adjustments must be made based on the vacancy of the proxy site or subject site, and for seasonal variation, if applicable. For uses subject to seasonal variation [i.e., shopping centres, retail, hotel, etc.], peak parking demand should be adjusted based on best-practices such as the ITE Parking Generation Manual or Shared Parking Second Edition from the Urban Land Institute and verified or reviewed by City Staff)
- Future projected parking demand (project future parking demand by applying the peak adjusted parking demand rate to the development as proposed)
- Assessment of the proposed parking supply (determine if the parking supply proposed is adequate to accommodate the projected demand)

If the parking proposal involves shared parking or synergy between differing uses (as part of mixed-use developments), this information should be summarized accordingly. It may be the case that through proxy site surveys, parking supply and demand rates will need to be blended within the analysis based on the range of land uses. However, the blending of rates may also need to consider vacancy for each use, and seasonal variation by use. All calculations should be documented appropriately into the results and/or analysis section of the Parking Study.

3.4 Alternate Solutions

In the instance that the parking supply proposed may not satisfy the projected demand, or in other circumstances, alternative solutions to accommodating demand on-site can be explored as summarized below.

3.4.1 Shared Parking Agreements with Adjacent Properties

The City can accept shared parking agreements between adjacent landowners. In order to accept the shared parking opportunities with off-site properties, the shared parking agreement should be registered on title (with the City as a registered party) and reviewed by the City.

3.4.2 Transportation Demand Management (TDM) Plans

It is noted that TDM measures are not a substitute for undertaking parking surveys to quantify parking demand. The City is a strong advocate of TDM and encouraging

alternative methods of transportation and will consider TDM measures and initiatives towards proposed parking reductions.

For development applications where the criteria of Section 2.1 are met, a TDM Plan should be provided with the application to encourage a reduction in single-occupancy vehicle ('SOV') travel as greatly as possible.

The consultant must provide the method of implementation and recommendation on securing the proposed TDM measures. Further, the consultant must provide an acknowledgement by the applicant that they are prepared to implement the TDM measures. An estimate should be performed on the influence the TDM measures will have on reducing parking demand. This analysis shall be performed by the consultant and should follow sound engineering and planning best practices.

3.5 Conclusions and Recommendations

A summary of the key findings should be provided including a summary of:

- The proposed development
- The applicable Zoning By-law parking requirements
- The parking reduction proposed
- Parking survey methodology
- Parking survey findings
- Parking recommendations
- TDM measures

3.6 Letter of Justification or Parking Brief

In the instance a Parking Study is not required (reference Section 2.1), a Letter of Justification or a brief parking summary with a TIS will suffice. As with the Parking Study, these items must be completed by a qualified engineer. The general structure should follow as below:

1. Provide a brief summary of the site characteristics
2. Provide a summary of the proposed development
3. Outline the parking supply proposed versus the applicable requirement
4. Verify that the parking reduction is less than 10% from the minimum requirements of Zoning By-Law 2010-100Z
5. Outline TDM measures as proposed, if applicable
6. Conclude the letter or parking section

4 DOCUMENTATION AND REPORTING

Two (2) hard copies and one (1) digital copy of the Parking Study and any subsequent amendments shall be provided to Planning Services in support of a development

application. Should changes to the original Parking Study be requested and these changes are deemed substantial by the City of Greater Sudbury, an updated Parking Study will be requested to replace the original.

The Parking Study and all related information submitted to the City of Greater Sudbury will be considered as public domain once submitted to the City.