



City of
Peterborough

To: Members of the General Committee

From: Michael Papadacos, Commissioner, Infrastructure, Planning and Growth Management (Acting)

Meeting Date: October 30, 2023

Report: Residential Parking Standards Review, Report IPGPL23-003

Subject

A report to present the findings of the Residential Parking Standards Review funded by the Provincial Streamline Development Approval Funding Program.

Recommendations

That Council approve the recommendations outlined in Report IPGPL23-003 dated October 30, 2023, of the Commissioner of Infrastructure, Planning and Growth Management (Acting) as follows:

- a) That the presentation of the Residential Parking Standards Review by Paradigm Transportation Solutions Limited, and Report IPGPL23-003 be received; and,
- b) That Staff be directed to implement the recommendations of the Residential Parking Standards Review (the study) as follows:
 - i. That Staff initiate the process of amending the Zoning By-Law to implement new parking design standards and parking rates that largely reflect the recommendations of the study with a target approval timeframe of Q3, 2024; and
 - ii. That Staff initiate the process of formalizing a procedure for the collection and use of Cash-in-Lieu of Parking with intent to support the creation of new parking infrastructure and support municipal carshare and bike share services with a target approval timeframe of Q3, 2024; and,

- iii. That Staff include a project in the 2025 Capital Budget to formalize a permit parking program together with any necessary changes to the on-street parking By-Law, as recommended in the Residential Parking Standards Review.

Executive Summary

- Parking plays a pivotal role in shaping urban landscapes and it impacts multiple facets of city life. The parking standards of the City's Comprehensive Zoning By-law #97-123 have not evolved with current development trends and guiding principles and policies for sustainable growth.
- Applications for development approvals frequently seek reductions in the minimum parking rates and design standards which requires extensive review of the impacts of these reductions by independent subject-matter experts on a case-by-case basis. Eliminating the need for independent review for most applications is consistent with the City's expressed desire to streamline the development approvals process and accelerate the creation of housing units.
- A combined approach of right-sizing the rate of parking, contributing towards municipal parking programs in lieu of private parking, improving parking design standards including requirements for bicycle parking and formalizing on-street parking is recommended to support growth in a responsible manner, in accordance with policy objectives of the new Official Plan (OP) dated April 2023.
- A Permit Parking program is recommended to support growth in a financially sustainable manner by optimally utilizing existing City assets. The Permit Parking program can support funding for parking-related infrastructure within the City.
- Adopting recommendations of the Residential Parking Standards Review supports objectives related to achieving the City's intensification targets, reduces challenges to development, promotes sustainable development, provides consistency in the development approvals processes, and encourages the creation of additional housing units. The flexible regulations provide an opportunity for the City to introduce alternative measures and options to address the requirements of new residential development while supporting sustainable transportation objectives, consistent with the City's 2022 Transportation Master Plan.

Background

Parking plays a crucial role in shaping our cities and neighborhoods. Parking exerts a deep impact on multiple facets of urban life, encompassing the environment, economy, affordability, resilience, equity, and the overall efficacy of our urban planning endeavors. Parking has a profound influence over the design, structure, and functionality of our

cities and neighborhoods, dismissing the notion that it is merely a minor technical facet within a broader development strategy.

Concerns regarding parking and the implications on neighbourhoods are common when considering new development proposals. The implications of insufficient parking include spillover impacts to public streets, public parking lots and front yards while requiring too much parking can negatively affect the feasibility of a development proposal. Sharing the responsibility for parking via municipal parking facilities and a revenue-generating permit parking program supports the tax base, furthers the City's desire to reduce reliance on personal automobile use, reduces the costs associated with the provision of on-site parking, and reduces the time and cost associated with justifying reductions of parking requirements.

'Right-sizing' the parking standards to facilitate development with an appropriate number of on-site parking spaces while supporting alternative modes of transportation furthers the City's objectives related to climate change, environment, urban design, and transit supportive densities.

The City of Peterborough originally introduced parking standards in the 1954 Comprehensive Zoning By-law for select zoning districts. In 1972, new residential parking rates and standards were introduced in a new Comprehensive Zoning By-law and have remained largely unchanged since that time. There is a pressing need for a comprehensive review of the existing parking standards in light of current circumstances, including the housing crisis, housing affordability and climate/environmental impacts.

When contemplating new neighbourhood developments, parking has been identified as a significant concern for the development community. The City's current minimum parking rates for several land uses are higher than those of most peer municipalities of similar size. In instances where a developer proposes to reduce the minimum standards, a study is typically required to justify the reduction, adding significant time and cost to process the application. This delay and expense is often exacerbated by concerns voiced by residents in the neighborhood where such new developments are planned, expressing apprehensions regarding parking overflow and illegal on-street parking issues arising from these developments. Recognizing the paramount importance of addressing these concerns and the need to "right-size" the supply of parking, the City identified the need to review current residential parking rates and standards as an important initiative for streamlining the development approvals process and for increasing and expediting the creation of new housing units.

The City of Peterborough retained Paradigm Transportation Solutions Limited (Paradigm) through a competitive bidding process to undertake a Residential Parking Standards review of the residential parking provisions of the City's current Zoning By-Law and other related municipal parking initiatives. The proposed recommendations are an important measure to streamline the approvals process and support the creation of housing units.

The new OP sets ambitious targets, aiming for a population of 125,500 people and 63,000 jobs by 2051, with 50% of new growth concentrated within the existing built-up area. This vision is already materializing through the emergence of medium and high-density residential and mixed-use developments in the Strategic Growth Areas.

Revising parking requirements of the Zoning By-law for new developments presents four pivotal opportunities. Firstly, it offers the chance to appropriately scale the supply of parking within the City. Secondly, it provides an opportunity to modernize accessibility and design standards for parking lots in site plans. Thirdly, it allows for the integration of standards accommodating the increasing popularity of alternative vehicle types such as bicycles, scooters, and electric vehicles. Lastly, it creates an opportunity to strategically employ parking-related incentives in alignment with the Transportation Master Plan's mode shift goals and furthers the City's climate action plan initiatives.

The Study is organized into four sections:

- i. **Parking Rates for Residential Land Uses:** The study recommends expanding land use categories, providing a nuanced approach to multi-unit residential parking.
- ii. **Electric Vehicle Charging Infrastructure:** Provisions for EV readiness to meet the growing demand for electric vehicles.
- iii. **Parking Design Standards:** Offers detailed guidelines for vehicular and bicycle parking design.
- iv. **Cash-in-Lieu of Parking:** Formalizing the policy and procedure, provides an opportunity to fund municipal strategic parking programs with rate adjustments to meaningfully manage parking supply.

Streamlining the Development Approval Process

On January 19, 2022, the Province announced a plan to earmark over \$45 million through a Streamline Development Approval Fund. This fund's purpose is to aid 39 of Ontario's largest municipalities in expediting and modernizing the development approvals process and bolster housing supply. Among the eligible municipalities, the City of Peterborough stands to receive up to \$1.75 million in funding. This allocation is intended to support initiatives geared towards streamlining the development approvals process and implementing diversity internship programs.

In alignment with the City and provincial objectives of promoting intensification and simplifying the development approval process, staff identified the Residential Parking Standards Review as a priority project as part of the background work to update the Zoning By-law.

The proposed recommendations in the Study are centered on strategically reducing minimum on-site parking requirements, together with other municipal parking strategies

aimed at encouraging modal shift in transportation, shared municipal infrastructure, and municipal revenue streams to fund municipal programs for car-share, bike-share and potentially electric scooters. This strategic maneuver aims to incentivize growth in areas well-served by public transit and alternative transportation options while concurrently reducing development costs.

Study Recommendations for Consideration:

Zoning By-law Requirements

The following recommendations are proposed in the Study for consideration via an update to the City's Zoning By-Law:

1. The list of residential land uses in the parking zoning by-law should be expanded to reflect the different types of residential land uses that are being constructed in the city and to tailor the parking requirements to each land use.
2. The use of area-based parking rates in the zoning by-law should continue and expanded to 5 areas, to better reflect areas identified for strategic intensification, areas with convenient access to transit service, and the unique opportunities and constraints within each area.
3. The recommended parking ratios should form the base parking requirements for all new residential development applications in the city.
4. The zoning by-law should incorporate the following regulations and conditions for reductions to support alternative modes of travel where appropriate:
 - (a) In Areas 1, 2 and 3, a reduction of 1 required vehicle parking space be permitted for every 5 long-term bicycle parking spaces provided in excess of the minimum bicycle parking requirements, up to 10% of the minimum number of required spaces.
 - (b) A reduction of 1 required vehicle parking space be permitted for every 5 bike share vehicles and dedicated spaces provided on a site, up to 10% of the minimum number of required spaces.
 - (c) A reduction of 4 required vehicle parking spaces be permitted for every dedicated car share space provided, up to 10% of minimum number of required spaces.
 - (d) A reduction in the required number of parking spaces of up to 10% of the total required spaces be considered for developments that require tenants to pay for their parking separately from the cost of their unit, subject to the conditions of this agreement being satisfactory to the City and being incorporated into a Site Plan Agreement.

5. The City should also consider a zoning provision by way of a requirement for proponents exceeding the minimum required parking to provide 1 dedicated car share space, plus an additional car share space for each additional 10 spaces provided.
6. The recommended shared parking ratios and calculation methodology should be adopted for calculating minimum parking requirements for mixed use developments.
7. The recommended Bicycle Parking Ratios should form the base bicycle parking requirements for all new residential development applications in the City.

The City's current Zoning By-Law (97-123 ZBL) establishes area-based parking requirements for each land use category based on the site location within one of three designated areas within City. Further, the current Zoning By-Law designates four categories of residential land uses for the purpose of identifying minimum parking requirements.

Based on the review of land use categories used in peer municipalities and development applications received at the City, the Study recommends expanding the land use categories. The revised categories provide more refinement to the multi-unit residential land uses to reflect the different styles and types of buildings and parking demand patterns associated with each.

The City's current Zoning By-Law differentiates parking rates across three designated areas. These area-based parking rates allow lower rates in certain areas that are considered to be less auto dominated, where there are municipal parking options, or to incentivise development in certain areas, such as the downtown.

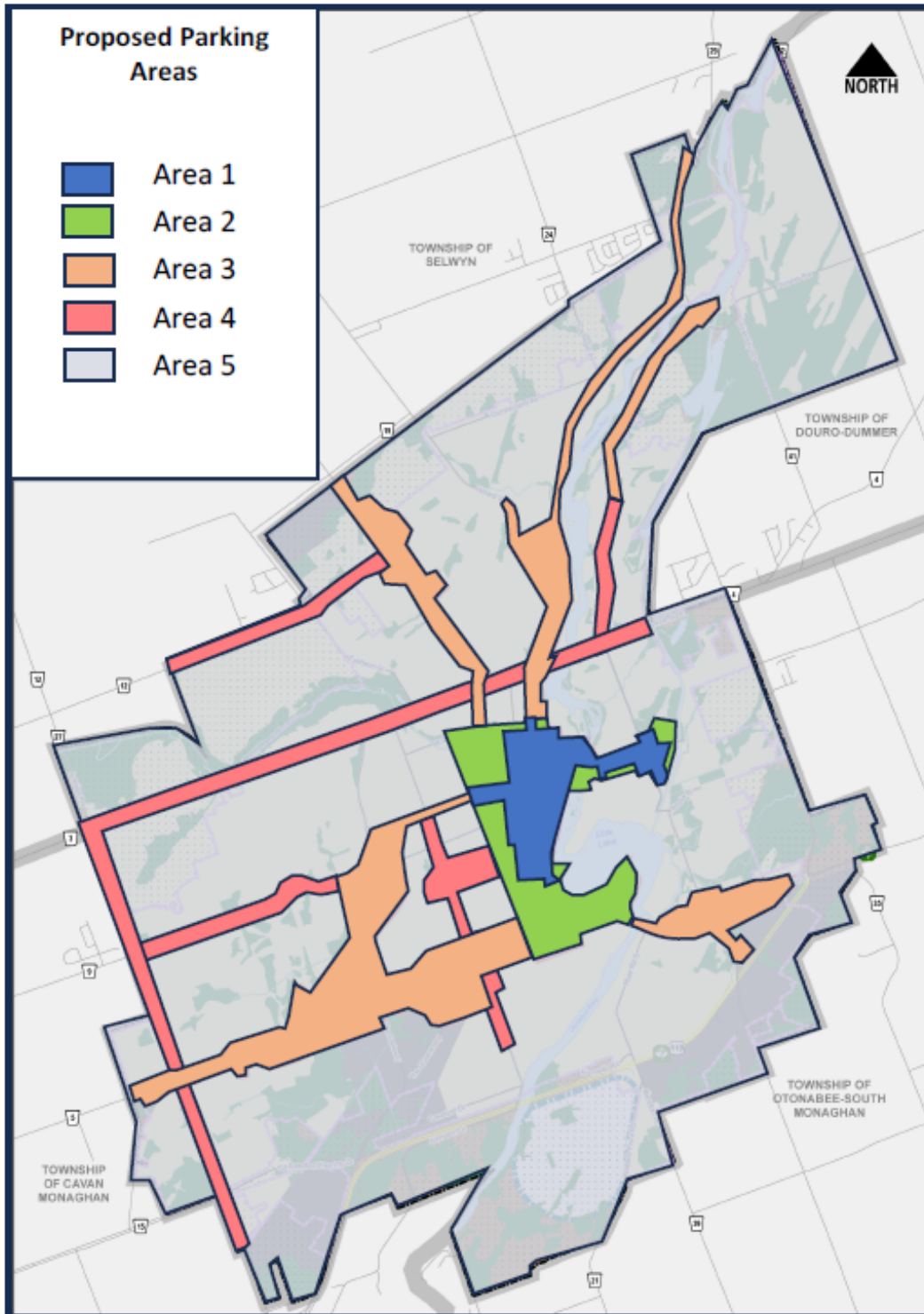
The Study supports the use of area-based parking rates, however, it recommends that the existing three areas should be expanded to five areas as illustrated in **Figure 1** to better reflect the areas identified for strategic intensification, areas with convenient access to transit service, and the unique opportunities and constraints within each area.

Based on review of parking requirements in peer municipalities combined with a review of parking occupancy data collected at six different types of residential land uses in Peterborough, base minimum parking requirements have been proposed for each land use category and each of the 5 parking areas.

For most land uses the minimum parking ratios are recommended to be reduced compared to existing requirements, particularly in the downtown (A1/A2) and along major intensification corridors (A3). This is consistent with trends in other urban municipalities that have updated their parking by-laws to reduce parking in favor of encouraging improved urban design, improved support for investments in public transit and active transportation, and lower reliance on automobile travel. The proposed reductions should also help to reduce the cost of housing by requiring fewer parking

spaces, which often go unused, and can represent a significant upfront capital cost for a housing project.

Figure 1 : Proposed Parking Areas



Minimum Bicycle Parking Ratios

The provision of secure and reliable bicycle parking, along with associated shower and change facilities is an important consideration in promoting cycling. Based on a review of parking requirements in peer municipalities, base minimum long-term bicycle parking and short-term bike parking requirements have been proposed for each residential land use category.

Parking Design Standards

The Parking Design Standards section in the Study provides direction for the detailed design of vehicular and Bicycle Parking in various land uses, recommendations related to the following elements are detailed in the study:

- i. Parking and Loading Bay Sizes and Aisle Sizes;
- ii. Accessible Parking Requirements;
- iii. Loading Space Requirements;
- iv. Parking Lot Design;
- v. Parking Lot Lighting;
- vi. Bicycle Parking Design Requirements; and,
- vii. Vehicle Stacking Space for Drive-Through uses.

Appropriate design standards recommendations from the Study should be incorporated into a zoning by-law amendment and be brought back to Council for further consideration.

Cash-in-Lieu of Parking

The use of cash-in-lieu of parking serves as a strategic approach to address parking supply management. This mechanism is frequently employed to achieve various objectives, including the promotion of shared parking, discouragement of excessive vehicle usage, provision of funding for transit programs, the revitalization of downtown cores, preservation of heritage structures, and the facilitation of redevelopment, particularly in cases where on-site parking options are constrained.

Under the new Official Plan for the City of Peterborough, the consideration of cash-in-lieu of parking is permitted within the Central Area and Mixed-Use Corridors. It is important to note that the Official Plan does not prescribe a specific rate. As of 2023, the current Cash-in-Lieu rate is established at \$7,110.05 per parking space.

One significant challenge associated with the existing cash-in-lieu rate in the City is its nominal basis, which is calculated with respect to the cost of providing a surface parking

space. However, the feasibility of creating new surface parking lots within the downtown Central Area is constrained. In cases where new municipal parking infrastructure is required in the downtown, it is probable that a structured parking solution will be necessary, incurring an approximate cost of \$46,000 per parking space.

Following a comprehensive review of the prevailing policy and cash-in-lieu practices in comparable municipalities, the following recommendations are proposed in the Study:

- i. Expansion of the areas within the City where the cash-in-lieu of parking policy is applicable to encompass the newly defined Areas 1, 2, and 3; and,
- ii. An adjustment of the cash-in-lieu of parking rate to \$17,000 per parking space. The recommended rate is based on a construction cost of approximately \$5,300 per parking space, along with the cost of land estimated at \$2,000,000 per acre or \$500 per square meter multiplied by 24 square meters, resulting in an average parking space cost of \$12,000, which includes 40%-50% of the aisle space.
- iii. Formalize a policy and procedure regarding the collection and utilization of Cash-in-Lieu of parking funding with intent to support the creation of new parking infrastructure, support carshare and bike share service as noted in the study. Further details regarding the formalization of the Cash-in-Lieu of parking will come forward in future report.

Permit Parking Program

Permit Parking programs are intended to accommodate the special parking needs of local residents by providing permits for street parking via exemptions to parking by-laws. The City's 'Strategic Downtown Parking Management Study' (2017) recommends that the City adopt an on-street residential parking permit program city-wide, based on the needs of any given area.

The Residential Parking Standards Review report from Paradigm also recommends the use of a permit parking program system to facilitate parking in residential areas and on select residential streets in the downtown area. This will allow local residents to park on select streets to address spillover impacts of residential intensification, in proximity of residential areas where dedicated public parking lots are not available. Where streets have sufficient right of way widths to accommodate parking and are not identified as major on-street bicycle routes, these should be considered as a shared asset to accommodate and support development and intensification as an alternative to expensive public parking structures and/or surface lots. A Permit Parking Program is recommended to support growth in a financially sustainable manner by optimally utilizing the City's assets. The program can support funding for parking-related infrastructure and programs within the City with the creation of a revenue stream.

The Permit Parking program is intended to address the following:

- i. Exemption to the three-hour maximum on-street parking limit:

- ii. Increasing the availability of on-street parking for local residents (resident only or resident preferred) in proximity of the Strategic Growth Areas and in residential neighbourhoods;
- iii. Providing increased parking opportunities for users with accessible needs;
- iv. Assist in addressing negative impacts of front yard parking issues in residential neighbourhoods by protecting greenspace, facilitating stormwater management and protecting service connections;
- v. Generate a revenue stream to support municipal programs related to parking and alternative modes of transport.

It is intended that operational issues like snow removal, garbage collection and dedicated bicycle lane assignments be reviewed and considered when assigning suitable locations for on-street parking facilities, acknowledging that these matters require careful attention.

Strategic Plan

The Residential Parking Standards Review recommendations are linked to all of the strategic pillars in the 2023-2050 Strategic Plan:

1. Growth and economic development;
2. Community and well-being;
3. Governance and fiscal sustainability; and,
4. Infrastructure.

The adoption of the recommendations of the study is in keeping with the priorities of the Strategic Plan by supporting intensification and sustainable development, it also plays a vital role in mitigating climate change by encouraging reduced car reliance, promoting alternative transportation methods, and fostering environmentally conscious urban planning practices.

Engagement and Consultation

Stakeholder feedback on the recommendations of the Study and proposed changes to the Zoning By-law was received through two rounds of workshops with the home building and development community. Representatives representing approximately five active City developers attended the first workshop and approximately eight developers attended the second workshop. The project team also received feedback via email from a few developers who were not able to attend the workshops.

The development community generally supported the approach to reducing minimum parking requirements for most residential land uses, particularly the reductions to the previous requirements in Area 2 and Area 3, which all agreed were too high for current needs.

Some of the developers felt that the proposed Cash-in-Lieu rate increase was too high for the Peterborough market, citing lower examples in some of the peer municipalities. Despite these concerns, it was also recognized that the lower parking minimums may in fact reduce the need for use of the Cash-in-Lieu of parking provisions for many projects.

There was some concern expressed with the concept of applying a maximum parking requirement for developments (initially proposed at 125% of the minimum parking requirements). As a result of this feedback, the maximum parking space regulation has been deleted and changed to a regulation to incorporate requirements for car share spaces where an applicant exceeds 125% of the minimum requirements.

The development community was also concerned with the preliminary recommendations related to the provision of infrastructure to support future Electric Vehicle charging stations. Based on this feedback, and discussion with staff, the team removed these requirements from the proposed recommendations.

Finally, there were also some concerns expressed about some of the detailed parking lot design requirements and how these could significantly increase ongoing maintenance costs for owners. As a result of this feedback, the study recommends that these items and design recommendations be considered as flexible guidelines vs. zoning regulations to be considered during the Site Plan Approval process rather than incorporating these into the zoning by-law.

A technical committee comprising staff from the planning, urban design, engineering, transportation planning, and parking divisions, and Accessibility Compliance Specialist was formed to guide the project.

A summary of the feedback received during the stakeholder engagement is enclosed in the Report attached as Appendix A.

Next Steps

Staff plan to utilize the Study's recommendations to revise the City's Comprehensive Zoning By-law #97-123 and establish a clear procedure for the collection and use of Cash-in-Lieu of Parking. The project timeline includes commencing the process of updating relevant sections of the Comprehensive Zoning By-law and formalizing the Cash-in-Lieu of Parking Policy in 2024, aiming for approval by Q3, 2024. Should Council direct staff to proceed with a Community Planning Permit System By-law as discussed in IPGPL23-005, these provisions would be integrated into that framework.

Contingent upon the approval of a capital budget, the City intends to initiate the formalization of the Permit Parking program in 2025, aligning it with the study's recommendations, including a review of operational considerations respecting winter control and other elements of implementation, and making any required modifications to the on-street parking By-Law. If the City successfully secures funding through the Canada Mortgage and Housing Corporation's Housing Accelerator Fund (HAF), there may be an opportunity to fund and initiate the on-street parking permit program at an earlier date, as an important strategic initiative to support parking reductions and promote growth.

Budget and Financial Implications

The study was funded by the Provincial Streamline Development Approval Fund. The work recommended by the study can be carried out by staff in consultation with the stakeholders and the public. Staff resources will be required to implement all the recommendations. Further details regarding specific costs related to the creation of the Carshare and Bike-share programs, Permit Parking program, and, formalization of the Cash-in-Lieu of parking will come forward in future reports related to those specific initiatives.

Conclusion

The Residential Parking Standards Review proposes a multi-faceted approach to addressing parking, including recommendations for amendments to the Zoning By-law, formalizing a policy and procedure for Cash-in-lieu of parking policy, and implementing an on-street parking permit system. The recommendations reflect a forward-thinking approach to sustainable urban development. The engagement with stakeholders and consultation processes have ensured that the perspectives of key players have been considered, reinforcing the City's commitment to inclusive and transparent decision-making. As the City of Peterborough looks ahead to a future marked by growth and sustainability, the recommendations presented in this Residential Parking Standards Review serve as a strategic guide for fostering a vibrant, accessible, and environmentally conscious community for all residents and visitors.

Attachments

Appendix A: Residential Parking Standards Review, prepared by Paradigm Transportation Solutions Limited, October 12, 2023

Submitted by,

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