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Phase 2 Parking Provisions Report

Town of Whitby Comprehensive Zoning By-law Study

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IN THE ZONE

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1 Introduction

This report forms part of the Whitby Zoning By-law Review Study, a comprehensive phased undertaking that sets out to update Whitby's existing Zoning By-laws into a new single Comprehensive Zoning By-law for the Town. The overall intent of the Zoning By-law Review Study is to create a new Zoning By-law that will implement the Official Plan, that is clear, concise and easy to read and that provides necessary land use and built form direction while being flexible in implementation where appropriate.

The objective of this report is to provide an outline for the ultimate parking and loading provisions for the new Comprehensive Zoning By-law.

Section 1 of this report provides an introduction and summarizes the Phase 1 Parking report produced as part of this Study.

Section 2 of this report broadly outlines the parking and loading provisions that will be carried forward from existing Zoning By-laws 1748 and 2585, as well as where and how these provisions will be updated based on the work done in Phase 1 and comments received as part of the Study process.

Section 3 addresses next steps in the Study.

1.1 Summary of the Phase 1 Report

The Phase 1 Parking report included the following:

- High level comparison of the parking provisions in the three existing Zoning By-laws which identified that Zoning By-laws 1784 and 2585 contain almost the same provisions while those in Zoning By-law 5581-05 are more scoped;
- Best practice review on key elements raised by the Town, including:
    - Location of parking on Private Driveways for Ground Oriented Dwelling Units (pathways vs. driveways);
    - Minimum Parking Space Dimensions for Ground Oriented Dwelling Units;
    - Minimum Private Garage Dimensions for Ground Oriented Dwelling Units;
    - Parking rates for Accessory Apartments;
    - Commercial Vehicle Parking in Residential Zones;
    - Apartment Parking Rate;
    - Stacked Townhouse Rate;
    - Accessible Parking Rate;
    - Bicycle Parking Rate;
    - Shared Parking in the Downtown;
    - Reducing Residential and Restaurant Parking Rates in the Downtown;
    - Residential Parking by Bedroom in the Downtown;
    - Office Parking Rates;
    - Shopping Centre Parking Rates;
    - Electric Vehicle Parking Requirements;
    - Drive-thru Stacking Lane Requirements;
    - Airbnb and Short Term Rental parking;
- Identification of relevant policies in the Official Plan; and
- Identification of wording or clarity changes to existing provisions in the Parking and Loading section of the existing Zoning By-laws 1784 and 2585.

Upon further review, most of the Official Plan policies noted in the Phase 1 report are more appropriately implemented through development applications, including the site plan control process and have not led to recommended changes to the zoning.

2 Outline of Proposed Parking Section of the New By-law

Whitby's Parking and Loading sections within the existing Zoning By-laws were very recently updated after extensive study and thus, no extensive review is proposed as part of this Study. However, Phase 1 included a review of certain provisions at the Town's request; recommendations from which are incorporated into this report.

This section of the report sets out a blue print for the new Parking and Loading section of the new Comprehensive Zoning By-law. This blue print is based on the existing sections of Zoning By-laws 1784 and 2585. Most of the existing provisions are being carried forward, and this section identifies recommended changes based on the Phase 1 report, as well as from comments received through the Study process.

2.1 General Provisions

Applicability of this Section

This section explains that every lot and building are subject to parking and load provisions and that parking and loading spaces have to be provided on the same lot in accordance with the standards of the parking section. This section should be carried forward but simplified. It could also be addressed in the interpretation section of the by-law.

Parking Spaces Required

This section outlines how parking space requirements are calculated. This section could be brought forward in the new Zoning By-law but with recommended updates as follows to reflect the best practice review and recommendations of the Phase 1 Parking Report:

- Delete subsection e), which addresses uses not listed in Table 4A, since the last row of Table 4A already applies a rate (1 space/23 square metres) for uses not specifically listed;
- Reduce the apartment parking rates from 1.25 spaces plus 0.25 spaces per unit for visitors to 1 space per unit plus 0.25 spaces per unit for visitors. This new rate is based on the best practice review on this matter conducted as part of the Phase 1 Parking Report;
- Consideration was given to addressing apartment parking space rates by bedroom, particularly in the Downtown, but as only one zoning by-law example was found, introducing parking rates for apartment units by bedroom type is not recommended;

- Simplify the shopping centre parking rate to 1 space per 23 square metres, regardless of the size of the facility;

- Carry forward the existing West Whitby rate for stacked townhouses of 1.25 spaces per unit plus 0.25 spaces for visitors and apply it to the entirety of the Town by adding this requirement to Table 4A;

- Introduce an indoor recreational facility rate which covers uses such as paintball, escape rooms, axe throwing, laser tag, etc. at a rate of 1 space per four person capacity, which is consistent with the existing private club rate is also recommended;

- Incorporate the requirement for one parking space to be provided for a home based business with any employee or assistant who is not an occupant; and

- Introduce parking standards for a veterinary clinic, which based on other example municipalities, is recommended at a rate of 1 space per 25 square metres.

The best practice review identified the option to introduce required parking for short term rentals, such as Airbnb. Given the limited examples of parking for Airbnb, no additional parking requirements for this use are recommended. In addition, if an entire dwelling unit is being rented out, there would be no need for additional parking beyond what is required for a dwelling unit.

In the Rossland/Garden Urban Central Area Secondary Plan, there are specific parking rates. It is recommended that this policy be deleted through amendment to the Official Plan as opposed to introducing specific rates only for the area covered by this Secondary Plan.

A reduction of apartment parking rates is being considered if the property is located in proximity to a transit corridor. A reduction could work where there is fixed rapid transit, such as near the Whitby GO Station or along the future Dundas BRT. Other municipalities have implemented reduced rates in proximity to bus routes. A similar approach has been used in Peterborough, Kingston and London which have delineated several parking areas with different parking space provisions for each use. Kingston allows any portion of a lot within 600m of a Kingston Transit Route to have reduced parking. Something similar could be explored in Whitby.

A couple options exist to consider this request:

Option 1: Keep the current rate for apartments.

Option 2: Develop a reduced rate for apartments around the GO Station and BRT corridor only.

Option 3: Develop a reduced rate for apartments around the GO Station and along the Dundas BRT corridor as well as other transit routes. These routes

could be identified through overlay zones which would establish different parking rates based on proximity to transit facilities.

Parking Space Dimensions

The section on parking space size requirements will be brought forward with the following additional changes:

- There does not appear to be a need for different parking space sizes based on whether it's in a parking area or parking structure because the sizes provided in each scenario are the same. Therefore subsection b) should be deleted;

- Based on the findings of the Phase 1 Parking Report, introducing a subsection that permits a reduced parking size width of 2.6m where two vehicles are parked side by side on a driveway related to the same unit is recommended; and

- A requirement ensuring obstructions adjacent to spaces do not preclude the functional use of the space is recommended.

Additions to Buildings and/or Change of Use

Theis section addresses where additions to a building are made or the use on a site changes. These provisions should be carried forward into the new Zoning By-law, except there is no need for subsection c). If a new use is introduced and the parking rates are less than what was previously required then the rates in the by-law would apply.

Multiple Zones

This section addresses scenarios where more than one zone applies to a single property. It is not required and can be deleted.

Surface Treatment

This section addresses the parking surface treatment and marking of spaces. These matters can be addressed through site plan control. A reduction in hard surface requirements allows for further infiltration.

Driveway Setback to an Intersection

This section addresses how far a driveway must be from an intersection. It should be carried forward without change.

Parking and Storage of Display Vehicles

This section outlines that storage of parking for certain uses, such as a car dealership does not count towards the minimum parking requirement. It should be carried forward without change.

Cash-in-Lieu of Parking in the VB (Village of Brooklin) Zone

There are a couple of options regarding the existing cash-in-lieu provisions

- Option 1: Delete cash-in-lieu parking requirements so that they are not permitted in any zone.
- Option 2: Amend the application cash-in-lieu provisions such that they apply not only to Downtown Whitby, but other areas as well, such as near the GO Station and in Downtown Brooklin.
- Option 3: Carry forward provisions to permit cash in lieu only in the areas currently covered by the VB zones.

Further discussions with the Town will be undertaken on this matter to understand how often cash-in-lien parking provisions are applied and the desirability of keeping and or expanding the permission.

Parking Structures

This section outlines setback requirements for both underground and aboveground parking structures. It should be carried forward without change.

2.2 Accessible Parking Requirements

Ratios for Minimum Number of Spaces

This section of the existing by-laws addresses the number of accessible parking spaces required. It should be brought forward with the following refinements.

The first sentence of subsection c) should be deleted. It provides direction that residential accessible parking space provisions be calculated based only on the visitor parking rate provisions. This is not the standard approach taken across other zoning by-laws reviewed during Phase 1. Rather, the rate should be calculated based on all parking required.

Dimensions and Shared Access

This section addresses the size and access of accessible parking spaces. It should be carried forward without change.

2.3 General Residential Parking Provisions

Location of Parking

This section addresses where on a residential lot parking is permitted. It should be carried forward, but the reference to parking area and surface parking area should be clarified as well as their relation to a parking spot in a driveway.

Number of Private Driveway Entrances

This section addresses the number of driveways permitted on a residential lot. It should be carried forward but clarity will be needed for the number of driveways permitted for mixed use zones.

Provisions for Circular Driveways

This section addresses provisions for circular driveways for lots with 25m or more of frontage in residential zones. It should be carried forward but subsection d) needs to be simplified.

The provisions for circular driveways were considered as sometimes these may not be in line with the character of some neighbourhoods. However, it is noted that large parts of Whitby do not meet the minimum 25 metre frontage required for circular driveways.

Parking Provisions for Ground Oriented Dwellings

This section provides additional locational requirements for parking for ground oriented dwellings such as single detached, semi-detached, duplex and townhouse dwellings. This section should be carried forward but should be combined with the section on "Location of Parking" above to eliminate confusion and the following should be revised:

- The list of dwellings the provision applies to will be updated, as needed; and
- Subsection e) needs to be updated to provide additional clarity as this provision is currently confusing to interpret, given the reference to both interior side yards and exterior side yards.

Private Driveway Widths for Ground Oriented Dwelling Units

Section 3.5 addresses the maximum driveway width. A best practice review conducted in Phase 1 examined how other municipalities limit driveway widths. The best practice review did not identify one consistent approach, but rather different approaches.

This section should be carried forward with the following updates:

- The list of dwellings the provision applies to, will be updated, as needed;

- An additional provision should be added that where there is no garage, a maximum driveway width of 6 metres is permitted.

- Subsections c) and d) could be combined with references to the requirements for two and three car garages.

Private Garage Dimensions to Accommodate an Unobstructed Parking Space

This section addresses the minimum size of private garages. Garage sizes were examined as part of the best practice review, and the existing requirements were considered reasonable to ensure a functional garage that provides opportunity for limited storage as well as parking of a vehicle. As such, no change to the minimum garage size dimensions are recommended.

Driveway setback to a Side Lot Line

This section addresses the setback required between a side lot line and driveway. It should be carried forward without change.

Private Garage Setback to a Street line

This section addresses how far back a garage door must be set from a street. It should be carried forward without change.

Private Garage Setback to an Aisle

This section addresses distance between a private road and garage or parking space. It should be carried forward, with consideration of requiring 5.8 metres to a garage.

Driveway and/or Aisle Width Serving a Multiple Unit Residential Dwelling

This section addresses aisle widths in multiple unit developments. It should be carried forward with changes to update housing types.

2.4 General Non-Residential Parking Provisions

Location of Parking

This section addresses setbacks of parking spaces from street lines. It should be carried forward.

Location of Parking in the VB (Village of Brooklin) Zone

This section addresses permitted parking locations within specific zones within the Village of Brooklin. It needs to be updated as the new Comprehensive Zoning By-law will not have specific VB Zones. The provisions will need to be reworded to be applied to the appropriate areas, as needed.

Off-Site Parking in the VB (Village of Brooklin) Zone

This section addresses parking off-site (i.e. on a different lot than the use it is required for) within specific zones within the village of Brooklin. It will need to be updated as the new Comprehensive Zoning By-law will not have specific VB Zones. The provisions will need to be reworded to be applied to the appropriate areas, as needed. This provision can be combined with 4.2, to address both on-site and off-site parking in the same section.

Driveway Width Serving Parking Area of a Non-Residential Use

This section addresses driveway widths for non-residential uses. It should be carried forward without change.

Aisle Width Serving a Parking Area of a Non-Residential Use

This section addresses aisle widths for non-residential uses. These provisions are very similar to the provisions for parking areas serving a residential use. It is not clear why separate residential and non-residential sections are required particularly with increased use of mixed-use zones.

2.5 Loading Space Regulations

Existing subsections 5.1 through 5.4 collectively address matters related to loading spaces. These provisions should be carried forward. Subsection 5.5 can be deleted as it simply refers back to another section (1.4) which already applies. Consideration may be given to introducing a reduced loading space depth for smaller commercial uses.

2.6 Parking Provisions for Other Vehicles in Residential Zones

Parking of Commercial Vehicles in Residential Zones

This section addresses parking of commercial vehicles in residential zones. It should be carried forward except to update the wording in subsection f) so that it does not conflict with subsection e) by removing ‘any yard’ and replacing it with ‘interior side yard or rear yard’.

In terms of subsection h) pertaining to the size of commercial vehicles parked in residential areas, a comment was received to consider an increase in the commercial vehicle size permission. This was reviewed in the Phase 1 Report and Whitby’s standards generally align with the largest of permissions noted in other municipalities. Therefore no change is recommended.

Parking of Recreational Vehicles and Trailers in Residential Zones

This section addresses parking of recreational vehicles and trailers in Residential Zones. It should be carried forward.

2.7 Parking Provisions for Other Vehicles in the Agricultural (A) Zone

Existing sections 7.1 and sections 7.2 address parking of commercial, recreational vehicles and trailers in the Agricultural Zones. These provisions should be carried forward. Subsection g) should be deleted as it conflicts with subsection f). The sections may need to be updated to address changes to the rural/agricultural zones in the New Comprehensive Zoning By-law. Consideration will also be given to consolidating this section with the previous.

2.8 New Sections

In addition to the above noted changes, the following new sections are proposed to be added to the Parking and Loading Section:

- A new section addressing bicycle parking rates should be created. Parking rates of 0.5 spaces per unit for long term bicycle parking and 0.1 spaces per units for short term bicycle parking is recommended based on the Best Practice Review conducted in the Phase 1 Report.

- Also, based on the best practice review conducted in Phase 1, introducing provisions for shared parking in the Whitby Downtown is recommended. The shared parking rates found in the City of Vaughan's zoning by-law are recommended to be used as an example in developing the rates. The exact boundary of where the shared parking rates would apply will be confirmed pending the finalization of the Downtown Secondary Plan.

- Based on the previous best practice review, it is considered appropriate to permit a reduction of parking space rates for restaurants and apartments buildings in the Downtown. As discussed in the Phase 1 report, a simple application for this reduction could be similar to Grimsby where only 80% of the rates required elsewhere were required in the Downtown. Further discussion on the appropriate rates with Town staff is required to determine the appropriate rate.

- A section on electric vehicle parking spaces should be introduced.

- Another addition contemplated through the best practice review would be to add provisions for stacking rates for drive throughs as seen in other best practices. For simplicity, St. Catherine's provisions should be used as a basis, although the car wash rates may be increased from 3 to 5 to align closer to what is seen in other municipalities. Ultimately the standards proposed will be on the lower end as minimums, relying on the site plan process to ensure a functional site on a case by case basis.

Some comments were received regarding the addition of provisions that would support drop off zones as well as autonomous vehicle parking. Through the review of best practices, this is not something commonly seen across the municipalities. Drop off/curb-side pick-up should be encouraged through site plan approvals and autonomous vehicle

parking likely wouldn’t differ from vehicular parking spaces. No new sections are proposed on these matters.

3 Next Steps

The purpose of this report is to identify and consider the existing parking provisions in Whitby and certain key topics that may need updating or to be added into the new Comprehensive Zoning By-law, as informed by other municipalities in Ontario.

In Phase 3 of the Study, the information prepared within this report will form the basis for the draft parking section of the new Comprehensive Zoning By-law.

