



INCORPORATED 1855

# TOWN OF WHITBY REPORT

## RECOMMENDATION REPORT

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<b>REPORT TO: Planning and Development Committee</b>	<b>REPORT NO: PL 146-08</b>
<b>DATE OF MEETING: November 24, 2008</b>	<b>FILE NO(S): Z-04-08</b>
<b>PREPARED BY: Planning/Public Works Joint Report</b>	<b>LOCATION: Town of Whitby</b>
<b>REPORT TITLE/SUBJECT:</b>	<b>Parking Study to Review and Update Zoning Standards and Provisions Public Meeting - Presentation of Consultant's Findings and Recommendations</b>

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### 1.0 **RECOMMENDATION:**

1. That Planning/Public Works Joint Report Item No. PL 146-08 summarizing the consultant's findings and draft recommendations regarding the Parking Study be received for information; and,
2. That the consultant's final report take into account comments of the technical steering committee, comments received at the Open House and Public Meeting and be prepared and presented early in the first quarter of 2009.

### 2.0 **EXECUTIVE SUMMARY:**

The purpose of this report is to allow the Parking Study consultant to present a summary of the analysis and draft recommendations of the study and receive Planning and Development Committee feedback and further public input.

The final report and recommendations for updating the Town's Zoning By-laws will be completed early in the first quarter of 2009.

The results of the study will provide the information necessary to update the parking standards and provisions in the Town's Zoning By-laws.

### 3.0 **ORIGIN:**

In December 2007, Council retained MMM Group Limited (MMM) to undertake a Parking Study and make recommendations to update the Town's Zoning By-law

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parking standards and provisions. The Project Manager for MMM is Ms. Geri Kozorys-Smith, a professional planner with 31 years experience in the planning and parking field.

#### **4.0 BACKGROUND:**

The Town has reviewed and implemented specific parking standards incrementally over the years to address issues and accommodate changing requirements. As a result, there are different definitions, standards and provisions related to parking for various land uses across the Town.

The purpose of the Study is to examine the off-street parking standards for all land uses and investigate specific issues like the parking of commercial and recreational vehicles in residential areas. The study will provide recommendations for changes as appropriate.

The objective is to update the Zoning By-law standards and provisions related to parking without compromising streetscape appearance and urban design guidelines. Another objective is to implement a consistent and contemporary set of parking standards throughout the Town.

#### **5.0 DISCUSSION/OPTIONS:**

##### **5.1 Study Work Plan**

The Study is being administered through a Technical Steering Committee (TSC) made up of staff from various departments. The consultant's Work Plan involves the following activities:

- Activity 1: Project Initiation Meeting (Meeting No. 1)
- Activity 2: Familiarization with Background Material
- Activity 3: Consultation (Round I)
- Activity 4: Surveys of Other Municipalities
- Activity 5: Interim Findings/Steering Committee Meeting (Meeting No. 2)
- Activity 6: Analysis of Survey of Other Municipalities
- Activity 7: Resident Interviews
- Activity 8: Parking Utilization Surveys
- Activity 9: Parking Survey Summary
- Activity 10: Background Study Report
- Activity 11: Steering Committee Meeting (Meeting No. 3)
- Activity 12: Assessment of Parking Standards
- Activity 13: Options Report/Steering Committee Meeting (Meeting No. 4)
- Activity 14: Consultation (Round II)
- Activity 15: Draft Report
- Activity 16: Steering Committee Meeting (Meeting No. 5)

- Activity 17: Consideration of Input Received/Final Options Report
- Activity 18: Final Presentation

This Work Plan provides a systematic methodology to ensure that the basic study components of Background and Analysis, Options and Alternatives and finally Recommendations are covered in the study process.

## **5.2 Status of Activities**

Activities 1 through 14 will be complete upon the consultant's presentation of the study findings and draft recommendations to the Planning and Development Committee which is the subject of this report.

Activities 15 through 18 involve preparing the draft final report for review and input from the Technical Steering Committee and thereafter presenting the final report and recommendations to the Planning and Development Committee. This work will be completed early in the first quarter of 2009.

## **6.0 PUBLIC COMMUNICATIONS/PLAN:**

Notice of the subject Public Meeting, which includes an Open House prior to the consultant's presentation, was advertised twice in the newspaper, posted on the Town's website and a direct mailing to interested parties and stakeholders was also undertaken. In order to accommodate further input after the Public Meeting, any additional written comments should be received by Friday, December 5, 2008.

## **7.0 CONSIDERATIONS:**

### **A. PUBLIC**

N/A

### **B. FINANCIAL**

N/A

### **C. IMPACT ON & INPUT FROM OTHER DEPARTMENTS/SOURCES**

N/A

## **D. CORPORATE AND/OR DEPARTMENT STRATEGIC PRIORITIES**

Strive for balanced, attractive and environmentally responsible development.

### **8.0 SUMMARY AND CONCLUSION**

Council authorized undertaking a Parking Study with the objective of updating the Town's Zoning By-law parking standards and provisions. The consultant has completed the background, analysis and preparation of draft recommendations of the study. The final report will be completed in the next two months. The presentation of the final report and recommendations for updating the Town's Zoning By-laws will be scheduled for early in the first quarter of 2009.

### **9.0 ATTACHMENTS**

Attachment #1: Consultant's Summary of Findings and Draft Recommendations

For further information contact:

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Greg Hardy, Ext. 2259

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Robert B. Short, Director of Planning, Ext. 4309

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Suzanne Beale, Director of Public Works, Ext. 4311

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Robert Petrie, Chief Administrative Officer, Ext. 2211

## Study Purpose

- To review, consolidate and update the parking standards in Zoning By-laws 1784 and 2585
- To address specific issues identified by the Town and/or public including:
  - Commercial vehicle parking in residential zones
  - Recreational vehicle parking in residential zones
  - Parking standards for group homes
- To review design related standards and guidelines including the size of the garage

# Town of Whitby Parking Study

Progress Report and  
Preliminary  
Recommendations

## Study Consultant

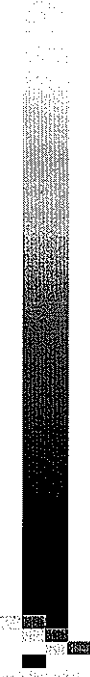
- MMM Group
- Offices in various municipalities including Whitby
- Substantial experience in parking matters for:
  - Municipalities (Hamilton, Aurora, Kitchener, London, Toronto, Oakville, Markham)
  - Institutions (hospitals, universities)
  - The private sector

3

## Study Process/Elements

- Direction provided by a Technical Steering Committee. Have met 3 times to date
- Public Meeting
- Public Stakeholder Consultation
- Surveys of Other Municipalities
- Resident Interviews
- Parking Utilization Surveys
- Review of other Available Reports, Documents and Data


4



## Key Issues Raised at First Public Meeting Held in February, 2008

- Commercial vehicle parking in residential areas (eg. sizes of vehicles, inconsistency in policy across the Town, ambiguity in definition, overhang onto sidewalk, need for livelthood)
- Insufficient parking for group homes
- Garages being used for storage and other purposes
- Garages too small for large SUV's
- Recreational vehicle parking in residential areas (eg. parked there all year)
- Enforcement on complaint basis only. Need for consistent enforcement
- On-street parking (eg. roads too narrow, no overnight parking allowed for visitors).


5



## Key Issues Raised at Stakeholder Meeting Held in February, 2008

- Garages used for purposes other than parking
- Sizes of vehicles have increased
- Garage sizes have been reduced to maximize the "sellable" floor areas of the homes
- Lack of accessible on-street parking spaces
- Parking requirements for large commercial sites are too high
- Lack of parking for parks with sports fields

6



## Surveys of Other Municipalities

- 15 out of 20 municipalities responded to the survey including all of the neighbouring municipalities

## Resident Interviews

- Door to door interviews completed with 150 residents representing different geographic areas of the town, different ages in the housing stock and the various low and medium density housing forms including singles, semis, street-townhomes and link units

7



## Parking Utilization Surveys

- Included:
  - Multi-unit residential uses
  - Shopping centres/plazas with restaurants
  - Group homes
- Surveys were undertaken to capture peak parking demand periods (eg. shift change period at group homes, Saturday evening for residential visitors)

8



## Vehicle Ownership Data

### Transportation Tomorrow Survey (TTS)

- TTS Findings for 2001

#### **Vehicle Ownership Per Unit**

	Whitby	GTA as a Whole
House	1.93	1.75
Townhouse	1.56	1.41
Apartment	0.97	0.82

### Resident Interviews

- 60% normally have 2 vehicles parked on-site
- 28% normally have only 1 vehicle parked on-site
- 1.87 average vehicle ownership of those surveys
- Those who have indicated that they have more than 2 vehicles parked on-site inclusive of commercial and/or recreational vehicles, typically can accommodate more than two vehicles (eg. double garage), but not always the case.

## Basis of Assessment of Parking Standards

- Existing standards
- Insights by staff at the Town as to what is working well today and where issues/complaints have been identified
- Insights provided by stakeholders and the public
- Surveys of other comparable municipalities
- Parking utilization surveys in Whitby
- Resident interviews
- Insights/data from other studies undertaken by MMM
- Industry standards/guidelines
- Other in-house information
- Transportation Tomorrow Survey findings

## Existing Standards Recommended for Retention

### Residential

Uses	Standard
Single Detached	2.0 spaces per unit with tandem parking permitted
Semi-Detached	2.0 spaces per unit with tandem parking permitted
Street Townhouses	2.0 spaces per unit with tandem parking permitted
Duplex and Double (Semi-detached) Duplex	2.0 spaces per unit with tandem parking permitted
Triplex	2.0 spaces per unit
Quadraplex	2.0 spaces per unit
Link Dwelling	2.0 spaces per unit with tandem parking permitted
Stacked Dwellings	2.0 spaces per unit
Seniors Dwelling	0.25 spaces per unit + 0.25 spaces per unit for visitor parking for Downtown Whitby and Downtown Brooklyn
Boarding/Lodging House	1.0 space per unit + 0.5 space per guest room
Bed and Breakfast Establishments	2.0 spaces per unit, plus 1.0 space per guest room, with tandem parking permitted for the primary unit.

11

## Existing Standards Recommended for Retention

### Non-Residential

Uses	Standards
Private Club	1 space/4 persons of permitted capacity
Bingo Hall	1 space/9 m <sup>2</sup> GFA
Laundry, Dry Cleaning Establishment	1 space/93 m <sup>2</sup> GFA excluding customer deposit, pick-up, retail or waiting areas, if any, 1 additional space/9 m <sup>2</sup>
Residential Sales Office	1 space/6.5 m <sup>2</sup> of sales office area with a minimum of 10 spaces, plus minimum of 1 additional accessible space
Undertaking Establishment (Funeral Home)	1 space/18.5 m <sup>2</sup> GFA with a minimum of 10 spaces
Day Nursery	1 space/28 m <sup>2</sup> of GFA of play room space
Library, Museum, Art Gallery	1 space/28 m <sup>2</sup> GFA
Retirement Home	1 space per 3 beds

12

## Existing Standards Recommended for Retention – Cont'd

### Non-Residential

Uses	Standards
Industrial or Manufacturing Establishment	<ul style="list-style-type: none"> <li>■ 1 space per 93 m<sup>2</sup> of manufacturing floor area</li> <li>■ For an industrial or manufacturing establishment containing 2 or more units and having GFA of 2787 m<sup>2</sup> or less 1space/46 m<sup>2</sup> GFA</li> <li>■ For an industrial or manufacturing establishment containing 2 or more units and having a GFA greater than 2787 m<sup>2</sup>, 1 space per 46 m<sup>2</sup> GFA up to 2787 m<sup>2</sup>, plus 1 additional space/93 m<sup>2</sup> of GFA of building in excess of 2787 m<sup>2</sup></li> </ul>
Retail Store	<ul style="list-style-type: none"> <li>4 spaces/93 m<sup>2</sup> of GFA in Downtown Whitby and Downtown Brooklyn</li> <li>1 space/18.5 m<sup>2</sup> of GFA in all other areas</li> </ul>

13

## Proposed Modified Standards or Standards Extended Municipal Wide

### Residential Uses

Uses	Existing Standards	Recommendations
Block Townhouses	2.0 space per unit, but most in existence in Whitby have been built under site specific by-laws	2.0 spaces per unit for residents, with tandem parking permitted + 0.25 space per unit for designated visitor parking
Converted Dwellings	2.0 spaces per unit	Not specifying parking requirements for this generic category. Instead apply parking requirements related to the converted unit type
Non-Profit Dwellings	1.2 spaces per unit	Not specifying requirements for this generic category. Instead apply parking requirements related to the type of unit
Apartment Building	1.5 spaces per unit of which 25% shall be for visitors (By-law 1784 and 2585) 1.5 spaces per unit for Downtown Whitby	1.5 spaces per unit of which 0.25 spaces per unit is for visitors
Group Home	2.0 spaces + 1.0 space per 3 residents, in Downtown Brooklyn. In Downtown Whitby, and in By-laws 1784 and 2585 is in accordance with the parking requirement for that dwelling type	2.0 spaces + 1.0 space per 3 residents as in Downtown Brooklyn today

14



## Proposed Modified Standards or Standards Extended Municipal Wide - Cont'd.

### Residential Uses

Uses	Existing Standards	Recommendations
Crisis Residence	1.0 space per 3 residents, + required parking for the dwelling type within which the crisis residence is located in the Downtown zones only	1.0 space per 3 residents + required parking for the dwelling unit within which the crisis residents located
Residential (Other)	2.0 spaces per unit	No standard specified (should be addressed through one of the other categories or site specific studies)



## Proposed Modified Standards or Standards Extended Municipal Wide

### Non-Residential Uses

Uses	Existing Standard	Recommendations
Clinic	1 space/14 m <sup>2</sup> in Downtown Brooklyn 3 spaces per practitioner office, provided that this is not less than 1 space/28 m <sup>2</sup> GFA (By-law 1784)	1 space/17 m <sup>2</sup> GFA
Office, Public Building	1 space/37 m <sup>2</sup> GFA in By-laws 1784 and 2585 4 spaces/93 m <sup>2</sup> GFA on the 1 <sup>st</sup> storey and 1 spaces/93 m <sup>2</sup> GFA above that in Downtown zones	1 space/30 m <sup>2</sup> GFA inclusive of training rooms and internal cafeterias + separate requirements for restaurant and retail uses, with potential reductions on a site specific basis
Bank/Financial Institution	1 space/23 m <sup>2</sup> GFA (By-laws 1784 and 2585)	1 space/23 <sup>2</sup> GFA for standalone banks without drive-thru ATM's 1 space 30 m <sup>2</sup> for banks with drive-thru ATM's including a stacking lane of at least 3 vehicles in length

Proposed Modified Standards or  
Standards Extended Municipal Wide  
– Cont'd.

Non-Residential Uses

Uses	Existing Standard	Recommendations
Hotel/Motel	1.2 spaces/guest room (By-laws 1784 and 2585)	1 space/guest room/suite + 1space/10 m <sup>2</sup> of GFA devoted to accessory uses such as restaurants, banquet halls, etc.
Eating Establishment	1 space/11 m <sup>2</sup> GFA	1 space/19 m <sup>2</sup> GFA for a standard restaurant 1 space/11 m <sup>2</sup> GFA for a fast food restaurant (including a donut shop)
Shopping Centre/ Shopping Plaza	1 space/16.9 m <sup>2</sup> GLA	1 space/23 m <sup>2</sup> GLA for centres under 37,160 m <sup>2</sup> 1 space/22 m <sup>2</sup> GLA for centres between 37,160 and 55,740 m <sup>2</sup> GLA 1 space/21 m <sup>2</sup> GLA for centres greater than 55,740 m <sup>2</sup>
Laundrette/ Coin-operated Laundry	1 space/washing machine	1 space/2 washing machines

Proposed Modified Standards or  
Standards Extended Municipal Wide  
– Cont'd.

Non-Residential Uses

Uses	Existing Standard	Recommendations
Bowling Alley	4 spaces/ bowling lane	4 spaces per bowling lane + parking required for accessory uses in accordance with those uses (eg. restaurants)
Curling Rink	4 spaces/sheet of ice	4 spaces per sheet of ice, plus parking requirements for accessory uses (eg. restaurants)
Community Centre, Theatre, Assembly Hall, Cinema	1 space/4 persons capacity in Downtown Brooklyn and Downtown Whitby 1 space/6 fixed seats or 1 space per 5.5 m <sup>2</sup> GFA whichever is greater, (By- laws 5581 and 1784)	1 space per 4 persons designed capacity
Place of Worship	1 space/5 persons capacity for Downtown Brooklyn and Downtown Whitby 1 space/6 fixed seats or 1 space/5.5 m <sup>2</sup> of GFA in the nave and the adjacent assembly area for the congregation	1 space per 4 persons of designed capacity Allow for off-site or shared parking provisions

## Proposed Modified Standards or Standards Extended Municipal Wide

### Non-Residential Uses

Uses	Existing Standard	Recommendations
School	Greater of 3 spaces, plus 1 space per teaching station or 1 space per 4 persons of permitted capacity of the place of assembly within the school which has the greatest permitted capacity (Downtown Brooklyn and Downtown Whitby) 1.5 spaces per classroom for an elementary school and 2.5 spaces per classroom for a secondary school	For <b>Elementary School</b> 0.075 spaces per student based on the maximum sustained enrolment + 0.09 spaces per student of lay-by space or additional parking for drop-offs/pick-ups. For <b>Secondary School</b> 0.145 spaces per student based on the maximum sustained enrolment + 0.045 spaces per student of lay-by space or additional parking spaces for drop-off/pickups
Hospital	3 spaces per 5 beds	Not specifying a standard Demands assessed on a site specific basis
Nursing Home	1 space/3 beds (Downtown Whitby and Downtown Brooklyn) 1 space/4 beds (By-laws 1784 and 2585)	1 space/3 beds Group with Retirement Home
Business or Commercial Uses other than Those Listed	1 space/23 m <sup>2</sup> GFA By-laws 1784 and 2585)	Eliminate this category and require site specific studies to be undertaken

## Accessible Parking Requirements

- Recommend retention of Whitby's current Accessibility Standards
- Clarify that these are not additive requirements



## Commercial Vehicle Parking in Residential Areas

- Inconsistencies in provisions across the town
- Individual rights and needs (eg. need for vehicle for own livelihood) versus the impact on neighbours (eg. noise, fumes, visual, overhang onto sidewalk)
- Ambiguity in definitions and for the public to understand (ie. 46 tonneau capacity)
- Inconsistencies in enforcement – complaint based

21



## Commercial Vehicle Parking in Residential Areas

### 3 Over-riding Considerations

- Safety cannot be jeopardized
- Individual property rights are important but cannot disregard those of others, who have equal rights
- Fairness and equality are required across the municipality both in the provisions and in enforcement

22

## Commercial Vehicle Parking in Residential Areas

### Resident Surveys

- Just under half of the respondents 49% (74 out of 150), indicated that they were not opposed to having commercial vehicles parked on residential properties provided certain conditions are met
- In order of importance:
  - Vehicle does not overhand the sidewalk or street
  - Vehicle does not exceed a certain length or height
  - Vehicle is needed for personal use
  - There is no trailer with the commercial vehicle
  - The advertising on the vehicle is limited
  - It can be parked elsewhere on the site (eg. backyard)

23

## Commercial Vehicle Parking in Residential Areas – Cont'd.

### Issues Based on Input Received from the Public:

- Fairness/Equality
- Vehicle Sizes
- Aesthetics
- Clear cut definitions
- Property Rights
- Safety
- Livelihood
- Liability related to business
- Environment

24



## Commercial Vehicle Parking in Residential Areas – Cont'd.

- Recognize that will not be possible to please everyone
- Have attempted to balance the various considerations

### Preliminary Recommendations

- Provisions should apply to all residential areas and should be consistent
- A commercial vehicle is defined as having any kind of advertising on its exterior (excluding that related to the type of vehicle and where it was purchased) and/or being used for hire to transport goods or people
- Only two commercial vehicles are permitted to park on a property in any residential zone provided that:
  - The commercial vehicle does not exceed either of the following dimensions:
    - 7.0 metres in length
    - 2.2 metres in height measured from the ground

25

## Commercial Vehicle Parking in Residential Areas









### Preliminary Recommendations – Cont'd.

- One of the commercial vehicles must be wholly enclosed in a garage or other structure of a size, location and other specifications that do not violate any other by law requirements
- The inclusion of one attached trailer, provided that the overall length inclusive of vehicle and trailer does not exceed 12 metres
- The commercial vehicle be no closer than 2 metres from the curb of the road to provide some visibility for those on adjacent properties who may be backing out of driveways
- A consistent enforcement policy, including periodic random monitoring, in addition to complaint based enforcement

26

## Commercial Vehicle Parking in Residential Areas – Cont'd.

These are some of the vehicles that would be allowed and disallowed on residential properties.

Allowed	Disallowed
	
	
	
	

## Recreational Vehicle Parking in Residential Areas

- Similar issues as those noted under commercial vehicle parking in residential areas.

### Resident Surveys Findings

- Over 63% (95 out of 150) indicated that they are not opposed to the parking of recreational vehicles on residential properties provided that certain conditions are met
- In order of importance:
  - The length of vehicle is shorter than the driveway
  - The vehicle does not exceed a certain length or height
  - The vehicle is parked there for short periods of time

## Recreational Vehicle Parking in Residential Areas – Cont'd.

### Considerations:

- Fairness/Equality
- Number and type of vehicles
- Storage location
- Safety
- Temporary versus permanent storage
- Property rights
- Aesthetics

### Public Input/Assessment:

- Recreational vehicle use is related to discretionary activities
- Need for simple provisions that are easy to understand and administer
- Loading and unloading of recreational vehicles is acceptable provided that it does not infringe on neighbours' properties, or pose a hazard to others
- Key issue is large recreational vehicles parked for extended periods, or year round.

29

## Recreational Vehicle Parking in Residential Areas – Cont'd.

### Preliminary Recommendations

- Allow for the parking of recreational vehicles in residential zones:
  - Boats, motor homes and travel trailers from May 1<sup>st</sup> to October 31<sup>st</sup>
  - Snowmobiles and winter related recreational vehicles from November 1<sup>st</sup> through to April 30<sup>th</sup>
- The above is restricted to the following on a residential property
  - No more than one motor home
  - Or one boat on a trailer
  - Or an empty trailer
  - Or two snowmobiles, or two all terrain vehicles on a trailer

30

## Recreational Vehicle Parking in Residential Areas

### Preliminary Recommendations – Cont'd.

- With a combined maximum length of 13.5 metres inclusive of the vehicle pulling the motor home or trailer
- Or 7.0 metres exclusive of the vehicle pulling the motor home or trailer
- The parking of the recreational vehicle must be in addition to the required parking (2 spaces)
- The vehicle is parked no closer than 1 metre from a side lot line.
- The vehicle does not extend onto the sidewalk
- The vehicle is located no closer than 2 metres from the curb of the road
- Consistent enforcement is put into place, not just on the basis of complaint

31

## Design Related Standards and Guidelines

- Also addressed in the report such as parking space and aisle dimensions
- One specific issue has been the size of private parking garages
- Issues:
  - Storage
  - Stairs protruding into the garage
  - Garages not considered to be part of the "usable" space of a house
  - Even if garage size is increased may only mean more storage

### Preliminary Recommendations

- Consider a range between 2.9 metres by 6.0 metres, with no intrusion of stairs into this area, to 3.0 metres by 6.5 metres for a single garage
- Consider 5.6 metres as the width for a double garage

32

## Private Parking Garage Recommendations

### Basis

- Minimum width is consistent with that being recommended for a parking space with an obstruction on one side
- Recommended length range is longer than that being recommended (5.8 metres) for a typical parking space to provide clearance at the front of the vehicle
- Does not permit intrusion by stairs so maintains the integrity of the parking space
- Any surplus width/length created by the stairs can be used for storage
- No guarantee that if increase the garage beyond this that it would in fact not be taken up by more storage

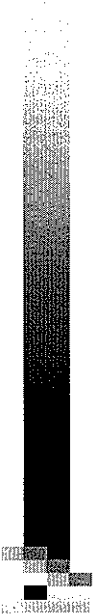
33

## Summary

- Study has attempted to be:
  - Thorough
  - Address existing issues, by fairly balancing the various viewpoints to arrive at equitable solutions
  - Forward thinking in terms of new standards and guidelines

34

34



Thank you for listening

Questions?