

## MEMO

**TO:** City of Brampton  
**FROM:** WSP  
**SUBJECT:** Zoning By-law Review - Interim Amendments to the Parking Regulations  
**DATE:** August 12, 2020

### PURPOSE OF THIS MEMO

The purpose of this memo is to assess a range of proposed parking standard modifications in the City of Brampton's current zoning by-law. A range of short-term modifications were proposed in the staff report to the Planning and Development Committee, dated January 17, 2020. These modifications are considered appropriate to advance prior to the completion of the comprehensive zoning by-law review, which is ongoing. A more fulsome review of parking standards will be conducted through the zoning by-law review process, which is being conducted to align with the Official Plan Review.

#### 1. REDUCTION OF MINIMUM RESIDENTIAL PARKING FOR APARTMENTS AND MIXED-USE BUILDINGS (WITHIN SPECIFIC INTENSIFICATION AREAS IN THE CITY)

---

Consideration is to be made to eliminate or reduce the minimum parking rate for apartments and mixed use buildings within various intensification areas of the City.

Currently, the City requires a minimum of 1 parking space per residential apartment unit in the Central Area (Section 20.3.2 (h)). A visitor parking space requirement is not specified. The "Central Area", as referred to in the Zoning By-law, is delineated on Schedules B-1 through B-5. This area appears to focus on the central part of the downtown, rather than the "Central Area" that is designated in the Official Plan. In the Official Plan, the Central Area is more extensive, extending easterly across the Queen Street Corridor and surrounding lands. This encompasses the City's Urban Growth Centre, which is planned for significant intensification in accordance with the Provincial Growth Plan for the Greater Golden Horseshoe. The parking requirements outside of this delineated Central Area is subject to the requirements of Section 10.9.2, which are summarized in Section 2 of this memo.

The elimination or reduction to a minimum parking standard for residential uses in key intensification areas serviced by rapid transit has been applied in some other Ontario Zoning By-laws. However, this reduction is usually limited to urban growth centres or other downtown areas and is not applied extensively across other transit corridors. For example, Table 1 compares some other municipal standards with Brampton's existing requirements.

*Table 1: Review of Reduced Parking Rates for Apartments in other Municipalities*

MUNICIPALITY	LOCATION	RESIDENT PARKING (MINIMUM)	VISITOR PARKING (MINIMUM)
<b>Brampton</b>	Central Area - Encompassing the downtown core only and not the entirety of the Urban Growth Centre	1.0 per apartment unit	No requirement
<b>Mississauga – Section 3.1.2.1 (See Note 1)</b>	City Centre (CC) Zones – Encompassing Downtown Mississauga	1.0 per dwelling unit	0.15 per dwelling unit
<b>Oakville – Section 5.2.1</b>	Growth Areas (Midtown Oakville and Mixed-Use Zones) – Encompassing various intensification areas within the Town	1.0 per dwelling unit where the unit has less than 75.0 m <sup>2</sup> net floor area 1.25 for all other units	0.2 where a minimum of 5 parking spaces are required (See Note 2). In all other cases, no requirement
<b>Kitchener – Section 5.6</b>	Urban Growth Centre (UGC) Zone – Encompassing Downtown Kitchener Mixed-Use (MIX) Zone – Encompassing intensification areas outside of Downtown	No minimum; maximum of 1.0 per dwelling unit No minimum; maximum of 0.9 per dwelling unit	Maximum parking requirement includes visitor parking spaces Minimum 0.1 where 5 or more dwelling units are located on a lot. Maximum of 1.3 per dwelling unit
<b>Burlington – Sections 2.25, 4.5 and 6.2</b>	Downtown Mixed-Use Centre Zones (See Note 3) Uptown Mixed-Use Centre Zones	1.25 per dwelling unit 1.25 per one-bedroom unit 1.5 per two-bedroom unit 1.75 per three or more bedroom units	0.35 per dwelling unit No requirement
<b>Ottawa – Part 4, Sections 102, 103 and 104</b>	Area Z (Near Major LRT Stations) Area Y (Inner Urban Main Streets)	No requirement 0.5 per dwelling unit (See Note 4)	No requirement for the first 12 dwelling units. Greater than 12 dwelling units,

MUNICIPALITY LOCATION		RESIDENT PARKING (MINIMUM)	VISITOR PARKING (MINIMUM)
<b>*See Note 2</b>	Area X (Inner Urban)	0.5 per dwelling unit where a building contains 12 or more dwelling units. In all other cases, no requirement	0.1 to a maximum of 30
<p>In addition to a “no parking requirement”, the City of Ottawa Zoning By-law also establishes maximum parking requirements for lands within 600.0 m of rapid transit stations. These provisions are established through <u>Section 103 – Maximum Limit on Number of Parking Spaces Near Rapid Transit Stations</u>. The maximum parking requirements are established within four areas of the City: Areas A, B, C and D. The maximum parking requirement applicable to apartment dwellings in Area A is 1.5 and for Areas B, C and D, 1.75. The same maximum parking requirements apply to mixed-use buildings.</p>			

**Note 1:** Mississauga recently undertook a Parking Master Plan and will be updating its zoning regulations in the near future, using a precinct-based approach. The existing standards for the City Centre are likely to decrease.

**Note 1:** This rate does not apply to dwelling units with less than 75.0 m<sup>2</sup> net floor area.

**Note 2:** The minimum parking requirement for the Downtown High Density Residential (DRH) Zone is 1.0 parking space per dwelling unit and 0.25 visitor parking spaces per dwelling unit. Resident parking is not permitted within surface parking areas (i.e., must be “enclosed”).

**Note 3:** Lands within Area Y that are zoned TM or AM and are located along Mainstreets are subject to additional parking reductions based on building height.

The intent of this section is to explore the potential to reduce or eliminate the minimum residential parking requirement in the Central Area, as well as other intensification areas. The City has a number of planned and evolving intensification areas that correspond to planned or existing rapid transit. This includes, for example, three GO Train Stations, the future planned Hurontario/Main Street LRT corridor, the 407 Transitway, and the Queen Street BRT. The City’s Official Plan establishes an intensification strategy aligned with its transit plans. However, the intensification strategy is likely to change through the ongoing Official Plan Review, to implement the 2040 Vision, and to implement further detail based on current transit improvement plans. The Region will also need to delineate Major Transit Station Areas which will be implemented in the Official Plan. As such, the extent of delineated intensification areas and the supporting policy could change significantly through the Official Plan Review.

As stated in the staff report, the need for dedicated residential parking can be reliably market driven. The standard may be contributing to the increased cost of housing and reduced availability of affordable units. The cost of providing a structured parking space

varies, but is often in the order of \$50,000 per underground parking stall. This has a very significant implication on the price of each unit.

An elimination or reduction of the minimum parking standard for apartments does not preclude a developer from providing the parking needed to sell or rent the units, based on their understanding of market demand. A unit will not be sold or rented to a person that requires the parking space and is not able to find an alternative place to park their vehicle. Options may exist for someone to rent a parking space elsewhere if not provided for them in the development. Over time, as the Central Area continues to intensify, the need for dedicated parking is likely to decrease further over time, as transit and pedestrian amenities improve, as more amenities and employment opportunities become available in the Central Area, and as alternative transportation models become more common and utilized (e.g., car sharing and ride sharing services). Thus, if the units can be sold or rented initially at the time of development, then they will likely continue to be rented and sold over time without an increase in vacancy.

At this time, it is recommended that a reduction or elimination of minimum residential parking for apartment units be applied within the Central Area of the City, as designated by the Official Plan to encompass both Downtown Brampton and the Queen Street Corridor. The focus of promoting significant intensification in the Central Area will not change through the Official Plan Review, because it is designated as the Urban Growth Centre to implement the Provincial Growth Plan. The area therefore represents a logical starting point for setting out the elimination or reduction of the residential parking standard. This new standard can be monitored over the course of the next two years, and any issues with this modification may be addressed through further changes in the comprehensive zoning by-law review in consideration of ongoing development applications. We note that this change, however, comes with a degree of risk. There may be an increase in vacancy rates in the units or reduced rent due to lack of parking over time. This issue could be mitigated by the City via the provision of public parking in key areas. The City has noted that, at this time, there would not necessarily be parking available publicly for residents. It would also be difficult to increase the rates in the future (i.e., the City may face opposition). Also, the City will lose potential revenue that could be gained through cash-in-lieu of parking.

Based on consultation with staff, the City's preference is to introduce a reduced parking rate, rather than a complete elimination of parking, due to these risks. The City has recommended a standard of 0.5 parking spaces per dwelling unit in the Central Area, plus visitor spaces, which are discussed below. This represents a significant reduction from the current standard of 1.0 parking spaces per dwelling unit.

It would be premature at this time to apply this elimination or reduction of parking within other areas, because the designation and policies for intensification areas are likely to change through the Official Plan Review. The Official Plan Review may also result in parking-related policies which we would not want to preclude through this process. This approach could be applied to other areas through the Comprehensive Zoning by-law Review, which will be aligned with the new Official Plan. Further, it is noted that

development applications in any area would be able to apply for a similar parking reduction subject to a justification and Council or Committee of Adjustment approval.

The lack of an existing minimum visitor parking standard in the Central Area designated by the zoning by-law (Downtown Brampton) must also be considered in light of this recommendation to reduce the minimum residential parking standard. It is assumed that the reason why there is no required visitor parking in the downtown is due to the availability of on-street parking and public parking, and it is likely to help promote and attract more affordable development to this area. This context is unchanged. However, the reduction of the parking standard for residents may precipitate a need to establish a visitor parking rate as there could be increased pressure for public parking to accommodate residents, at least in the interim. It is suggested that a minimum visitor parking rate of 0.10 parking spaces per unit apply within the Downtown area. This is similar to the visitor parking rates used in many other recent Zoning By-laws. It is a rate that is lower than the visitor parking space rate used in other areas of the City, which reflects the Downtown context, where there is a greater range of mobility options and public parking available. As in other municipalities, a threshold can also be established to avoid the need for very small infill developments to have to provide parking as this may be burdensome for minor infill projects. As a starting point, a minimum threshold of 12 dwelling units is suggested as used in Ottawa.

There is relatively limited public parking available within the Queen Street Corridor, where the elimination of minimum parking is also being recommended per the preceding discussion. It is suggested that a minimum visitor parking rate of 0.20 parking spaces per unit should apply within the Queen Street Corridor. This is the essentially the same rate used in other areas of the City and is currently applicable to the Queen Street Corridor. Existing and proposed visitor parking rates are discussed further in section 2 of this memo. An opportunity exists for a developer to vary this standard with a justification. These rates will also be reviewed more holistically as part of the Comprehensive Zoning by-law Review.

This proposed reduction will apply to any stand-alone apartments as well as apartments in mixed-use buildings. This will not affect townhouses. Parking requirement changes for non-residential uses are considered later in this memo.

Finally, it is noted that the areas shown on Schedules B1 - B5 which are referenced as the Downtown portion of the Central Area do not fully align with the designation of the Downtown portion of the Central Area in the Official Plan. The area is smaller than the Official Plan's designation of the Downtown. The City may wish to consider updates to the schedules to implement the parking recommendations consistently in accordance with the Official Plan.

*Recommendation: Modify section 20.3.2.1 (h) to indicate there is a minimum parking requirement of 0.5 parking spaces per unit for residential apartments in the Central Area, as requested by City staff. The Central Area will encompass both Downtown Brampton and the Queen Street Corridor for the purposes of this provision and a new schedule will be required to delineate this area. The minimum visitor parking rate is recommended to*

*be (1) 0.20 visitor parking spaces per dwelling unit for the Queen Street Corridor portion of the Central Area, and (2) 0.10 visitor parking spaces per dwelling unit for the Downtown portion of the Central Area along with a minimum threshold of 12 dwelling units (i.e., developments with fewer than 12 dwelling units do not need to provide visitor parking). We note that these changes come with some risk and are principally based on best practice, as noted above and should be monitored.*

## 2. REDUCED MINIMUM RESIDENTIAL PARKING FOR APARTMENTS AND MIXED-USE BUILDINGS (CITY-WIDE)

Consideration may be made to reduce minimum residential parking requirements for apartments and mixed-use buildings outside of the Central Area. Outside of the Central Area, parking rates for residential uses are regulated by Section 10.9.2 of the zoning by-law. The City's current minimum parking rates vary depending on whether the unit is condominium or rental. The minimum parking rates are slightly lower for rental compared to condominium. Further, the requirements vary based on the number of bedrooms, with higher requirements for a larger number of bedrooms.

The requirement to calculate rates based on the number of bedrooms used to be common in Ontario Zoning By-laws, but newer zoning by-laws provide a simplified blended rate which is easier to administer. Requiring parking based on bedrooms can be cumbersome to administer as it requires recalculations when the developer changes its floorplans which can occur frequently as the developer refines its interior layout and responds to market demand and sales. Furthermore, the City's differentiation of rates based on tenure means that if a rental building is converted to condominium, an additional amount of parking would have to be provided, or the standard would have to be varied or amended.

The existing rates in Brampton for apartments outside of the Central Area designated by the Zoning By-law are summarized as follows:

*Table 2: Existing Parking Rates for Apartments in Brampton*

	RENTAL APARTMENT UNIT		CONDOMINIUM APARTMENT UNIT		TOWNHOUSE WITHOUT PRIVATE GARAGE AND DRIVEWAY ( <b>SEE NOTE 2</b> )	
	Resident	Visitor	Resident	Visitor	Resident	Visitor
<b>Bachelor</b>	1.03	0.20	1.25	0.25	Not specified	Not specified
<b>1 bedroom</b>	1.21	0.20	1.25	0.25	Not specified	Not specified
<b>2 bedroom</b>	1.41	0.20	1.40	0.25	1.30	0.25
<b>3+ bedroom</b>	1.53 (see Note 1)	0.20	1.75	0.25	1.46	0.25

	RENTAL APARTMENT UNIT		CONDOMINIUM APARTMENT UNIT		TOWNHOUSE WITHOUT PRIVATE GARAGE AND DRIVEWAY ( <b>SEE NOTE 2</b> )	
<b>Senior citizen rental</b>	0.50	0.25	Not specified	Not specified	Not specified	Not specified
<b>4+ bedroom</b>	Not specified	Not specified	Not specified	Not specified	2.00	0.25

**Note 1:** A rate is not provided for rental apartment units with more than 3 bedrooms.

**Note 2:** A separate rate for condominium townhouses without a private garage and driveway is noted as 2.05 spaces per unit and 0.25 spaces for visitors. The requirements in the table are only applicable to rental units.

A review of comparable zoning standards from other municipalities that establish city-wide rates (i.e., parking rates outside of key intensification areas) for apartments are summarized as follows:

*Table 3: Review of City-Wide Parking Rates for Apartments in Other Municipalities*

MUNICIPALITY	RESIDENT PARKING		VISITOR PARKING
<b>Burlington Zoning By-law 2020</b>	1 bedroom	1.25	0.35
	2 bedroom	1.50	
	3 bedroom	1.75	
<b>Kitchener Zoning By-law 2019-051</b>	1.4 (See Note 1)		0 for buildings containing less than 5 dwelling units
			0.15 for buildings containing 5 to 80 dwelling units
			0.1 for buildings containing 81+ dwelling units
<b>Mississauga Zoning By-law 0225-2007</b>	<b>Condominium Apartment</b>		
	Studio	1.0	0.20
	1 bedroom	1.25	
	2 bedroom	1.40	
	3 bedroom	1.75	
	<b>Rental Apartment</b>		
	Studio	1	0.25
	1 bedroom	1.18	
	2 bedroom	1.36	
	3 bedroom	1.5	
<b>Ottawa Zoning By-law 2008-250</b>	1.2		0.2
<b>Toronto Zoning By-law 569-2013</b>	Bachelor up to 45.0 m <sup>2</sup> GFA	0.8	0.2
	Bachelor greater than 45.0 m <sup>2</sup> GFA	1.0	
	1 bedroom	0.9	
	2 bedroom	1.0	
	3+ bedrooms	1.2	
<b>Vaughan Second Draft City-wide Comprehensive Zoning By-law</b>	1.0		0.2

**Note 1:** Kitchener Zoning By-law 2019-051 parking rate applies to the “multiple residential dwelling” use, which includes “cluster townhouse dwellings”, “dwelling unit”, and “multiple dwelling”.



Generally, more recent zoning by-laws do not differentiate between rental and condominium units and do not incorporate standards based on number of bedrooms. This is mainly in the interest of establishing more user-friendly standards. Brampton's rates, overall, are not significantly different than some other municipalities, although some newer Zoning By-laws have introduced relatively lower requirements.

Based on these considerations, it is recommended that a simplified, blended minimum parking rate of 1.0 parking spaces per apartment unit be provided for all residential apartments, regardless of the number of bedrooms and regardless of tenure. This is a reduction and simplification of the current standard. Further, it is suggested that a minimum visitor parking rate be set at 0.20 parking spaces per unit, regardless of the type of unit. The visitor spaces are required to be designated as such. The developer would be able to provide more parking if it is needed based on their understanding of market demand.

It is suitable to retain the City's current standard of 0.50 parking spaces per senior citizen rental unit. This may be expanded to address condominiums. The reason for the lower rate is that there is likely to be a lower rate of vehicle ownership associated with these uses. The visitor parking space requirement of 0.25 spaces per unit may be reduced to 0.20 for alignment with other residential uses as discussed above. It is noted that the comprehensive zoning by-law review will include a thorough assessment of various uses and definitions, so this rate and the use may be subject to further refinement through that process.

Further to this, it is recommended that the provisions of Section 10.9.3, which provide parking standards for townhouses without private garages/driveways, be similarly updated. These standards are summarized in Table 2 of this memo. The current standards are based on bedrooms, which is difficult to administer as previously noted. A suggested blended rate of 1.5 parking spaces per townhouse unit without a private garage/driveway, plus a requirement of 0.20 visitor parking spaces per unit as recommended for other uses above, is suggested.

A developer will continue to have the opportunity to present a justification for a reduction to the applicable parking rate and will also be able to provide more parking if it is warranted based on the nature of the purchasers and tenants. The parking rates will be reviewed through the comprehensive zoning by-law review to assess appropriateness more thoroughly, including consideration for best practice, recent minor variances and zoning amendments.

*Recommendation: Delete the content of Sections 10.9.2 and 10.9.3 and replace with a simplified, blended requirement of 1.00 parking spaces per apartment unit, 1.50 parking spaces per townhouse unit (without private garage/driveway) and 0.20 visitor parking spaces per each of these unit types. The senior citizen unit requirement be maintained at 0.50 per unit with the slightly reduced visitor parking rate of 0.20 per unit.*

### 3. REDUCED MINIMUM PARKING REQUIREMENTS FOR COMMERCIAL USES (CITY-WIDE)

Consideration has also been made with respect to the appropriateness of the existing minimum parking requirements for commercial uses, and whether there are necessary obvious changes to bring the City's requirements more into line with other municipalities. It is noted that a more fulsome assessment of rates, in consideration of minor variances and zoning by-law amendments, is being made through the comprehensive zoning by-law review. The updates herein are focused on more urgent and obvious changes that should be made in the short term, based mainly on best practice and input from City staff about which rates are not working well.

The table below compares the existing rates, which apply City-wide, with rates used for comparable uses in other municipalities. Note that the parking rates identified below were modified to implement a format that is consistent with Zoning By-law 270-2004, being "1 parking space per x m<sup>2</sup> of gross floor area (GFA)" so that the standards can be easily compared to Brampton's. This conversion is subject to a small degree of inaccuracy in comparability, because there would be variation in how each municipality defines gross floor area and some rates have been rounded.

*Table 4: Review of Parking Rates for Commercial Uses in other Municipalities*

Use	Brampton	Mississauga	Burlington	Kitchener	Ottawa	Toronto
<b>Medical Office</b>	1 per 12.0 m <sup>2</sup>	0.78 per 12.0 m <sup>2</sup>	0.72 per 12.0 m <sup>2</sup>	Minimum 0.63 per 12.0 m <sup>2</sup> Maximum 0.80 per 12.0 m <sup>2</sup>	0.48 per 12.0 m <sup>2</sup>	0.36 per 12.0 m <sup>2</sup>
<b>Business Office</b>	1 per 25.0 m <sup>2</sup>	0.8 per 25.0 m <sup>2</sup>	0.8 per 25.0 m <sup>2</sup>	Minimum 0.25 per 25.0 m <sup>2</sup> Maximum 1.0 per 25.0 m <sup>2</sup>	0.6 per 25.0 m <sup>2</sup>	0.38 per 25.0 m <sup>2</sup>
<b>Retail</b>	1 per 19.0 m <sup>2</sup>	1.03 per 19.0 m <sup>2</sup>	1.03 per 19.0 m <sup>2</sup>	Minimum 0.57 per 19.0 m <sup>2</sup> Maximum 0.79 per 19 m <sup>2</sup>	0.64 per 19.0 m <sup>2</sup>	No requirement for less than 200.0 m <sup>2</sup> 1.5 per 19.0 for 200 m <sup>2</sup> to less than 10,000 m <sup>2</sup> 3 per 19.0 for 10,000.0 m <sup>2</sup> to less than 20,000.0 m <sup>2</sup> 6 per 19.0 m <sup>2</sup> for 20,000 m <sup>2</sup> or more

Use	Brampton	Mississauga	Burlington	Kitchener	Ottawa	Toronto
<b>Shopping Centre</b>	1 per 19.0 m <sup>2</sup> for uses under 2,000 m <sup>2</sup> 1 per 23.0 m <sup>2</sup> for uses over 2,000 m <sup>2</sup>	1.03 per 19.0 m <sup>2</sup>	0.96 per 19.0 m <sup>2</sup>	No comparable permitted use	0.68 per 19.0 m <sup>2</sup> (See Note 1)	No comparable permitted use
<b>Hotel/Motel</b>	1 per bedroom plus 1 per 10.0 m <sup>2</sup> of other uses	0.8 per guestroom, plus 1 space per 10.0 m <sup>2</sup> of non-residential uses as public use areas	1 per guestroom	Minimum 1 per guestroom  Maximum 1.3 per guestroom	1 per guest unit	1 per guestroom
<b>Personal Service Shop</b>	1 per 19.0 m <sup>2</sup>	1.03 per 19.0 m <sup>2</sup>	0.76 per 19.0 m <sup>2</sup>	Minimum 0.57 per 19.0 m <sup>2</sup> Maximum 0.79 per 19 m <sup>2</sup>	0.65 per 19.0 m <sup>2</sup>	0.29 per 19.0 m <sup>2</sup> (See Note 2)
<b>Restaurant</b>	1 per 6.25 m <sup>2</sup>  1 per 16.7 m <sup>2</sup> for "take-out"	1 per 6.25 m <sup>2</sup>	1.16 per 6.25 m <sup>2</sup>  1.68 per 16.7 m <sup>2</sup> for "take-out"	Minimum 0.83 per 6.25 m <sup>2</sup>  Maximum 1 per 5.0 m <sup>2</sup>	0.63 per 6.25 m <sup>2</sup>  0.83 per 16.7 m <sup>2</sup> for "take-out"	No requirement for less than 200.0 m <sup>2</sup>  0.19 per 6.25 m <sup>2</sup> for between 200.0 m <sup>2</sup> and 500.0 m <sup>2</sup> 0.31 per 6.25 m <sup>2</sup> for greater than 500.0 m <sup>2</sup>
<b>Theatre</b>	1 space for each 6 seats	1 per 5 seats of permanent seating or 1 space per 10.0 m <sup>2</sup> , whichever is greater	10 per 100.0 m <sup>2</sup>	Minimum 1 per 40.0 m <sup>2</sup>  Maximum 1 per 23.0 m <sup>2</sup>	1 per 4 fixed seats	10 per 100.0 m <sup>2</sup>

**Note 1:** The City of Ottawa Zoning By-law establishes this rate based on net leasable area.

**Note 2:** The City of Toronto Zoning By-law only requires minimum parking for personal service shops if the use is greater than 200.0 m<sup>2</sup> gross floor area.

Based principally on other municipal zoning approaches as assessed above, the following modifications are recommended. Note that the recommendations are based

solely on best practice to better align Brampton's standards with other municipalities. More detailed analysis of the standards such as the completion of parking utilization surveys or review of historic development applications would benefit the rates. This can be considered through other City initiatives.

- The current parking rate for “medical office” is modestly higher than comparable zoning by-laws. A reduced rate of 1.0 parking spaces per 16.0 m<sup>2</sup> of gross floor area is recommended.
- The current parking rate for “office” is slightly higher than comparable zoning by-laws. A reduced rate of 1.0 parking spaces per 30.0 m<sup>2</sup> of gross floor area is recommended.
- The current parking rate for “retail” is slightly higher than comparable zoning by-laws and is considerably different from other municipalities. It is suggested at this time that the rate can be retained until further review can take place through the Zoning By-law.
- The current parking rate for “shopping centre” is appropriate and generally consistent with comparable zoning by-laws. No change to the specific parking rates are recommended. However, based on the review, there may be an opportunity to consider a single parking rate rather than differentiating the rate based on the threshold of 2,000 m<sup>2</sup>. A blended rate of 23.0 m<sup>2</sup> is supportable at this time, as it is comparable to the rate used in other municipalities. It is also the lower standard, meaning that its adoption will not result in any instances of legal non-compliance.
- The parking rate for “hotel” is generally consistent with comparable zoning by-laws, except for the additional requirement of 1 parking spaces per 10.0 m<sup>2</sup> gross floor area for non-residential uses. It is noted that this additional requirement is likely administered to satisfy increased parking that uses accessory to a hotel often require, such as public restaurants, convention centres, public halls, and public meeting rooms, among others.
- The current parking rate for “personal service shop” is somewhat higher than comparable zoning by-laws. A reduced rate of 1.0 parking spaces per 25.0 m<sup>2</sup> of gross floor area is recommended.
- There is variation in the parking rates for “restaurants” based on a review of comparable zoning by-laws. The review shows that parking rates for a “sit down” restaurant are consistently higher than the requirement for a “take-out” or “fast food” restaurant. The City's current parking rates are consistent with other municipalities in this regard. However, there may be an opportunity to consider a reduction to the minimum parking requirement itself. A slight reduction to 1.0 parking spaces per 6.5 m<sup>2</sup> for a restaurant, and a more modest reduction to 1 parking spaces per 20.0 m<sup>2</sup> for a take-out restaurant is suggested at this time.
- The minimum parking requirement for a “theatre” is generally consistent with comparable municipal zoning by-laws and in some cases the standard is lower. No change is proposed at this time.

*Recommendation: Modest reductions to the minimum parking rates for medical office, office, retail, hotel, personal service and restaurant uses may be considered as outlined above. No change is recommended to the minimum parking rate for a shopping centre or theatre at this time.*

#### **4. NO MINIMUM PARKING REQUIREMENTS FOR COMMERCIAL USES IN DOWNTOWN BRAMPTON**

---

Currently, section 20.3.3 of the Zoning By-law includes an exemption for the provision of parking requirements for any commercial uses within a delineated area (the Parking Exemption Area). This provision is temporary, expiring on June 30, 2024. It appears the expiry date has been extended numerous times since its initial enactment in 2004. It would be appropriate to make the exemption permanent as it has continued to be enacted to take effect for a total 20 years.

It is anticipated that the extent of the Parking Exemption area will be explored in the Comprehensive Zoning By-law Review. It may be suitable to expand the area based on the new Official Plan's intensification strategy and policy direction. At this time, however, there is no clear policy basis to expand or otherwise modify the area.

*Recommendation: Modify section 20.3.3 to remove the expiry date of the commercial parking exemption in the delineated portion of the downtown. The effect of this change will be to make the exemption permanent.*

#### **5. INCORPORATION OF MAXIMUM SURFACE PARKING REQUIREMENTS FOR MULTIPLE DWELLING USES IN THE CENTRAL AREA**

---

In addition to reducing minimum rates, municipalities and jurisdictions outside of Canada are beginning to explore the value in setting maximum parking requirements. This represents a significant shift in the thinking behind transportation planning. It is the opposite of the traditional approach of requiring minimum parking and requiring a justification for any reduction. Instead, a justification would need to be provided for a developer considered to be providing an excessive amount of parking. This approach goes hand in hand with planning for a more balanced modal split and moving away from automobile dependency.

Only several municipalities in Ontario have introduced maximum parking rates, and these requirements have been only recently implemented. The following examples are noted that include maximum parking rates applicable to residential uses within areas planned for intensification:

- The City of Toronto Zoning By-law 569-2013 establishes four different parking rates based on four Policy Areas within the City. The Policy Areas are delineated on a schedule to give effect to the rates. The most restrictive maximum parking rates are

established in Policy Area 1, followed by Policy Areas 2 and 3. There are no maximum parking rates established in Policy Area 4.

- The City of Ottawa Zoning By-law 2008-250 establishes maximum parking rates for lots within a 600-metre radius of rapid transit stations. There are a range of land uses subject to this provision, including residential, commercial, employment, and institutional. The maximum parking rates are calculated based on four “parking areas” within the City, which are established as an overlay through Schedule 1A. Area A establishes the most restrictive maximum parking rates, followed by Area B, Area C and then Area D (being the rural area).
- The City of Kitchener Zoning By-law 2019-051 establishes maximum parking rates for all lands within the City. The most restrictive maximum parking rates are established in the Urban Growth Centre (UGC) Zone. In all other zones, a maximum parking rate does not apply unless 20 or more parking spaces are required. If less than 20 parking spaces are required, the maximum requirement is calculated as the minimum requirement plus five additional parking spaces.
- The North Oakville Zoning By-law 2009-189 establishes maximum parking requirements for certain lands within the Town, including those lands zoned Trafalgar Urban Core (TUC), Dundas Urban Core (DUC), Neyagawa Urban Core (NUC) and Palermo Village North Urban Core (PUC). Maximum parking rates are generally established for a range of uses permitted in those zones, including residential, commercial, employment and institutional. There are some exceptions where additional parking above the maximum is permitted. In these cases, the additional parking spaces are required to be located within a parking structure. Additionally, this provision is only applicable to certain uses.
- The Second Draft City of Vaughan Comprehensive Zoning By-law (January 2020) proposes four tiers of parking rates within the City. Both the Vaughan Metropolitan Centre Zones and the Mixed-Use Zones propose maximum parking rates, with the Vaughan Metropolitan Centre having the more restrictive maximum rate.

As described above, several municipalities in Ontario have introduced maximum parking rates. These parking standards are generally applied to areas that are planned for the greatest amount of growth and intensification and where rapid transit is available. For example, this is evident in zoning by-laws for the City of Toronto (Policy Area A), the City of Ottawa (rapid transit stations), and as proposed in the City of Vaughan (Vaughan Metropolitan Centre). Based on this review, zoning approaches to establish maximum parking rates can generally be achieved through three different ways:

- 1 An overlay approach, similar to that of the City of Toronto;
- 2 A zone-based approach, as is established in the Town of Oakville, the City of Kitchener, and as proposed in the City of Vaughan; and,
- 3 A hybrid approach, as administered through the City of Ottawa Zoning By-law 2008-250, where maximum parking rates are established for specific land uses within a 600 metre radius around rapid transit stations. The maximum parking rates are determined based on the rates that are established in each of the four parking areas, as shown on Schedule 1A.

With regard to restrictions on surface parking areas, there are a number of municipalities in Ontario that have regulated this through a Zoning By-law. The following examples are noted:

- North Oakville Zoning By-law regulates the location of surface parking in the Trafalgar Urban Core (TUC) Zone through Section 5.1.6. The provision restricts surface parking areas to a maximum percentage of the lot frontage or lot flankage (exterior lot line). The provision establishes different standards according to land use. For example, surface parking associated with an office building is restricted to 50% of the lot frontage or lot flankage, whereas commercial buildings are restricted to 20% and hotels are 5%.

Surface parking areas are also restricted through the parking requirements table according to land use. For example, surface parking associated with apartments is only permitted for the required visitor parking spaces. In other words, resident parking is only permitted within a parking structure. A similar provision is established for hospitals, where a maximum of 20% of the required parking spaces are permitted in surface parking areas, and the remainder in parking structures. In the City of Vaughan, the Second Draft Comprehensive Zoning By-law proposed to restrict surface parking to certain yards. For example, in some mixed-use zones, surface parking areas are only permitted in an interior yard and rear yard, effectively prohibiting them in a front yard or exterior side yard.

- The City of Burlington Zoning By-law 2020 prohibits surface parking areas within several Downtown Mixed-Use Centre Zones through Section 4.7. Only temporary parking for drop-off or delivery is permitted. In the Uptown Mixed-Use Centre Zones, “enclosed occupant parking” is required to be provided at a rate of 1.25 spaces per unit for development exceeding a density of 100 units per hectare.

These various approaches reflect a desire to realize an intended built form and achieve density objectives within certain areas, while recognizing that not all areas within a municipality are planned for the same amount of growth and intensification over the planning horizon. While each approach ultimately achieve a similar zoning objective, the various approaches enable a municipality to implement a more fine-grained and contextually appropriate approach to regulating off-street parking.

It is noted that the City currently prohibits surface parking in the DC1 zone, and requires all parking to be provided in the form of structured parking. This is only applicable to those areas where the DC1 zone is applied.

There is also precedent for regulating surface parking areas. This zoning approach is currently administered through the North Oakville Zoning By-law 2009-189 and is proposed in the City of Vaughan. Under the Oakville’s zoning approach, surface parking areas are restricted to a percentage of lot frontage or lot flankage and the percentage varies depending on the land use. There are also restrictions on how surface parking areas can be used, as described previously. In the City of Vaughan, surface parking is proposed to be regulated by restricting the yard in which surface parking is permitted.



This is established through the lot and building requirements and is specific to individual zones.

At this time, it is suggested that a maximum rate be introduced only for surface parking in the Central Area as an appropriate interim shift in the City's approach to regulating parking. This would contribute to the intended built form and density objectives of the Central Area while enabling a developer to provide the parking required. Maximum parking rates in general have only recently been introduced in Ontario's zoning by-laws and this has been a very slow shift. Additionally, the assessment of maximum overall parking should be based on a more fulsome consideration of transit access, mobility, access to public parking, and other factors. However, the restriction on where surface parking is permitted on a lot is common in zoning by-laws, which often direct parking to be permitted only in the rear yard of a lot in intensification areas. The effect of these standards is to reduce the opportunity for surface parking to be provided and contribute to the built form objectives.

Following is a summary of the proposed approach to introduce maximum surface parking for residential uses in Brampton's Central Area. This would only apply to maximum surface parking and would not restrict the total amount of parking provided in a structured format.

- 1 The existing fulsome restriction on all surface parking in the DC1 zone should be retained.
- 2 Maximum surface parking should only be applicable to apartment units, and not to any other unit types or non-residential uses, where permitted. This will focus the requirement only on higher density residential uses at this time.
- 3 Developments with fewer than 25 units is recommended to be exempt from this maximum surface parking requirement, as it may be difficult and financially infeasible for smaller developments to provide parking in an alternative format. Note that consultation with the private sector and City staff based on any historic small-scale developments would be beneficial to inform this threshold.
- 4 It is proposed that the maximum surface parking requirement be established as follows:
  - a A maximum of 10% of the required parking spaces for apartment dwelling units is permitted to be surface parking.
  - b The maximum surface parking rate shall not apply to restrict the provision of any drop-off parking space located within 30 m of a building entrance, provided there is a maximum of 2 drop-off parking spaces per building entrance.
  - c Maximum surface parking will not affect any loading space requirements.
- 5 Maximum surface parking is proposed to be introduced across the entirety of the Central Area, defined in the Official Plan as encompassing Downtown Brampton and the Queen Street Corridor. This will help to contribute to the built form objectives in these areas and particularly support the transformation of the Queen Street Corridor into a vibrant, pedestrian- and cycling-oriented boulevard. It is noted that this restriction would not apply to any existing commercial uses or other types of uses contemplated in Queen Street corridor. The focus is to limit surface parking in



conjunction with multiple dwelling units which are anticipated to be built initially to front onto Queen Street frontage as the corridor intensifies over time.

- 6 The maximum surface parking will not apply to the first 10 required visitor parking spaces. This will enable a degree of flexibility to smaller-scale development which only be required to provide a small number of visitor parking spaces which may not be feasibly be accommodated in a structured format. It is noted that visitor parking would only be required within the Queen Street Corridor area per the discussion under Section 1 previously.

The provisions above help to achieve an appropriate balance of achieving a progressive step forward for introducing a more modern parking regulatory framework while providing regulations that will not cause an overly unreasonable restriction on the provision of affordable housing options. It is anticipated that the recommendations outlined above will be monitored for performance, and further analysis and refinement will be made in conjunction with the Comprehensive Zoning By-law Review.

*Recommendation: Amend the By-law to state that the maximum number of surface parking spaces for residential apartment dwelling units be set at 10% of the total number of parking spaces. This will apply only to the Central Area. This will not apply to the first 10 required visitor parking spaces (as required). Further, the maximum surface parking requirement will also not apply to small-scale developments with less than 25 dwelling units. This will also not apply to limit parking that can be provided in a structured format. The existing requirements of the DC1 zone, which completely prohibits surface parking, will continue to apply rather than these recommendations, as the existing standards for the DC1 zone are more restrictive.*

## 6. MINIMUM BICYCLE PARKING REQUIREMENTS IN THE CENTRAL AREA

Minimum bicycle parking rates are commonly being introduced in many municipal zoning by-laws. Some municipalities have applied rates across the municipality whereas other municipalities provide the requirements in targeted areas where there is more extensive transit and cycling infrastructure, such as downtown areas and intensification corridors.

At present, it is noted that the City's Hurontario Corridor Mixed-Use One (HMU1) zone requires minimum bicycle parking at a rate of 0.50 spaces per dwelling unit is required as well as 1 space per 500.0 m<sup>2</sup> of commercial GFA. Bicycle parking must be located on the same lot. A maximum of 50% may be vertical, and the rest must be horizontal spaces. Further, when the number of required spaces exceeds 50, a minimum of 25% of them must be with a building or structure, secured area or bicycle lockers. Finally, each space must have a parking rack when four or more spaces are provided in a common area. The following are select examples of bicycle parking rates applicable to downtown and intensification areas as required through other municipal zoning by-laws. It is noted that each zoning by-law referenced below requires that bicycle parking be provided on the same lot as the principal use.

- The City of Kitchener Zoning By-law 2019-051 establishes City-wide minimum bicycle parking requirements, including within the Urban Growth Centre (UGC) Zone. In the

UGC Zone, the minimum bicycle parking requirement for multiple residential buildings (including apartments), for a long-term space is 1 per dwelling unit without a garage. The minimum requirement for short-term bicycle parking for a lot containing less than 20 dwelling units is simply 2. The minimum requirement for short-term bicycle parking for a lot containing more than 20 units is 6 spaces.

- The City of Burlington Zoning By-law 2020 establishes City-wide minimum bicycle parking requirements. For both office and retail uses, the minimum requirement is 2 bicycle parking spaces plus 0.1 bicycle parking spaces per 100.0 m<sup>2</sup> gross floor area. The requirement for restaurants is 2 bicycle parking spaces plus 0.1 bicycle parking spaces per 100.0 m<sup>2</sup> gross floor area. There is no requirement for residential uses.
- The Town of Aurora Zoning By-law 6000-17 establishes minimum bicycle parking space requirements in the Promenade Downtown (PD1) Zone. The minimum requirement for apartments is 0.2 bicycle parking spaces per 100.0 m<sup>2</sup> gross floor area. For office, retail and restaurant uses, the minimum requirement is 2 spaces plus 0.1 spaces per 100.0 m<sup>2</sup> gross floor area.
- The Town of Oakville Zoning By-law 2014-014 establishes City-wide minimum bicycle parking space requirements. The minimum requirement for apartments is 1.0 resident bicycle parking space per dwelling, and a minimum of 0.25 visitor bicycle parking spaces per dwelling. Buildings having less than 20 dwelling units are exempt from a minimum bicycle parking space requirement. For office, retail and restaurants, the minimum requirement is 2 spaces or 0.1 per 100.0 m<sup>2</sup> gross floor area, whichever is greater.
- The City of Toronto Zoning By-law 2013-569 establishes two “Bicycle Zones” within the City, being Bicycle Zone 1 and Bicycle Parking 2. Bicycle Zone 1 applies to the inner City, bounded by Humber River on the west, Lawrence Ave. on the north, Victoria Park Ave. on the east and Lake Ontario on the south. This is the area experiencing the most intensification. The following minimum requirements apply to Bicycle Zone 1:
  - a For dwelling units, the minimum requirement is 0.9 per dwelling unit and the minimum short-term requirement is 0.1 per dwelling unit. Note that in Bicycle Parking zone 2, the minimum requirement for dwelling units is 0.68 with 0.07 spaces for short-term.
  - b For retail uses, the minimum short-term bicycle parking requirement is 3 plus 0.3 bicycle parking spaces per 100.0 m<sup>2</sup> gross floor area. The long-term rate is 0.2 per 100.0 m<sup>2</sup> gross floor area.
  - c The bicycle parking rates for offices are the same as the rates for retail uses.
  - d For restaurant uses, the minimum short-term bicycle parking requirement is 3 plus 0.3 bicycle parking spaces per 100.0 m<sup>2</sup> gross floor area. The long-term rate is 0.2 per 100.0 m<sup>2</sup> gross floor area.

There is considerable variation in the standards for bicycle parking used by municipalities. Requirements for dwellings can range from some fraction of a space required per dwelling unit to 1 space per dwelling unit. Some municipalities include

provisions for visitor bicycle parking. Further, some municipalities include requirements around the location or access of bicycle parking.

On a pilot basis, it is recommended that new minimum bicycle parking standards be introduced within the Central Area, inclusive of Downtown Brampton and the Queen Street corridor, using the existing Hurontario Corridor Mixed-Use One (HMU1) zone as the basis. This will help to complement some of the parking reductions proposed previously in this memo. Consideration can be made to refine or broaden the requirements to other areas of the City in conjunction with the Comprehensive Zoning By-law Review which will reflect the new Official Plan's intensification strategy. It is noted that some municipalities also include a threshold for bicycle parking (i.e., exempting small-scale developments) and this can be considered in the Central Area.

*Recommendation: Incorporate new minimum bicycle parking spaces for new residential uses in the Central Area (Downtown Brampton and the Queen Street Corridor) at a rate of 0.50 spaces per unit and integrating the locational requirements of the Hurontario Corridor Mixed-Use One Zone. Bicycle parking for non-residential uses will be considered through the Comprehensive Zoning By-law Review as it requires more fulsome review.*

## **7. HOUSEKEEPING UPDATE TO THE DC1 ZONE**

---

Staff have noted that provision 28.2.3 (i) (ii) requires a minor housekeeping amendment to clarify the intent of the provision. The purpose of the provision is to regulate the location of parking garages with respect to the streetscape.

*Recommendation: Address the required clarification to Section 28.2.3 (i)(ii) as it is of a housekeeping nature.*