



Zoning By-law Review of Minimum Parking Requirements



Discussion Paper #2: Draft Recommendations October 2015

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| Introduction | 3 | | |
|--|----|--|--|
| Draft Recommendations and the Transportation Master Plan | 3 | | |
| Proposed Approaches To Minimum Parking Rates, By Area5 | | | |
| 1) Area X (Inner Urban Area) | 5 | | |
| 2) Area Y (Mainstreets and certain Mixed-use Centres within the Inner Urban Area) | 6 | | |
| 3) Area Z (Near selected rapid-transit stations) | 6 | | |
| 4) Near rapid-transit stations outside of Areas X, Y and Z | 8 | | |
| 5) Remaining Areas | 9 | | |
| Detailed Zoning Proposals | 9 | | |
| Area X: Inner Urban Area | 9 | | |
| Residential uses in the Inner Urban Area (Area X) | 9 | | |
| Non-residential uses in the Inner Urban Area (Area X) | 10 | | |
| Area Y: Mainstreets within the Inner Urban Area and selected Mixed Use Centres inside and or the Inner Urban Area | | | |
| Non-Residential Uses in Area Y (Selected Mainstreets and Mixed Use Centres) | 11 | | |
| Residential Uses in Area Y (Selected Mainstreets and Mixed Use Centres) | 11 | | |
| Near Rapid-Transit Stations | 12 | | |
| Area Z: No minimum parking requirement near certain rapid-transit stations | 12 | | |
| Near rapid-transit stations outside of Areas X, Y and Z. | 12 | | |
| Miscellaneous Parking Provisions | 13 | | |
| Minimum dimensions of parking stalls and aisles in a parking garage | 13 | | |
| Use of parking spaces by off-site users | 13 | | |
| Bicycle parking | 14 | | |
| Car-sharing services | 14 | | |
| Permit car-sharing services in R3 zones and as an accessory use with Three-unit Dwellings | 14 | | |
| Reduce minimum required parking by one parking space where an existing parking space is converted to a car-sharing service | | | |
| On-street parking | 14 | | |
| Better enforcement of on-street parking regulations. | 14 | | |
| Increase/reduce time limits for on-street parking | 15 | | |
| Better pricing of on-street parking | 15 | | |
| Residential on-street parking permits. | 15 | | |
| What Happens Next? | 15 | | |
| Appendix A: Boundaries of proposed Area X, Y and Z. | 16 | | |





Introduction

A review of Zoning By-law minimum parking requirements was launched by the Policy Development and Urban Design Branch on May 4th, 2015 with an online Discussion Paper. Stakeholders were encouraged to read the discussion paper, which laid out the background, pros and cons of minimum parking requirements, as well as a range of approaches to modifying these requirements. Stakeholders were invited to send comments on the Discussion Paper, and over the summer staff met with a number of community associations to discuss the proposals and gather feedback.

Varied views were expressed ranging from those who are in favour of abolishing all minimum parking requirements citywide, to those who felt that there should be no reduction in parking minima. Many commenters supported exempting small-scale development from minimum parking rules, but not high-rise condos and other large developments. There is more support for reductions and exemptions on Traditional Mainstreets and near rapid-transit stations than elsewhere.

Draft Recommendations and the Transportation Master Plan

Discussion Paper #1 laid out the main Official Plan policies that served as a frame of reference for this review of parking requirements. The resulting recommendations are also guided by directions and policies from the City of Ottawa Transportation Master Plan (TMP) including:

- acknowledging the different transportation needs of urban, suburban and rural areas;
- maximizing transportation options for residents of all ages and abilities;
- reducing public and private costs by promoting efficient modes of transportation;
- reducing automobile dependence, encouraging shorter trips and by making walking and cycling more attractive than driving for short trips;
- integrating transportation and land use by focusing transit-oriented development in transit nodes and corridors, and supporting intensification where transit, walking and cycling can be made most attractive;
- ensuring that walking, cycling and transit are residents' first choices for transportation and using transportation demand management and supply management to make travel by walking, cycling and transit more attractive.

Growth projections estimate an additional 46,000 residents and nearly 100,000 new jobs inside the Greenbelt between 2011 and 2031;¹ more than half of these are expected in the inner urban area. The proposed changes will make it easier to accommodate an affordable range of housing forms and tenures in complete neighbourhoods (OP Policy 2.5.2.9, 3.6.1.5.b.) and support the development of medium-density, ground-oriented multiple-unit forms such as low-rise apartments and stacked dwellings which are supported by the Official Plan for the General Urban Area (OP Policy 3.6.1.5.) (Figure 1,2.)

¹ 2013 Transportation Master Plan, Exhibit 2.10, page 21.





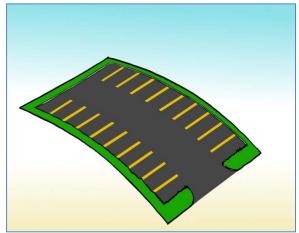


Figure 1: A lot 20m wide by 30m deep is big enough to hold up to twenty parking spaces...

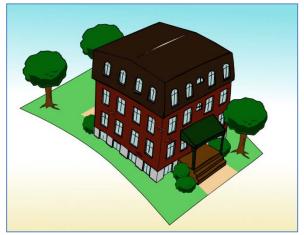


Figure 2: ... but the same 20m x 30m lot could hold a three-storey apartment building with up to twenty residents.

Available data suggest that there could be a lot of demand for housing in inner ward neighbourhoods, but without the need for parking:

- One in seven households in Ottawa currently does not have a vehicle.²
- Households in the inner urban area, in particular, have much lower rates of car ownership. (Figure 3.)³
- The average motor vehicle costs over \$10,000 a year to own and maintain.⁴
- For an estimated one-quarter to one-third of households in Ottawa-Gatineau, the cost of housing in their neighbourhood plus a single vehicle would consume more than half of after-tax income.⁵

For half a century, planning rules have required on-site parking for most kinds of development. These rules, however, can hamper the market's ability to meet the need for smaller scale multi unit housing and smaller scale services in urban locations where alternative travel modes are readily available; that support residents and customers who choose not to drive; and for businesses that seek to serve foot traffic. Reducing or eliminating parking requirements in targeted areas will enable development in such areas respond to actual need and offer greater choice to the city's residents.

The proposed parking reductions would balance the needs of public transit customers, pedestrians, cyclists and motor vehicle users by focusing reductions on those areas whose urban context make walking, cycling and transit practical options, now or in the short-to-medium term. Conversely, current parking minimums would be maintained in the broader urban/suburban area where urban form is less supportive of transit and active transportation modes, and which is likely to rely more on car travel for the foreseeable future.

² 2011 National Capital Region Origin-Destination Study.

³ 2011 National Capital Region Origin-Destination Study.

⁴ Canadian Automobile Association, 2013 Driving Costs. Based on \$10,454 per year for a Toyota Camry driven 18,000 km per year. <u>http://www.caa.ca/wp-content/uploads/2012/06/CAA_Driving_Cost_English_2013_web.pdf</u>

⁵ Based on income and housing costs from 2006 Census data and 2005 automobile costs from CAA.



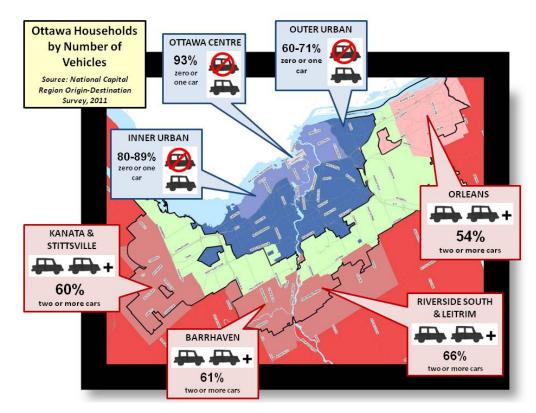


Figure 3: Household car ownership by district. Source: 2011 Origin-Destination Survey.

Proposed Approaches To Minimum Parking Rates, By Area

Five general approaches based on geographic circumstances are proposed for defining minimum parking rates. Please see Appendix A for a map of the proposed boundaries of these areas.

1) Area X (Inner Urban Area)

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The Inner Urban Area comprises a large, contiguous area where the combination of built form, transit service, densities, and mix of land uses provide conditions where there is less reliance on automobile use for travel. In the more central parts of the Inner Urban Area, a highly walkable urban fabric is in place. The Inner Urban Area also includes some more outlying areas where this kind of environment could reasonably emerge in the next few decades. The Inner Urban Area corresponds to those parts of Ottawa where rates of car ownership are lowest and where non-automobile mode shares are relatively high.

It is proposed that small-scale residential and non-residential uses be exempt from minimum parking requirements in the Inner Urban Area. Where parking is required for non-residential land uses, the rate would be reduced by 50% relative to the existing requirements. The proposed changes would allow for gradual, compatible and sensitive intensification within the existing lot fabric and street grid in established inner-urban neighbourhoods.





2) Area Y (Mainstreets and certain Mixed-use Centres within the Inner Urban Area)

Traditional Mainstreets, Arterial Mainstreets and Mixed-use Centres are identified as Intensification Target Areas under the Official Plan. The proposed changes to parking requirements will eliminate required parking for smaller scale development but will continue to require parking for larger projects. This will allow smaller-scale development to occur in a manner consistent with the existing small scale development fabric where on-site parking is generally not provided. For larger scale projects that typically occur on larger sites, there is an opportunity to accommodate required parking in a way that does not detract from the tight urban fabric of these areas and will serve to ensure that overall parking supply will be increased over time as these areas intensify.

This approach balances the intent for these areas to be pedestrian focused with the recognition that they attract people from across the city including more car dependent areas. It recognizes that the existing urban context includes an established, fine-grain lot fabric where many existing smaller scale developments do not provide parking and where there is a high reliance on onstreet parking. The proposed strategy supports a need to gradually evolve away from cardependent development in a way that enables the continued growth of a high-quality, pedestrian-friendly urban environment along these transit priority corridors, including opportunities for businesses relying more on foot traffic and a mix of mutually-supporting land uses.

In Area Y, all low-rise apartment buildings, dwelling units in low-rise mixed-use buildings, and any non-residential use of 500m2 or less that is located partly or entirely on the ground floor would be exempt from minimum parking requirements with two exceptions:

- Retail food stores (i.e. grocery stores), would be exempt up to 1000m2; and
- All office uses on or above the second storey in a low-rise building would be exempt from minimum parking requirements.

Where permitted, mid-rise and high-rise buildings would still have to include parking at the rate applicable to Area X (Inner Urban Area.)

This approach would be applied to:

- Lands fronting on Traditional Mainstreets within the Inner Urban Area
- Lands fronting on the Carling Avenue, St.-Laurent Boulevard and Montreal Road Arterial Mainstreets within the Inner Urban Area
- the Mixed-use Centre at Preston Street and Carling Avenue south of the Queensway

3) Area Z (Near selected rapid-transit stations)

The proposed parking changes near certain rapid transit stations will establish no minimum parking requirements for any development. Most of these rapid-transit stations serve Intensification Target Areas⁶ and in many cases these stations are surrounded by large, contiguous and under-developed parcels occupied by parking lots, vacant land and/or brownfields. The need in these areas is to attract and maximize development that will rely

⁶ The exceptions include Campus and Carleton Stations, are both at university campuses which in turn serve a predominantly transit-dependent demographic, and Bayshore which is the western terminus of Phase 2 LRT.





heavily on and support the rapid-transit network, to enable the most efficient use of land near stations, and (at certain suburban stations) enable the growth of dense secondary urban centres for the surrounding suburbs.

Area Z would include those areas where most of the predominant land uses are already exempt from minimum parking rates⁷ including: the Central Area and Lebreton Flats; the Mixed-use Centre designation around Tunney's Pasture; and the Transit-Oriented Developments around Lees, Hurdman, Tremblay (Train), St.-Laurent and Cyrville rapid-transit stations.

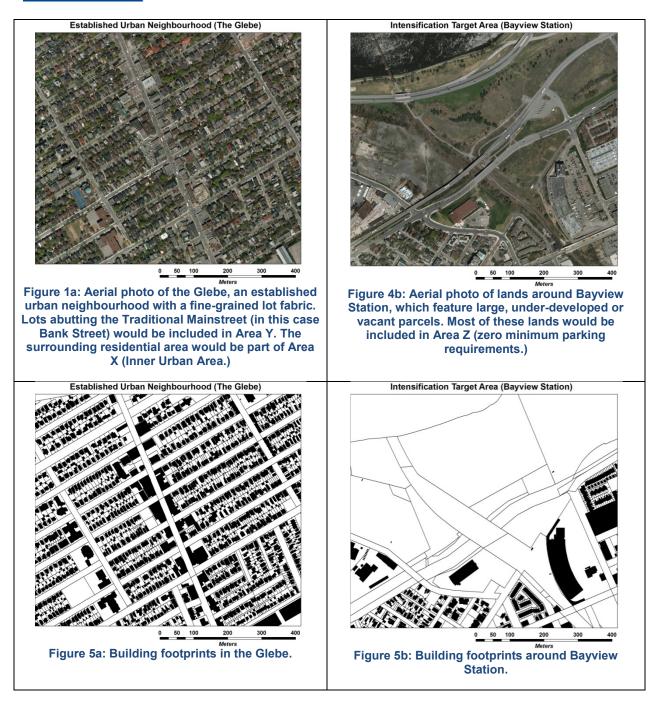
It would also be expanded to include:

- the Mixed-use Centre between Bayview Station and Tunney's Pasture;
- the Ottawa University (Campus Station) and Carleton University (Carleton Station) campuses;
- the Mixed-Use Centres outside of the Inner Urban Area, where these areas surround rapid transit-stations and are characterized by large contiguous parcels with little to no dependence on existing on-street parking supply. These include Baseline, Blair, and Billings Bridge/Confederation Heights/Heron Mixed Use Centres;
- Orleans Town Centre;
- certain lands at South Keys
- certain lands around Lincoln Fields Station, where two major Mainstreets and rapidtransit corridors intersect; and
- certain lands around Bayshore Shopping Centre, the western terminus of Light Rail Transit Phase 2.

⁷ Notable exceptions being offices and hotels, which still require mandatory on-site parking in the Central Area and other zones subject to Area A regulations.







4) Near rapid-transit stations outside of Areas X, Y and Z

Non-residential land uses would have their parking rates reduced by 25-50% near rapid transit stations outside of the areas noted above.

This is to recognize that many of these stations serve primarily low-density suburban residential areas not targeted for substantial changes in the near future; but that have or allow non-





residential uses where the potential for reduced automobile mode share to these destinations should be recognized.

5) Remaining Areas

Outside of the areas described above, no changes are proposed to existing minimum parking requirements. This includes the entire outer-suburban and rural areas lying more than 600-800m from a rapid transit station.

Detailed Zoning Proposals

Area X: Inner Urban Area

The Inner Urban Area can be seen in Appendix A. The following changes are proposed for all areas located within the Inner Urban Area:

Residential uses in the Inner Urban Area (Area X)

1) No parking required for low-rise, residential use buildings up to 12 dwelling units and for rooming units.

This exemption was already introduced to the Mature Neighbourhoods Overlay through Infill Phase One, and applies to Wards 14 and 15, most of Ward 17, and part of Wards 12 and 13. The Minimum Parking Review would extend the exemption to those parts of Ward 7, 10, 12, 13, 16 and 17 that are outside of the Mature Neighbourhoods Overlay but inside the Inner Urban Area. It would apply only to the first twelve dwelling units (apartments) and rooming units in a building of four or fewer storeys. Once a building has more than twelve units, parking would need to be provided at the same rate (0.5 spaces per dwelling unit) as the current by-law.

2) No change to minimum parking rates for Mid-rise Apartment Dwellings or Highrise Apartment Dwellings.

Residential use buildings of more than four full storeys' height (that is, mid-rise and highrise apartment dwellings) will continue to be required to provide parking at the same rate as the current Zoning By-law. Such buildings generally introduce a higher concentration of units at a single location on larger sites. In such cases parking can be effectively accommodated in underground parking garages, ensuring no adverse impact on public parking supply while still advancing overall urban form and urban design objectives for the area.

3) No increase to the current exemption from visitor parking requirements.

Currently, visitor parking is only required for residential uses in excess of twelve dwelling units; buildings with twelve units or less are exempt. Some developers have asked that a greater exemption from visitor parking be introduced (for instance, in buildings of more than twenty-four units.) However, considering the impact on on-street parking from visitors who may rely on private automobiles or who may not be familiar with the city's transit system, no change to increase the exemption for visitor parking is proposed.





4) Reduce the visitor parking rate to one per twelve dwelling units.

The current visitor parking rate in the inner urban area is one visitor space for every five dwelling units after the first twelve units. This rate is the result of harmonizing the Zoning By-laws of the former City of Ottawa with those of more suburban municipalities (notably Nepean, Kanata and Cumberland, as well as the suburban parts of old Ottawa.) The former Ottawa zoning required a rate of one per twelve dwelling units in Centretown and Sandy Hill. This rate has been sought and repeatedly granted through minor variances for projects in the inner urban area. It is proposed to re-establish a consistent rate of one visitor parking space per twelve dwelling units in excess of twelve throughout the Inner Urban Area (Area X.)

Non-residential uses in the Inner Urban Area (Area X)

5) Exempt individual non-residential uses at or below the ground floor up to 200m2 from minimum parking requirements.

This exemption is consistent with exemptions in other larger municipalities such as the City of Toronto Zoning By-law, which exempts small-scale commercial uses up to 200m2 (2200 square feet) from minimum parking requirements throughout its territory. This exemption will permit stores and services in this generally dense and walkable area and that serve predominately their immediate neighbourhoods to be able to set up easily. Larger businesses that would depend more on regional traffic would still be required to provide parking for cars. (This proposal is for the Inner Urban Area generally. More generous exemptions are proposed for Traditional Mainstreets and near key rapid-transit stations; see below.)

6) Reduce minimum parking ratios for non-residential uses to 50% of the suburban area.

Residential parking minimums (i.e. the number of parking spaces to be provided per dwelling unit, if any) in the inner urban area are generally substantially lower than what they are in the outer urban and suburban areas. It is proposed to reduce these innerurban rates to 50% of the outer/suburban requirement, consistent with both the residential rates and with the much lower automobile mode share that is feasible in the inner-urban area.

Area Y: Mainstreets within the Inner Urban Area and selected Mixed Use Centres inside and outside the Inner Urban Area

All of the city's Traditional Mainstreets except one⁸ are located within the Inner Urban Area. As well, part of the St.-Laurent Boulevard, Carling Avenue, and Montreal Road Arterial Mainstreets are located within the Inner Urban Area. The Mixed-Use Centre around Preston Street south of the Queensway is also within the Inner Urban Area and is included in Area Y. Area Y is shown in Appendix A.

⁸ The exception is Stittsville Main Street, which is not affected by this study.





Non-Residential Uses in Area Y (Selected Mainstreets and Mixed Use Centres)

1) Exempt ground-floor non-residential uses of less than 500m2 from minimum parking requirements.

Currently, individual businesses up to 150m2 (1650 square feet) on the ground floor are exempt from parking requirements on Traditional Mainstreets. It is proposed to increase this threshold to 500m2 and to extend it to inner-urban Arterial Mainstreets and Mixed-use Centres.

The exemption is also extended to such uses that are *partly or entirely* located on the ground floor (rather than just those located *entirely* on the ground floor as in the current zoning.) This provision allows for small existing buildings on Traditional Mainstreets to be adaptively re-used by allowing a commercial use to occupy the upper floors and/or the basement as well as the ground floor.

95% of the businesses on Traditional Mainstreets have floor areas of less than 500m2 (5500 square feet). This size of business provides for a commercial diversity that supports a walkable urban neighbourhood, and allows the established pattern of mainstreet development to continue in a sustainable manner.

2) Retail Food Stores of 1000m2 or less are exempt from minimum parking requirements.

Retail food stores or grocery stores are a special case that warrant special consideration. Firstly, grocery stores tend to be significantly larger than other retail operations (reaching 9,000 square metres GFA or more). As a result, they are penalized by parking rules that are proportional to floor area. At the same time, grocery stores are a particularly desirable land use to have within walking distance of residential areas. Many stakeholders have commented that they would be very happy to see more small grocery stores in their neighbourhoods. Based on the 2008 Retail Survey, about 500-1000 square metres (5500-11,000 square feet) is close to the smallest practical size for a full-service grocery store. On that basis, it is proposed that minimum parking requirements not apply to retail food stores up to this scale, in order to actively promote more grocery options within walking distance of urban households.

3) Office uses on or above the second storey in a low-rise building are exempt from minimum parking requirements.

This rule gives substantially the same exemption to offices as is proposed for dwelling units (see below.) Exempting offices and residences makes it easier to locate these supportive uses above and around the more public-facing businesses occupying the ground floor on a Mainstreet, contributing to complete communities for live, work and play.

Residential Uses in Area Y (Selected Mainstreets and Mixed Use Centres)

4) Any dwelling unit contained in a low-rise building is exempt from minimum parking requirements. This provision would represent a change only to Arterial Mainstreets and to Traditional Mainstreets located outside of Ward 14, plus Preston Street.





5) No change to the existing exemption for all dwelling units in a mixed-use building along certain Traditional Mainstreets in Ward 14. The current zoning specifies certain Traditional Mainstreets, all located within Ward 14, where all dwelling units in a mixed-use building (not just low-rise buildings) are exempt from minimum parking rules. This list comprises all TM's in Ward 14 except Preston Street. This is not proposed to change.

Near Rapid-Transit Stations

Area Z: No minimum parking requirement near certain rapid-transit stations

It is proposed to define an area (Area Z) near specific rapid-transit stations, within which no minimum parking requirements would apply. Area Z is shown in Appendix A.

This approach is proposed for:

- The Central Area, the Tunney's Pasture Mixed-use Centre; Transit-Oriented Development areas at Lees, Hurdman, Tremblay, St.-Laurent, Cyrville and Blair Stations; and the commercial lands at South Keys. This is not a major change, as these are areas where parking requirements for the predominant land uses have mostly already been abolished. (These areas are currently identified as "Area A" for parking purposes in the current Zoning By-law 2008-250, Schedule 1 and Table 101.)
- The Bayview Mixed-Use Centre, as Bayview is a major junction between the Confederation and Trillium lines and a major opportunity for intensification.
- The University of Ottawa and Carleton University campuses both of which have rapid transit stations within their campuses.
- The Confederation Heights/Billings Bridge and Baseline Mixed-use Centres. Billings Bridge is a major rapid-transit hub; both mixed-use centres offer significant opportunity for intensification in a way that supports transit use; and Baseline is the terminus for the southwestern branch of Phase 2 LRT.
- Certain lands around Lincoln Fields Station. Although Lincoln Fields is not identified as a Mixed-use Centre, it is located at the intersection of two Mainstreets and is a major present and future rapid-transit hub.
- Certain lands around Bayshore Station, being the western terminus of the Phase 2 LRT
- The Orleans Town Centre, being the eastern terminus of the Phase 2 LRT.

Near rapid-transit stations outside of Areas X, Y and Z.

Section 101 of the Zoning By-law would include a provision whereby, for any non-residential use located outside of Areas X, Y and Z:

- 1) Where the use is located within a 400m walk of a rapid-transit station, the parking requirement under Table 101 would be reduced by 50%; and
- 2) Where the use is located between a 400m and an 800m walk of a rapid-transit station, the parking requirement under Table 101 would be reduced by 25%.





Miscellaneous Parking Provisions

The May 4th Discussion Paper also drew a number of comments and requests to consider amendments to other aspects of the Zoning By-law regulating parking. In response. modifications as set out below are proposed

Minimum dimensions of parking stalls and aisles in a parking garage

During consultations to date, it has been noted that the minimum standards for the size of a parking space or aisle results in substantial costs when the parking is built underground or in a structure; an extra thirty or sixty centimetres means substantially greater costs for construction. Staff have considered this request and are proposing to modify only the parking aisle width as discussed below.

1) Minimum width of a two-way parking aisle in a parking garage is reduced from 6.7m to 6.0m.

Numerous variances have been sought and, following staff review and recommendation, granted in recent years to allow parking aisles to be 6.0m wide (20 feet) rather than 6.7m (22 feet.) 6.0m provides sufficient space to back out of parking stalls and for two vehicles to pass each other.

2) No change to the minimum width of a parking stall.

The minimum 2.6m width for parking stalls is narrow compared to many other cities' standards. Given the practicalities of opening car doors as well as manoeuvring into place, no reduction is proposed to the parking stall width standards.

3) No change to the minimum length of a parking stall.

Similarly, a 5.2m minimum stall length should be maintained, especially since the aisle width is proposed to be reduced.

Use of parking spaces by off-site users

Some stakeholders have suggested that parking spaces could be more efficiently used if they could be made available to off-site users. This suggestion was considered alongside Official Plan direction to reduce the amount of land devoted to surface parking, to restrict the supply of long-term parking, and other goals.

Based on staff's review, it has been determined that to allow off-site use of surface parking spaces would go against City planning policies which encourage parking to be located in multilevel structures instead of surface parking lots, and would create an incentive to devote land to cheap surface parking rather than to more efficient uses of land. However, underground or structured parking spaces are more efficient uses of land, as well as being expensive enough to discourage excessive and casual development and use of such facilities. Some flexibility to lease excess spaces in parking garages to off-site users can be justified provided that such facilities do not cause undue impacts to residential or pedestrian- and transit-oriented areas.

1) No change to current 100(1) which generally requires that parking spaces for a use on a lot "must be set aside for and used exclusively for that purpose."





2) Permit the use "parking garage" as an ancillary use to any mid-rise or high-rise building in Area X (Inner Urban Area), Area Y (Mainstreets and selected Mixed-use Centres) and Area Z (No required parking areas.) This provides that when there are extra spaces in a parking garage over and above the zoning minimum, they can be made available for general public use. It also discourages land from being used exclusively for parking garages; it would have to be a parking garage that is part of a larger main use of the land.

Bicycle parking

Several comments have been received on this subject as part of the current study. Recommendation 4.10 of the Ottawa Cycling Plan does call for updates to the Zoning By-law to provide more direction and ensure that appropriate bicycle parking facilities are included in new development. However, bicycle parking is beyond the scope of the current study on minimum parking requirements and will be addressed through a later study.

Car-sharing services

Car-sharing services such as Vrtucar and Zipcar play an important role in furthering the City's transportation goals. By making vehicles available to subscribers for the occasional trip, they make it easier for urban residents to opt out of car ownership entirely, greatly reducing car travel.

Several zoning provisions are proposed to assist these services in locating their stations.

<u>Permit car-sharing services in R3 zones and as an accessory use with Three-unit</u> <u>Dwellings</u>

Car-sharing services are currently allowed in commercial zones and in association with certain uses in R4 and R5 residential zones. Extending this permission to Three-unit Dwellings and in R3 zones will allow for greater coverage of car-sharing services in more of the inner urban area.

<u>Reduce minimum required parking by one parking space where an existing parking</u> <u>space is to be converted to a car-sharing service.</u>

In some cases, there is no need for a car-sharing space at the time a building is built because there aren't enough subscribers nearby; however, over time this can change as local demand for the service increases. This rule will allow for buildings to add a car-share station in the future, as needed, without having to seek a variance.

On-street parking

On-street parking is outside the purview of zoning. However, rules governing on- and off-street parking are related. As result, comments received are noted and will be forwarded to the relevant City departments.

Better enforcement of on-street parking regulations.

Some commenters noted that drivers misuse on-street parking spaces, either by exceeding time limits, blocking driveways or otherwise disobeying posted regulations. Enforcement of on-street parking rules is essential in any case.





Increase/reduce time limits for on-street parking.

It has been suggested that the default time limit of three hours for on-street parking may be excessive and may result in inefficient use of parking spaces on and near commercial streets. It has been noted, for example, that most restaurant patrons would need an hour or perhaps ninety minutes; reducing the time limit in restaurant-heavy areas would allow twice as many patrons to park during peak periods. Three-hour parking may also motivate some drivers to use these as day-long parking spaces, as a determined driver could time her arrival and move the car twice during the day to avoid fines. A fine-tuning of time limits for on-street parking would result in more efficient use of spaces, in some cases doubling the effective supply (measured in terms of the number of vehicle-visits to an area.)

Better pricing of on-street parking.

It was suggested by some commenters that when the on-street parking spaces are free or cheaper than paid off-street spaces, this results in on-street spaces being used instead of the more expensive off-street spaces. In some cases, for instance during periods when on-street time limits do not apply, street spaces may be monopolized by long-term users, preventing their use by short-term users.

Residential on-street parking permits.

These permits are an essential part of promoting the gradual evolution to a less car-dependent built form while, in the interim, accommodating car owners without off-street spaces of their own. A key aspect of the on-street parking permit system is that permit holders are exempt from having to move their vehicles during major snowfalls.

What Happens Next?

We'd like to know what you think. Send us your comments on the proposed changes no later than December 18th, 2015. Please direct all correspondence to:

| Email: | tim.moerman@ottawa.ca or minimumparking@ottawa.ca |
|---------------|--|
| Regular mail: | Review of Minimum Parking Requirements City Hall 110 Laurier Avenue West, 4 th Floor Mail Code 01-14 K1P 1J1 |
| Fax: | (613) 580-2459 |
| Website: | ottawa.ca/minimumparking |





Appendix A: Boundaries of proposed Area X, Y and Z.

