

DATE: February 26, 2002

TO: Chairman and Members of the Planning and Development Committee

FROM: Thomas S. Mokrzycki, Commissioner of Planning and Building

SUBJECT: **Parking for Residential Facilities for Seniors**
MEETING DATE: March 18, 2002

ORIGIN: Planning and Building Department

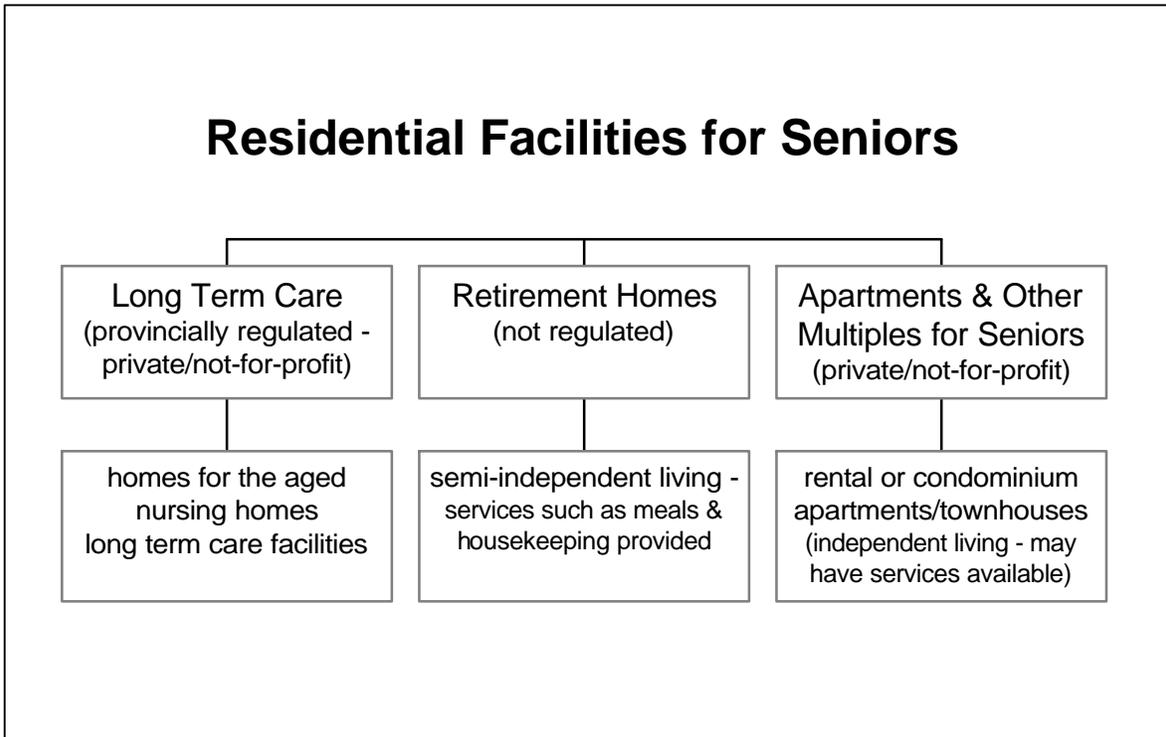
BACKGROUND: This report responds to the requests for reductions in the parking requirements for the increasing number of applications for residential facilities for seniors. There are 21 existing facilities in the City of Mississauga, and nine active applications for new facilities. It is expected that the number of applications will increase as the population ages and older people seek alternative living arrangements.

This report reviews the types of existing facilities providing residential accommodation for seniors and the relevant existing City Plan and Zoning By-law provisions. Recommendations are proposed for new zoning definitions and parking standards for residential facilities for seniors.

COMMENTS:

1.0 Residential Facilities for Seniors

Residential facilities for seniors are separated into three categories developed following a review of materials relating to current facilities and consultation with providers of residential facilities for seniors. They include terms currently in City Plan and the Zoning By-laws.



1.1 Long Term Care Facilities

Long Term Care facilities¹ house people who require significant assistance for everyday living, usually including daily

¹ The following information is derived from the Government of Ontario Long-Term Care Facility Redevelopment in Ontario: A Handbook for Municipal Planners, distributed November 2000: Long-term care (LTC) facilities are owned and operated by either private for-profit business enterprises or not-for-profit corporations. Provincial funding for the operation of LTC facilities is contracted annually with individual operators, and the Province has produced design standards for LTC facilities. Nursing homes and homes for the aged are provincially regulated; function under comprehensive operating agreements with the provincial government; are inspected; and receive funding from the provincial government. Private retirement homes are not provincially regulated and do not receive public funding.

medical care. Long Term Care facilities are regulated by the Province of Ontario and some services are funded by the Province.²

1.2 Retirement Homes

Retirement Homes are not regulated.³ They provide semi-independent living and some services. Retirement Homes vary greatly in the types and sizes of accommodation, and the services provided. Trends in newer facilities are toward more private rooms, larger units and activities for more active people.

1.3 Apartments and Other Multiples for Seniors

A growing number of applications propose to provide apartments or other types of independent multiple units, either as rental or condominium units, specifically to serve the demand for retirement units. These proposed developments vary greatly in unit sizes, location and price. Being independent units, they are not regulated. Generally, residents of independent units may access the same level of home care services that would be available to residents of any other home.

The future parking requirements of independent multiple units are the most difficult to predict. Some of the developments “for seniors” are similar to other rental or condominium units being built in Mississauga, and could be assumed to be attractive to people who are retired or are planning to retire within a few years time. These people may still be very active, and wish to move to accommodation which is easier to

² Chronic care facilities associated with hospitals are part of the broader care continuum, and are not discussed in this report. Parking for these facilities is dealt with as part of the overall parking requirements for a hospital.

³ The Ontario Residential Care Association (ORCA) sets guidelines for retirement facilities which voluntarily become members of the association, and carry out a program of periodic inspections of member facilities to ensure that their standards are met. Approximately 60% of Ontario retirement homes in Ontario voluntarily subscribe to this system of accreditation. This voluntary process is the only system of ensuring standards of retirement home care in Ontario.

maintain than a private home. Some developments propose to require that residents of independent-living units pay for a package of services which could be required by retired people or people with special needs, in an attempt to ensure that rentals or sales of the units will only be attractive to people who need these services.

Because of the range of facilities included in this category, requests for reduction of parking requirements for apartments and other independent multiple units for seniors should continue to be dealt with on an individual basis. A parking standard for this type of residential facility for seniors is, therefore, not proposed in this report.

1.4 Continuum of Care Facilities

Increasingly, proposals are being put forth for complexes which include all three types of accommodation mentioned above, in what has been called a “continuum of care.” It is possible for residents of independent-living units in this type of complex to access the services provided in other parts of the complex, on an “as-needs basis.” It should be noted that space in the Long Term Care facility is not guaranteed to residents in other parts of these complexes. Access to space in Long Term Care facilities is based on the needs and waiting lists of the larger community, and controlled by local Community Care Access Centres.

Generally, parking for proposed continuum of care facilities, and other combinations of residential facilities for seniors, should be planned to meet the separate parking requirements of each type of facility included in the complex, or parking utilization studies should be considered on a case-by-case basis.

2.0 City Plan and Zoning By-laws

2.1 Existing Policy Framework

Section 5.3.1.1 of City Plan permits special needs housing⁴ in areas designated “Residential”, including housing for the elderly such as homes for the aged, satellite homes, retirement homes, rest homes, senior apartments, life care communities, and senior retirement communities.

2.2 Zoning By-law Provisions

In September 1988, a report titled, “*Policy Directions for Senior Citizen Housing*,” was forwarded by the Commissioner of Planning and Building to the Community Planning and Development Committee. Among the recommendations of that report adopted by City Council, were changes and additions to Zoning By-law definitions and parking standards for various types of supportive housing and retirement facilities. By-law amendments were prepared and approved by City Council, however, the amendment affecting Zoning By-law 5500 was subsequently repealed because of an application which was in process. The by-law was never re-enacted. This sequence of events resulted in amendments being made to By-law 1227 (Port Credit) and By-law 65-30 (Streetsville), while the original provisions remained in By-law 5500.

2.2.1 Definitions

Zoning By-law 5500, which covers most of the City, does not include any definitions for facilities for seniors except s.44 (17) (j) (ii), which for the purpose of determining parking requirements, provides the following definition:

“ ... ‘SENIOR CITIZEN HOUSING’ means any form of residential building constructed for the exclusive use of persons

⁴ Special Needs Housing (City Plan Glossary, s.9) “means housing for the elderly, such as homes for the aged, satellite homes, retirement homes, rest homes, senior apartments, congregate housing, life care communities, and senior retirement communities; and garden suites; supportive housing, such as group homes, shelters for victims of family violence, transitional homes for youth; and student housing.”

over 60 years of age and necessary staff incidental thereto, under the auspices of any of the Federal, Provincial or Municipal Governments."

The following definitions are included in Zoning By-law 1227 which applies to the former Village of Port Credit, and in Zoning By-law 65-30 which applies to the former Town of Streetsville:

"... 'HOME FOR THE AGED' means an approved charitable institution under the Charitable Institutions Act, R.S.O. 1980, c.64, as amended, or any successor of that Act, which provides residential, sheltered, specialized or group care for the aged or a home established or maintained under the Homes for the Aged and Rest Homes Act, R.S.O. 1980, c.203, or any successor of that Act;" *(BL 1227 (Port Credit) s.4 (11)(12) and BL 65-30 (Streetsville) s.2 (12)(k))*

"... 'RETIREMENT HOUSE' means a building or part thereof in which, for hire or gain, lodging is supplied in at least 3 retirement dwelling units and in which meals are supplied for the occupants in a common kitchen and dining facility and which is intended for the lodging of retired or elderly persons, but which is not a nursing home, home for the aged, assisted seniors residence or group home;" *(BL 1227 (Port Credit) s.4 (11)(130) and BL 65-30 (Streetsville) s.2 (12)(l))*

"... 'RETIREMENT DWELLING UNIT' means one or more habitable rooms in a Retirement House, designed or intended for the lodging of not more than 2 persons, whether or not separate kitchens or sanitary facilities are provided therein; *(BL 1227 (Port Credit) s.4 (11)(13)(l) and BL 65-30 (Streetsville) s.2 (12)(l)(i))*

“ ... ‘ASSISTED SENIORS RESIDENCE’ means any residential building or structure or part thereof which is operated under a program or combination of programs which are wholly or partly funded by Federal, Provincial or Municipal Government or an agency thereof and which is occupied by elderly persons who qualify under any such programs;” (*BL 1227 (Port Credit) s.4 (11)(14) and BL 65-30 (Streetsville) s.2 (12)(m)*)

“ ... ‘NURSING HOME’ means a nursing home licensed under the Nursing Homes Act, R.S.O. 1980, c.320, as amended, or any successor of that Act.” (*BL 1227 (Port Credit) s.4 (3a) and BL 65-30 (Streetsville) s.2 (41)*)

2.2.2 Permitted Zone Categories

Long Term Care facilities and Retirement Homes are not permitted as-of-right in Zoning By-law 5500 and have been approved on an individual basis through specials sections. This is a matter for future review, perhaps as a part of the Comprehensive Zoning By-law Review.

Zoning By-law 65-30 permits a nursing home, a home for the aged, a retirement house or an assisted seniors residence in the Fifth Density Residential ("R5") Zone and in the Shopping Centre Commercial ("C2") Zone.

Zoning By-law 1227 permits a nursing home, a home for the aged, a retirement house, or an assisted seniors residence in the "R4" (Residential, Fourth Density) zone, which permits a range of residential dwellings from single-family detached to apartments, accessory and other service uses.

2.2.3 Existing Parking Requirements

There are a variety of existing parking requirements relating to the different types of assisted and supportive retirement facilities in the three zoning by-laws. These are set out in the table below:

Parking Requirements by Housing Type	Residents /Staff	Visitors	Total
Long Term Care			
Senior Citizen Housing BL 5500 s.44 (17) (j) (i)	0.20/unit	0.25/ unit	0.45
Nursing Home/Home for the Aged BL 1227 (Port Credit) Sch.“A”; BL 65-30 (Streetsville) s.6 (14) (a)	0.85/staff	0.25/ bed	n/a
Assisted Seniors Residence BL 1227 (Port Credit) Sch.“A”; BL 65-30 (Streetsville) s.6 (14) (a)	0.40/unit	0.25/ unit	0.65/unit
Retirement Homes			
Retirement House BL 1227 (Port Credit) Sch.“A”; BL 65-30 (Streetsville) s.6 (14) (a)	0.50/unit 0.85/staff	0.25/ unit	n/a

3.0 Proposed Zoning Definitions and Parking Standards

A review of the definitions for retirement facilities and other related types of supportive housing, and the parking standards currently available in the City’s three by-laws was undertaken to determine the need for changes, and to develop recommendations, where appropriate.

3.1 Proposed Definitions

As indicated earlier, the definition of “Senior Citizen Housing” in By-law 5500 is for parking purposes only. The definition states that “Senior Citizen Housing” means any form of

residential building constructed for the exclusive use of persons over 60 years of age” Zoning by-laws which restrict a use based on the age of occupants have been found to be legally problematic. Further, despite the indication in the definition that this housing would be operated under the auspices of a government agency, with the necessary staff, applicants request the reduced parking standard for any type of “seniors” housing.

The existing Zoning By-law definitions are outmoded and no longer accurately reflect the type of facilities being built as seniors housing. In response, for recent applications, various definitions have been included in the special sections of Zoning By-law 5500. These definitions are provided in Exhibit 1.

The numerous terms and definitions to describe essentially the same kind of facility are confusing and can be combined to use the one term which has evolved since 1988, that is, Long Term Care facility. Definitions and terminology in the three Zoning By-laws should be changed to accurately reflect the types of facilities now being provided. All references to "Senior Citizen Housing," "Home for the Aged," "Assisted Seniors Residence," and "Nursing Home," in By-laws 5500, 1227 and 65-30, except those in special sections, should be changed to the following:

“LONG TERM CARE FACILITY” means a building or structure, or part thereof, containing a provincially funded residential facility where a broad range of 24-hour personal care, support and health services are provided for persons requiring these services in a supervised setting and which may contain accessory personal service, retail and recreational uses for the residents.”

All references to "Retirement House" and "Retirement Dwelling Unit," in By-laws 5500, 1227 and 65-30, except those in special sections, should be changed to the following:

“RETIREMENT HOME” means a building or structure, or part thereof, containing retirement dwelling units, where common facilities are provided for the preparation and consumption of food and where housekeeping services and on-site medical services are provided as required, and which may contain accessory personal service, retail and recreational uses for the residents, intended to be occupied by persons who are retired from the work force, or by reason of age or infirmity require the services provided in a semi-independent living environment, but who do not require the services and support provided in a Long Term Care facility.”

“RETIREMENT DWELLING UNIT” means one or more habitable rooms in a Retirement Home, designed or intended for the lodging of not more than two (2) persons, with a separate entrance from a common hall, in which separate sanitary facilities are provided, and which may contain limited culinary facilities but not a room set aside as a kitchen.”

3.2 Proposed Parking Requirements

A review was undertaken of parking provisions for existing Long Term Care and Retirement Home facilities in Mississauga, as well as the parking for recently approved developments and developments currently under application. Some applicants provided parking studies to support requests for reduced parking standards. These were also reviewed as supportive documents for the conclusions of this report.

The following table is a compilation of parking ratios observed at existing facilities, and those more recently approved and included in Zoning By-law special sections or supported in the review of development applications or parking studies. Note that parking standards for Long Term Care facilities are now

measured on a per bed basis, while Retirement Home standards are referred to on a unit basis.

Summary of Existing and Proposed Parking Provisions for Mississauga	# of spaces	
	Range	Average
Long Term Care		
Existing facilities	0.24 - 0.47	0.34
Proposed facilities	0.29 - 0.42	0.34
overall average	0.34/bed	
Retirement Homes		
Existing facilities	0.28 - 0.50	0.41
Proposed facilities	0.33 - 0.40	0.35
overall average	0.39/unit	

Data provided in various parking studies to justify requests for reduced parking standards, were reviewed. These studies provided data regarding parking supply and observed demand, as well as recently proposed parking supply, for locations in various cities, and ranges of parking supply in Ontario. Observed parking demand and parking supply varies greatly according to municipality and within individual municipalities. The broadest ranges are shown for Ontario, reflecting the variety of locations, from small town to large city, some with transit services and many without.

Parking supply for Long Term Care facilities ranges from 0.10 to 0.59/bed across Ontario, with supply for new facilities proposed in the range of 0.16 to 0.65/bed. Demand surveys have shown actual parking demand to be in the range of 0.28 to 0.41 spaces/bed.

Parking supply for Retirement Homes in Central and West Ontario ranges from 0.29 to 0.52 spaces per unit, with an average demand of 0.36.

Within larger centres, a variety of factors influence the need for parking spaces. A major factor is accessibility to convenient transit service for mobile residents, staff and visitors. There may also be differences between municipalities in the acceptance of transit vs. the private motor vehicle as the standard means of transportation.

In addition, six other municipalities in or near the GTA were consulted to determine whether or not they had recently studied these issues or instituted new parking standards. Brampton and Markham have no parking standards for residential facilities for seniors and deal with requests for reduction of parking standards on a case-by-case basis. Burlington, Richmond Hill, Oakville and Vaughan do have parking standards for residential facilities for seniors, but because of the variety of definitions, it is difficult to compare these parking standards. Burlington requires parking spaces on the basis of number of employees and number of beds or units so that these standards cannot be compared to standards on a per bed or per unit basis. Richmond Hill requires 0.25-0.50 spaces per bed for long term care facilities; Oakville requires 0.33 parking spaces per unit for long term care facilities and retirement homes; and Vaughan requires 0.50 parking spaces per nursing home bed, and 1.0 parking space per unit for seniors residential dwelling units.

Other factors which influence parking requirements are the level of services and medical care required by the residents. For example, residents who require chronic care will not be able to drive, however, the facility in which they reside may have higher staff and visitor parking needs.

Some residential facilities provide a van for transportation to

medical and other personal appointments, social activities and shopping, thereby reducing the need for private vehicles. However, the most mobile of residents may still use private vehicles.

The following discussion deals with the two types of residential care facilities for seniors individually.

3.2.1 Long Term Care Facilities

A review of existing parking, and parking spaces approved and proposed for Long Term Care facilities in comparable urban areas shows a similarity of parking requirements across municipalities. Over time the range of parking requirements in Mississauga has narrowed to an average of 0.34 spaces/bed. Reviews of the most recent parking utilization studies have resulted in staff support for parking requirements of 0.33 spaces/bed for Long Term Care facilities. Sufficient knowledge of these facilities has been gained to recommend a minimum parking standard of 0.33 spaces/bed for Long Term Care facilities.

3.2.2 Retirement Homes

The range of parking requirements for Retirement Homes in Mississauga have changed over time from an average of 0.41 spaces/unit for existing facilities to an average of 0.35 spaces/unit for proposed facilities, with an overall average of 0.39 spaces/unit.

Limited data are currently available for parking requirements at Retirement Homes in other municipalities. It is understood from the variety of applications received in Mississauga and through discussion with industry representatives that there is a trend to greater variety in the residential facilities being provided in this category. For example, larger units are being built, and some facilities are geared to more active residents, compared to facilities built previously. Retirement Homes geared to more active seniors would attract more people who retain their own private vehicles; hence, this type of facility may require more parking spaces than existing Retirement

Homes. As stated previously, the average parking requirement for Retirement Homes in Central Western Ontario is 0.36 spaces/unit. More recent standards being used, or recently introduced by nearby municipalities tend to be higher for Retirement Homes.

ORCA has recommended on behalf of its members that 0.25 spaces/unit would be a reasonable parking ratio (see Exhibit 2). This standard would be appropriate only if the applicant for a new Retirement Home could show that resident car ownership would be low, and that residents will rely on transit or on transportation provided by the operator.

If the range of Retirement Home facilities is broadening, a minimum zoning by-law standard should be set which would provide sufficient parking for Retirement Homes developed for active residents. The onus would be on an applicant to demonstrate that a lower parking requirement would provide adequate parking for a proposed facility.

Studies produced in support of several specific applications have indicated that a parking standard of 0.33 spaces/unit would be sufficient. However, the wide range of Retirement Home facilities in terms of age of residents, size of facility, size of unit, general level of activity of the residents, together with the fact that parking requirements for Retirement Homes in the Central Western Ontario Region range to 0.52 spaces/unit, and the trend toward higher parking requirements in nearby municipalities, would indicate that the parking standard should be higher than 0.33 spaces/unit.

Although a formal parking survey was not undertaken at Retirement Homes, some informal observations indicate that older facilities, where residents have lived for some time, and are now less active, appear to operate successfully with a lower parking standard, while newer facilities, with more active residents have provided parking at higher ratios (e.g. 0.50 and 0.59 spaces/unit). It is possible that the new facilities which have supplied the higher levels of parking are exceptions,

however, these examples support the trend toward a wider variety of facilities and the development of facilities for more active residents.

Taking the available information into account, and considering the need to ensure enough parking, without creating an oversupply or onerous requirements, a minimum parking standard of 0.50 spaces/unit is recommended for Retirement Homes.

CONCLUSIONS:

The number of applications for residential facilities for seniors has increased and this trend is likely to continue. These applications have resulted in requests for reductions in parking, and it is these requests that have prompted this report.

Facilities which provide residential accommodations for seniors have evolved so that three distinct types are identified: Long Term Care facilities, Retirement Homes and Apartments and Other Multiple Units. This report deals with parking requirements for Long Term Care facilities and Retirement Homes. Parking requirements for Apartments and Other Multiple Units should be considered on a site-by-site basis.

The definitions, terminology and the parking standards for residential facilities for seniors which exist in the three Zoning By-laws are out of date. It is proposed that changes be made to By-laws 5500, 1227 and 65-30, except for special sections, to distinguish between the types of facilities, and to ensure the appropriate amount of parking for Long Term Care facilities and Retirement Homes. It is proposed that all references to "Senior Citizen Housing," "Home for the Aged," "Assisted Seniors Residence," "Nursing Home," be deleted from the By-laws and that new definitions be added for "Long Term Care Facility", "Retirement Home" and "Retirement Dwelling Unit". It is also proposed that the parking standards currently in the Zoning By-laws be replaced with a minimum parking standard of 0.33 spaces/bed for Long Term Care Facilities and 0.50 spaces/unit for Retirement Homes. A public meeting will be required to consider the proposed changes to the Zoning By-laws.

RECOMMENDATION:

That the report titled "*Parking for Residential Facilities for Seniors*" dated February 26, 2002 from the Commissioner of Planning and Building, be circulated by the City Clerk to the operators of all existing Long Term Care facilities and Retirement Homes in Mississauga and to the Ontario Residential Care Association (ORCA), for review and comment; and, that a public meeting be held at the Planning and Development Committee to consider the proposed changes to Zoning By-laws 5500, 1227 and 65-30.

Original Signed By: _____

Thomas S. Mokrzycki

Commissioner of Planning and Building

**Definitions for Residential Facilities for Seniors
recently included in Special Sections of By-law 5500**

“... 'LONG TERM CARE FACILITY' means a building or structure containing a provincially licenced facility where a broad range of personal care, support and health services are provided for the elderly, disabled or chronically ill occupants in a supervised setting and which may contain accessory uses such as convenience store, beauty parlour and library;”

By-law 5500 ss.2491 (added by By-law 0494-2000)

"... 'LONG TERM CARE FACILITY' means a residential building or structure which is operated under a provincial licence, where a broad range of personal care, support and health services are provided to elderly, disabled or chronically ill occupants in a supervised setting and which may contain a day nursery, beauty salon, pharmacy and a community centre;"

By-law 5500 ss.2541 (added by By-law 0408-2001)

“... 'RETIREMENT HOME' means a building or structure containing retirement dwelling units, where common facilities are provided for the preparation and consumption of food and which may contain accessory uses such as recreation rooms, tuck shop, beauty salon, library and theatre;” *By-law 5500 ss.2491 (added by By-law 0494-2000)*

" ... 'RETIREMENT HOME' means a building or structure containing retirement dwelling units, where common facilities are provided for the preparation and consumption of food and where recreation rooms and other facilities such as a tuck shop, beauty parlour and theatre may also be permitted as an accessory use;" *By-law 5500 ss.2455 (added by By-law 0289-2000)*

" (1) ... 'RETIREMENT RESIDENCE' means a building or structure providing accommodation primarily for persons over sixty-five (65) years of age, where each dwelling unit has separate private washroom facilities and a separate entrance from a common hall, without facilities for the cooking or preparation of food, but where common facilities are provided for the preparation and consumption of food and where recreation rooms and other like facilities may also be provided;

" (2) a tuck shop and beauty parlour accessory to a retirement residence shall also be permitted;"

By-law 5500 ss.2387 (added by By-law 0374-1999)

“ ... ‘RETIREMENT DWELLING UNIT’ means one (1) or more habitable rooms designed and intended for use by not more than one (1) person with a separate entrance from a common hall, and in which separate sanitary facilities are provided, and which may contain limited culinary facilities but not a room set aside as a kitchen;” *By-law 5500 ss.2491 (added by By-law 0494-2000)*

“ ... ‘RETIREMENT DWELLING UNIT’ means one or more habitable rooms designated and intended for use by not more than two (2) persons with a separate entrance from a common hall, and in which separate sanitary facilities are provided, and which may contain limited culinary facilities but not a room set aside as a kitchen;" *By-law 5500 ss.2455 (added by By-law 0289-2000)*