

DATE OF MEETING | AUGUST 13, 2018 |

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SUBDIVISION |

**SUBJECT                      OFF-STREET PARKING REGULATIONS BYLAW**

## **OVERVIEW**

### **Purpose of Report**

To present Council with the City of Nanaimo “Off-Street Parking Regulations Bylaw 2018 No. 7266”, which, if adopted, will replace “Development Parking Regulations Bylaw 2005 No. 7013” in order to regulate required off-street parking within the city. |

### **Recommendation**

1. That City of Nanaimo “Off-Street Parking Regulations Bylaw 2018 No. 7266” (To regulate parking within the city of Nanaimo) pass first reading;
2. That City of Nanaimo “Off-Street Parking Regulations Bylaw 2018 No. 7266” pass second reading; and
3. That Council direct Staff to proceed and advertise for a Public Hearing related to the City of Nanaimo “Off-Street Parking Regulations Bylaw 2018 No. 7266” and the City of Nanaimo “Parking Variance Policy”.

## **BACKGROUND**

Since 2015, the City of Nanaimo has been working on a bylaw to update and replace the existing "Development Parking Regulations Bylaw 2005 No. 7013" (Parking Bylaw). The Parking Bylaw regulates off-street parking within the city of Nanaimo, including the number of parking spaces required for different land uses and the dimensions and design of parking areas. The existing Parking Bylaw is more than 13 years old and, since its inception, a new Official Community Plan (OCP) and a Transportation Master Plan (TMP) were adopted in 2008 and 2014, respectively. A review of the parking standards is included as a short-term goal within the OCP work plan.

On 2017-JUN-26, Council received a report from Staff highlighting the work to date on the proposed replacement Parking Bylaw, which included the following:

- Presenting the Parking Bylaw review at the 2015-JUN-16 meeting of the Planning and Transportation Advisory Committee (since replaced with the Community Planning and Development Committee);
- Reviewing existing policies within the TMP and OCP which relate to parking;
- Researching municipal best practices, including parking rates in other municipalities;
- Review of historic parking variances within the city;
- Onsite observations and parking counts of multiple-family and commercial parking lots;

- The hiring of a parking consultant (WATT Consulting Group) to review technical specifications of the bylaw, including stall dimensions, small car spaces, and loading bays; and
- The collection of stakeholder feedback from frequent users of the Parking Bylaw, including architects, developers, engineers, and planning consultants.

Since Council received the 2017-JUN-26 report, Staff have further researched and refined the draft bylaw and sought additional input from stakeholders and the general public. A summary of the public consultation is discussed later in this report.

## **DISCUSSION**

The draft City of Nanaimo “Off-Street Parking Regulations Bylaw 2018 No. 7266” includes a number of key changes from the existing bylaw, including:

- Allowing some parking to be provided off-site on a nearby property;
- Removing the minimum floor area requirement for a retail trade and service centre to allow a single parking rate where there is multiple commercial uses on a property;
- Increasing the percentage of small car parking spaces permitted on a site from 33% to 40%;
- Reducing the minimum required size of loading bays;
- Requiring a permeable parking surface where more parking than the minimum bylaw requirement is provided;
- Requiring bicycle parking;
- Redefining the boundaries of the downtown exempt commercial parking area;
- The addition of new parking rates for student housing, float homes, rooming houses, and supportive housing;
- Amended parking rates for a retail store, retail warehouse, mobile home, assembly hall, boarding kennels, lumber and building supply yard, and a shopping centre;
- A requirement for electrical vehicle charge stations,
- Providing opportunities for reduced parking where parking spaces are shared between uses with different peak hours of parking demand, and
- Amending the parking rate for multiple-family housing to include variable rates based on location and number of bedrooms.

A summary of the proposed changes within the Parking Bylaw and the rationale for those changes is included within the report as Attachment A - Proposed Changes Summary. A few of the more significant proposed changes are discussed in this section.

### **Multiple-Family Parking**

Multiple-family developments and mixed-use development projects represent 86% of all parking variances approved by Council since 2015. Of all the multiple-family development permits approved since 2015, 31% included a variance to the minimum required number of parking spaces. Parking variances were included in 64% of all mixed-use development applications approved since 2015. As such, the multiple-family parking rate was a considerable focus of the bylaw review.

The proposed bylaw replaces the 1.66 parking spaces per multiple-family unit that currently applies to all multiple-family developments outside of the downtown area, regardless of the number of bedrooms within the units. The proposed bylaw will include a table of different rates based on the location of the property and the number of bedrooms included within the development. For example, a three-bedroom unit would require more parking than a one-bedroom or studio apartment in the same area. It is expected residents within a three-bedroom unit are more likely to own multiple vehicles than a resident within a one-bedroom unit.

Location was considered within the variable multiple-family parking rate as Staff believe vehicle ownership and parking demand varies based on location. For example, a resident living in the downtown core or near a major transit hub is less likely to own a vehicle than a resident located within a neighbourhood not well served by transit. Locations were determined based on the following five criteria:

- OCP designation
- TMP designation
- Walkability (walk score)
- Employment density
- Transit availability and frequency

Rates are equally distributed from a high of two parking spaces per unit for a three-bedroom townhouse within Area 1 (away from services and transit) to a low of 0.45 parking spaces per unit for Area 5 (downtown) studio apartment. Rates were based on the following:

- **Existing Regulation** – The 1.66 current rate was used as a base rate and was reduced where conditions supported a reduced parking requirement, and increased in other areas.
- **Site Observation** – Parking counts were conducted at five separate properties in Nanaimo on at least two separate occasions in the late evening. Parking assignment data was provided by rental building managers in Nanaimo for a number of other locations.
- **Best Practices** – Staff researched municipal family parking rates in a number of similar municipalities, including Kelowna, Kamloops, Langford, Victoria, North Cowichan, and Saanich. Staff also consulted the Institute of Transportation Engineers' parking generation handbooks' suggested rates for various forms of multiple-family housing.
- **Development Permit Review** – Staff reviewed past parking variances that have been supported with a parking study and approved by Council. Proposed parking requirements were compared with past variances and existing parking requirements. The proposed bylaw rates have been tested within parking variances supported for a number of recent developments throughout the city.

The proposed multiple-family rates are as follows. Areas indicated on the following chart are shown on Schedule A – Multiple Family Parking Areas of the draft bylaw:

# of Bedrooms	Location Score Area/ Required Parking				
	Area 1	Area 2	Area 3	Area 4	Area 5
3+	2.00	1.84	1.68	1.52	1.20
2	1.80	1.62	1.44	1.26	0.90
1	1.45	1.26	1.07	0.88	0.50
Studio	1.20	1.05	0.90	0.75	0.45

A chart summarizing site observations and the proposed parking rates' impact on a number of multiple-family developments in Nanaimo is included within this report as Attachment B - Multiple Family Comparison Chart.

### Shopping Centre Parking/ Retail Trade and Services Centre

The draft bylaw proposes to amend the definition of retail trade and services centre in order to remove the existing 500m<sup>2</sup> minimum floor area requirement for a development to be considered a retail trade and services centre. As such, any property with two or more businesses will be considered a retail trade and services centre for the purposes of calculating the required parking.

The bylaw will also replace the existing parking rate used for shopping centres and retail trade services centres with a flat rate of one space per 30m<sup>2</sup> of gross floor area. The proposed rate has been tested against a number of Nanaimo shopping centres and compared with best practices in other municipalities. A chart summarizing the number of spaces that would be required for shopping centres in Nanaimo is based on various rates and includes Staff parking count observations as included as Attachment C - Shopping Centre Comparison Chart.

### Bicycle Parking

The current Parking Bylaw does not require developments to provide parking or storage for bicycles. The proposed bylaw will add requirements for short- and long-term bicycle parking. Short-term bicycle parking generally means outdoor parking designated for short-term visitors. Long-term parking refers to covered and secured bicycle storage for employees or residents. The bicycle parking requirements will also include size and accessibility requirements.

Requiring bicycle parking within the Off-Street Parking Bylaw is included as a policy within both the OCP and TMP.

### Offsite Parking

The proposed bylaw will allow a property owner or business to provide the required parking on a separate property, provided that the off-site parking area:

1. is located on a lot within 50m of the subject property, as measured lot line to lot line;
2. is not located on a lot zoned as residential within Part 7 of the "City of Nanaimo Zoning Bylaw 2011 No. 4500" or used to support a residential use parking requirement;
3. is protected by a covenant in favour of the City of Nanaimo that ensures that the land will be used to provide parking in accordance with this Bylaw;

4. is not located across a road designated as an Urban Arterial or Major Collector road within the City's Official Community Plan or highway under the jurisdiction of the Provincial Ministry of Transportation; and
5. does not include any of the required accessible parking, which must be provided on the lot.

The intent of this proposed change is to allow property owners and businesses more flexibility in meeting their parking requirement both on and off site. This is particularly beneficial where it is impractical to accommodate all of the required parking on existing smaller urban lots.

### **Parking Variance Guidelines**

In addition to the bylaw revisions, Staff are requesting Council endorse the accompanying City of Nanaimo Policy for Consideration of a Parking Variance, which is included as Attachment D within the report. The proposed policy includes directions for reviewing variance requests including:

- a variance rationale that must be provided by the applicant;
- locational criteria for the consideration of a parking variance;
- where the inclusion of a CarShare vehicle or membership may be included within a parking variance rationale; and
- where a parking study should be provided.

While it is expected the proposed new parking rates will reduce the number of variance requests, a bylaw cannot adequately address unique site-specific conditions; some variance requests may still be necessary. If endorsed, the policy document will help provide clarity for applicants, concerned residents, Staff, and Council when a variance request may be supported.

### **Public Consultation**

A public open house was held on 2018-APR-03 in the Bowen Park Social Centre. The open house was advertised in the 2018-MAR-27 and 2018-MAR-29 editions of the Nanaimo News Bulletin. Approximately 60 persons attended the open house. An online survey was published on the City website and advertised through traditional and social media. 683 Nanaimo residents completed the online survey.

Overall, those members of the public who completed the survey expressed support for:

- allowing off-site parking;
- requiring permeable paving where a development provides more parking spaces than required by bylaw;
- increasing the required drive aisle width;
- requiring variable parking rates for multiple-family parking based on location and number of bedrooms;
- providing reduced parking rates for shared parking within mixed-use developments; and
- requiring bicycle parking.

The majority of survey respondents did not support:

- reducing the size of parking stall dimensions;
- decreased parking requirements for rental housing;
- reduced parking requirements for shopping centres;
- increasing the percentage of small car parking spaces permitted; and
- counting mobility scooter parking spaces towards the overall parking space requirement.

A summary of the survey responses received is included as Attachment D - Survey Results.

In addition to the open house and survey, Staff also met with the Neighbourhood Network and the Hospital Area Neighbourhood Association; as well an external stakeholder group comprised of frequent users of the bylaw including architects, engineers, and other development professionals. As a result of the feedback received during the public consultation, Staff made the following changes to the draft bylaw:

- Added a parking requirement and rough-in electrical requirement for electric vehicles (EV). EV parking was not included within the original draft of the Parking Bylaw but has since been added based on recommendations received through the public survey, open house, and stakeholder meetings.
- Eliminated a proposed 10% reduction to the multiple-family residential parking requirement where rental housing is provided. Over 71% of survey respondents did not support the rental reduction. As such, the reduction has been eliminated. The proposed 10% reduction was based on recommendations included within the Metro Vancouver Parking Study, which noted a reduction in parking for rentals, but advised that reduction was less pronounced in suburban areas. Removing the 10% reduction for rental housing also allows the required parking within the bylaw to more closely match observed parking demand.
- Added a separate accessible parking rate for Seniors Congregate Housing and Personal Care Facility. It was suggested during the open house that a higher accessible parking rate may be required for seniors' housing uses. The rate included within the proposed bylaw is based on a report on accessible parking prepared by the City of Vancouver.
- Revised stall widths back to the dimensions currently included within the bylaw. Staff had previously proposed small stall widths with a wider drive aisles based on recommendations provided by WATT consulting. Over 88% of survey respondents did not support the proposed changes to parking stall size. As such, the parking dimensions will remain unchanged within the proposed bylaw.
- Mobility scooters will no longer count towards a parking stall requirement. This proposed change was unpopular within the survey and as such has been eliminated.
- Amended multiple family map to change the Dufferin Crescent portion of the Hospital Area from Area 4 to Area 3, thereby requiring more parking within this area. The mapping change was made based on a request from the Hospital Area Neighbourhood Association and is consistent with observed parking demand.

### **Community Planning and Development Committee**

At its meeting held on 2017-DEC-19, the Community Planning and Development Committee received a Staff report, draft bylaw, and variance parking policy. The Committee voted to receive the Staff report and support, in principle, the draft Off-Street Parking Regulations Bylaw,

generally as included within Attachment A, and the draft Guidelines for Consideration of a Parking Variance, generally as included within Attachment B of the Staff report, with the comment that Staff review the parking variance guidelines to consider shared parking between neighbouring properties. The motion carried unanimously.

### **SUMMARY POINTS**

- The City of Nanaimo “Off-Street Parking Regulations Bylaw 2018 No. 7266”, if adopted, will replace “Development Parking Regulations Bylaw 2005 No. 7013”, which regulates required off-street parking within the city.
- A review of the parking standards is included as a short-term goal within the OCP.
- The proposed bylaw is accompanied by a policy document to be used to provide direction to Staff and Council when considering a development application that includes a parking variance.
- The draft bylaw and policy document were developed over three years of research, site observations, and consultation with bylaw stakeholders, neighborhood groups, and the public.

### **ATTACHMENTS**

ATTACHMENT A: Proposed Changes Summary  
ATTACHMENT B: Multiple-Family Parking Comparison Chart  
ATTACHMENT C: Shopping Centre Comparison Chart  
ATTACHMENT D: City of Nanaimo Parking Variance Policy  
ATTACHMENT E: Survey Results Summary  
“Off-Street Parking Regulations Bylaw 2018 No. 7266”

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