



Corporate Report

NO: R237

COUNCIL DATE: NOVEMBER 5, 2007

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **November 1, 2007**
FROM: **General Manager, Planning and Development** FILE: **5480-01**
SUBJECT: **Truck Parking**

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information;
2. Direct staff to bring forward a report, complete with recommendations, related to amendments to the Zoning By-law, Business Licence By-law and other City policies and procedures that would allow for additional truck parking opportunities on properties zoned Light Industrial (IL), either as an interim use on undeveloped sites or as a permanent "third party" use on developed properties;
3. Direct staff to initiate a pilot on-street permit truck parking program, as discussed in this report, for a six month trial period and report back to Council on the results of the trial; and
4. Endorse the hiring of a truck parking coordinator, on a contract basis, to coordinate the actions identified in this report and to actively promote and coordinate the development and provision of truck parking facilities in the City.

INTENT

The intent of this report is to:

- Provide Council with a summary of immediate actions that can be taken to increase the supply of truck parking spaces in the City; and
- Advise Council of the results of an assessment of the potential for using City-owned sites as interim truck parking facilities.

BACKGROUND

On April 2, 2007, Council received Corporate Report No. C005, entitled "Interim Report - Surrey Sustainable Truck Parking Study", and directed staff to seek public and stakeholder feedback on measures proposed in the interim report, to inform a final report.

In accordance with this Council direction, Public Open Houses were held on the morning of May 5, 2007 at the Grand Taj Banquet Hall, attended by approximately 400 persons, and on the evening of May 8, 2007, at the Newton Recreation Centre, with approximately 30 persons in attendance. A survey was distributed to attendees and made available on the City's website, to which 163 persons responded.

The key message received through this consultation was that most independent truck operators would prefer that the City either build low cost, full service, centrally located truck parking facilities, or allow truck operators to park wherever they can find a parking space with limited costs or restrictions, (e.g., on-street, on agricultural land or at their homes). A focus group, held with participants at the second workshop, indicated that much of the current demand for low cost truck parking was from operators who were relatively new to the trucking business, had made significant investments in their vehicles and had not yet developed the client base or the seniority with their existing clients to provide a steady and sufficient revenue stream.

After considering the previous Corporate Report on this matter, Council also directed staff to initiate a number of immediate actions, as listed below:

1. Explore mechanisms to permit a limited number of trucks to park on a Light Industrial (IL) zoned site without special site preparation and licensing requirements. The number of spaces allowed would be related to the size of the property, its location and the ability to buffer the parking use from adjacent uses;
2. Establish a program to use potential locations for on-street permit truck parking within industrial areas and develop mechanisms to implement this action;
3. Undertake an assessment of locations where a City-owned site could be used as an interim truck parking facility, where the City would rent parking spots at current prices to determine the demand for truck parking facilities, while undertaking a search for an appropriate site for a permanent full-service, market-based truck parking facility on City or private land; and
4. Hire a truck parking coordinator to oversee implementation of the short-term measures.

This report provides an update of the work undertaken on these directions of Council. Staff has also conducted a further assessment of potential sites in Hydro corridors within the City that could be suitable for truck parking purposes.

DISCUSSION

Provision of Parking on IL-Zoned Parcels

There are 1300 IL-zoned parcels within the City. To establish which of these properties may be available to accommodate additional truck parking, staff is undertaking a survey of the owners. The survey will assist in establishing more accurately the potential number of additional truck parking stalls that could be made available on these sites, including IL zoned sites located in Hydro corridors.

Early responses to the truck parking survey has indicated interest by a number of IL owners in providing a limited amount of truck parking, with reduced site preparation requirements. The deadline for survey responses is Friday, November 9, 2007. Staff will bring forward a report to Council recommending any necessary amendments to Zoning By-law, Business Licence By-law and operating policies and procedures in order to take advantage of any additional truck parking spaces that could reasonably be made available within IL zoned properties in the City (i.e., whether the sites are currently developed or not). At this time, staff is estimating the number of truck parking spaces that could be created to be within 200 to 300 stalls.

On-street Permit Parking

The Engineering Department has undertaken an assessment of potential on-street locations for a pilot permit-parking program for trucks, identifying a number of streets, primarily in the Newton Industrial Area, as candidate locations. The assessment has focused on through roads or short cul-de-sacs to ensure good visibility for security. The suggested locations, shown on the map attached as Appendix I to this report, are:

- Comber Way - 132 Street to 72 Avenue - truck parking one side, auto parking other side;
- Anvil Way - 128 Street to 76 Avenue - truck parking one side, no parking other side;
- 130 Street - 7900 block to 84 Avenue - truck parking one side, limited auto parking where trucks would need to be restricted, due to driveway sightlines;
- 135 Street - 73A Avenue to 7500 block - truck parking one side, no parking other side (may not be best as Costco, Canadian Tire and Banquet Hall are off this street); and
- 129 Street - 8200 block to 84 Avenue. This is a possible longer cul-de-sac location, but may be a security issue.

It is recommended that a pilot on-street permit parking project be initiated for a six month trial period and that staff report back to Council on the results of the trial.

Assessment of City-Owned Sites for Interim Truck Parks

With regard to Council's direction to assess locations where a City-owned site could be used as an interim truck parking facility, City-owned sites were investigated in different parts of the City. At this time, none of the City-owned sites reviewed are recommended for an interim truck parking facility, as the parking cannot be provided in a cost competitive manner to the market without the City subsidizing the operation. Staff are concerned that the provision by the City of a subsidized truck parking facility is inappropriate, since all other business owners in the City are required to provide parking at their own expense in support of the businesses that they operate. It would be less than equitable to choose the trucking business sector (i.e., when you own a truck you are in essence operating a trucking business) and provide subsidized parking for this sector when all other sectors are fully paying for any required parking spaces that they require.

Assessment of sites in Hydro Corridors

BC Hydro corridors have been identified as land that could potentially be utilized for truck parking since they are heavily restricted from use as building sites. Staff conducted research of the Hydro corridors in the City through examination of aerial photographs, and site visits. As illustrated on attached Appendix II, the majority of the Hydro corridors in the City either run through agricultural lands and are in the ALR, or are immediately adjacent to residential areas or, in a few cases, have been preserved as greenway corridors. Hydro corridor lands that are located within existing IL zones (truck parking is a permitted use in the IL zone) are generally already utilized for truck parking or other storage uses. Staff has identified several Hydro corridor sites that are suitable candidates for truck parking. The largest concentration of such IL-zoned Hydro corridor property in the City is owned by BC Hydro and is located in the Newton area. In relation to privately owned properties, approximately six locations have been identified. Staff will contact these owners individually to determine their interest in establishing truck parking facilities on these sites. These sites, collectively, could accommodate up to 400 to 600 truck parking spaces.

The following is a list of the subject sites (see Appendix III):

- In Cloverdale:
 - 19095 - 54 Avenue (3.0 hectares)
 - 5340 - 192 Street (0.8 hectares)

- In Newton:
 - 12815/41/75 - 85 Avenue (0.8 hectares)
 - 8657 - 132 Street (0.6 hectares)
 - 12300 - 88 Avenue (1.1 hectares)

- In Whalley:
 - 12251 – 88 Avenue

As noted above, BC Hydro owns significant properties under transmission lines in the City that are zoned for light and heavy industry and are currently vacant. Although these

lands are generally reserved for future hydro facilities, staff has approached BC Hydro to determine if there is any potential for the interim use of these vacant lands at appropriate locations for truck parking. Currently, the BC Hydro site, located at 12251 – 88 Avenue, contains a temporary truck parking lot under lease through a private agreement between BC Hydro and the truck parking lot operator. That site has a fair amount of potential for additional interim truck parking. Staff will be discussing that opportunity with representatives of BC Hydro.

Current Market Conditions

Recent advertisements for truck parking sites in Surrey indicate that the current market rate is between \$250 and \$300 per month. For a site with a gravel surface and basic amenities, pro forma analysis indicates that, at this rate, it would be feasible for a truck park operator to purchase land at a value of up to \$600,000 per acre, which is at the low end of the current market value for unserviced industrial land in the City.

A primary reason for exploring the use of City-owned land was to determine the demand for truck parking at current market rates. This question has been answered by the recent construction of a 2.5 acre truck park on a site near the Scott Road SkyTrain station, with a basic gravel surface, chain link security fence and no permanent building or washroom facilities. As this site is not currently zoned for truck parking, staff has been working with the owner to legitimize the use. The operator of that facility is charging \$300 per month. This indicates a market demand for well located truck parking with minimal amenities at \$300 or more per month. The interim report also noted that parking costs, even if increased by \$100 per month over the then current average parking cost of \$200 per month, would represent only a small proportion of total vehicle costs to operators of commercial trucks, which includes fuel, insurance, depreciation and maintenance.

A number of independent truck operators have indicated that they would be interested in forming a cooperative to develop their own truck parking facility, if this provided them with security of tenure at a cost that was not a significant proportion of their total operating costs.

As noted in the financial analysis of the Interim Report for the Sustainable Truck Parking Study, providing full-service truck parking on City-owned land at a rate of \$200 per month would amount to a significant subsidy by the City to the truck operators. This would be difficult to justify when other businesses in the City have to provide parking at their full cost. Providing lower cost parking would also likely risk drawing additional heavy trucks to the City, which has already attracted a disproportionately high proportion of the region's growth in heavy trucks.

CONCLUSION

City staff is recommending several immediate actions with a view to expanding the supply of truck parking spaces in the City.

The recent opening of a truck park in the South Westminster area indicates that there is a significant demand for well-located truck parking facilities in the City at a monthly rate that would make the acquisition of appropriately zoned industrial land financially

feasible. This indicates that the focus of the City's sustainable truck parking policy should be the application of market-based mechanisms for developing new truck parks within the City boundaries.

As a result of the work undertaken to date, it is recommended that Council:

- Direct staff to bring forward a report, complete with recommendations, related to amendments to the Zoning Bylaw, Business Licence By-law and other City policies and procedures that will act to allow additional truck parking opportunities on properties zoned Light Industrial (IL), either as an interim use on undeveloped sites or as a permanent "third party" use on developed properties;
- Direct staff to initiate a pilot on-street permit truck parking program, as discussed in this report, for a six month trial period and report back to Council on the results of the trial; and
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Jean Lamontagne
General Manager,
Planning and Development

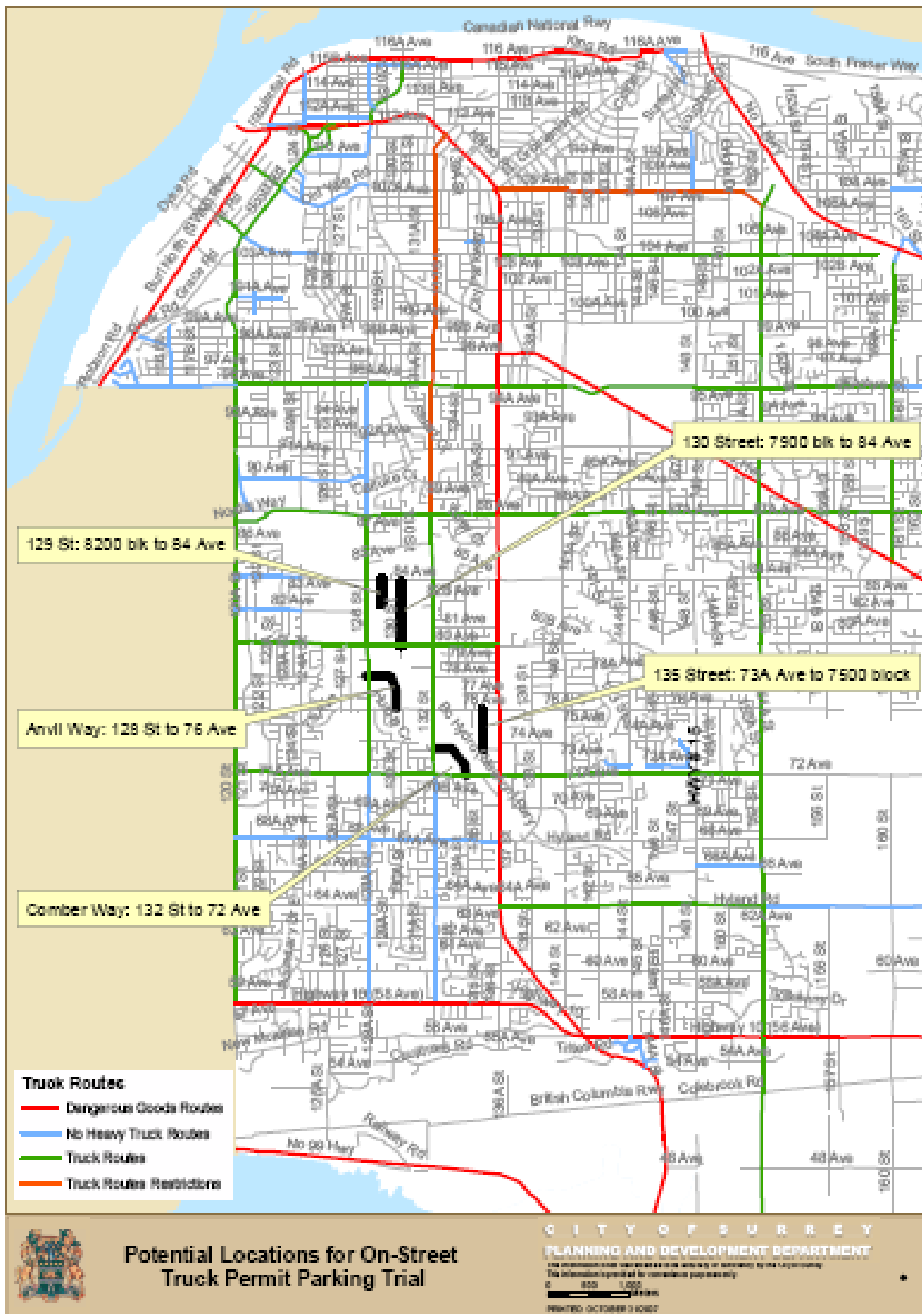
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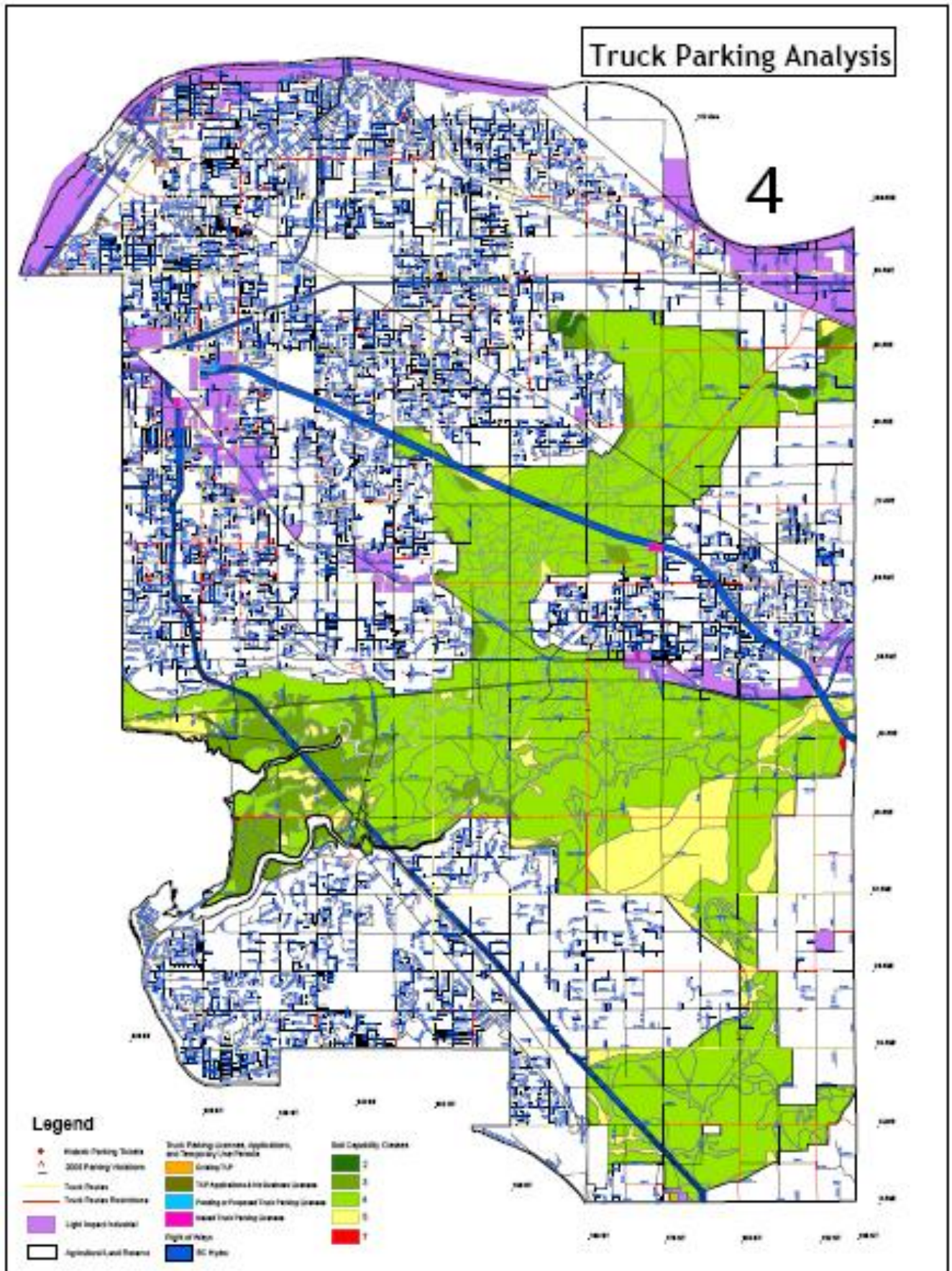
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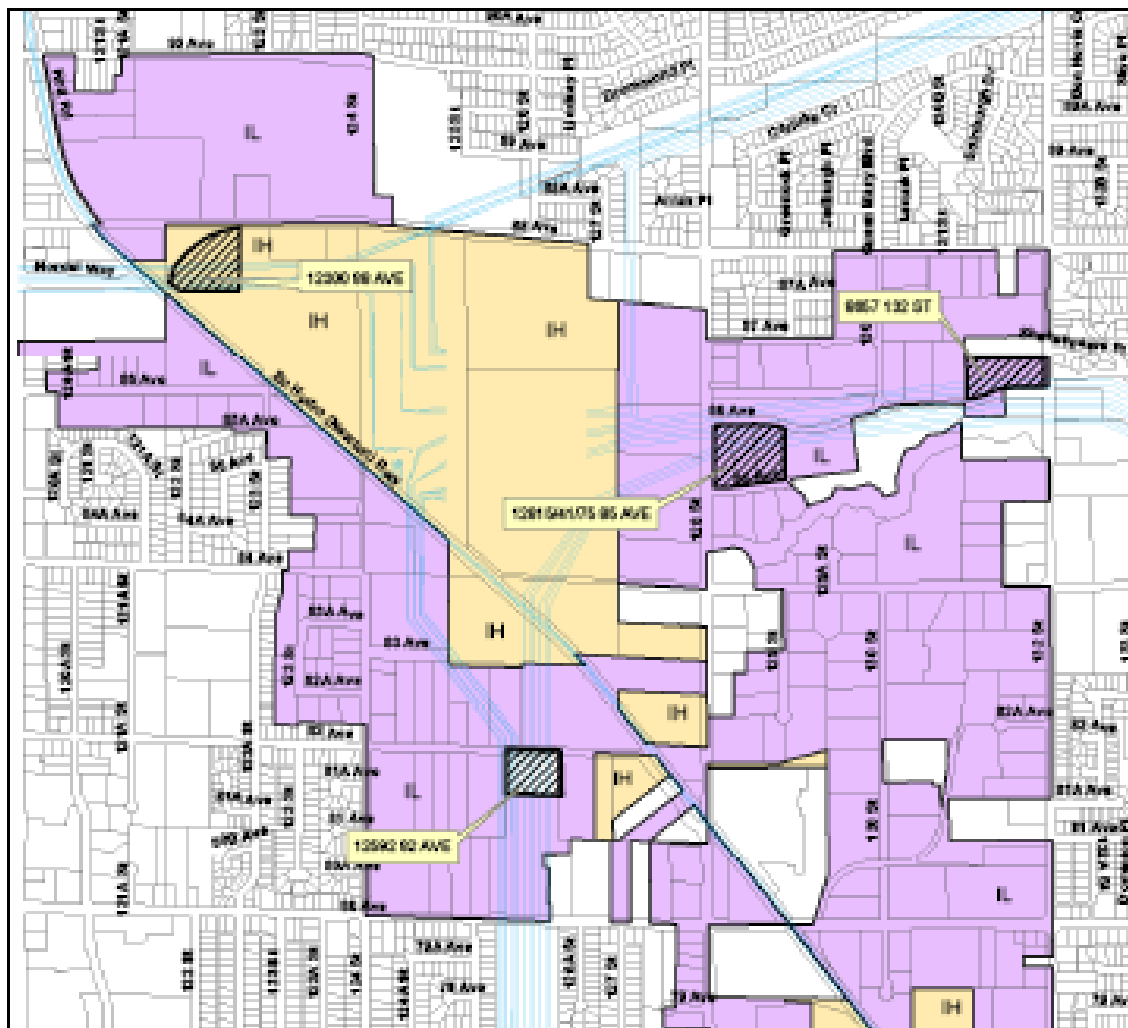
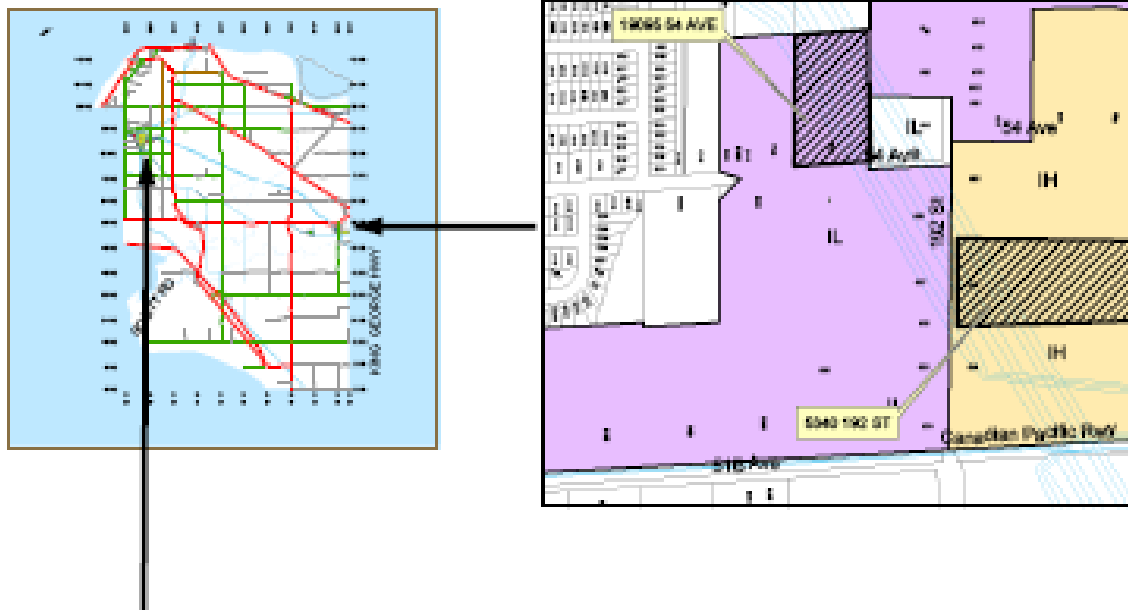
Appendix I Map of On Street Parking locations for Pilot Project

Appendix II Hydro Corridors Throughout the City

Appendix III Potential Truck Parking Sites under Hydro Transmission Corridors







CITY OF SURREY
PLANNING AND DEVELOPMENT DEPARTMENT

PROPERTIES UNDER HYDRO TRANSMISSION LINES WITH TRUCK PARKING POTENTIAL

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SCALE: 1:10000

DATE: OCTOBER 2007