

NO: **R033**

COUNCIL DATE: **February 18, 2013**

---

## REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **February 14, 2013**

FROM: **General Manager, Engineering  
General Manager, Planning & Development**

FILE: **5480-23**

SUBJECT: **Parking for Banquet Halls – Amendments to Surrey Zoning By-law No. 12000**

---

## RECOMMENDATION

The Engineering Department and the Planning & Development Department recommend that Council:

1. Approve amendments to Surrey Zoning By-law, 1993, No. 12000, as discussed in this report and as documented in Appendix I attached to this report; and
2. Authorize the City Clerk to bring forward the necessary amendment By-law for the required readings and to set a date for the related public hearing.

## INTENT

The purpose of this report is to obtain approval for amendments to Surrey Zoning By-law, 1993, No. 12000 (the “Zoning By-law”) that if adopted will increase the on-site parking requirements for “banquet halls”, which are defined as “eating establishments with over 950 square metres (10,225 sq. ft.) of gross floor area”, and modify the provisions related to shared parking spaces.

## BACKGROUND

There are currently about 30 banquet halls or similar facilities in the City and there are three development applications that if approved will likely result in three new banquet halls. Given the City’s experience with existing banquet halls staff has undertaken a review of the on-site parking requirements related to banquet halls as contained in the Surrey Zoning By-law.

Information on this matter was reviewed with the Transportation Committee at a recent meeting, after which the Committee requested that staff forward a report to Council on the matter.

Most of Surrey’s existing banquet halls regularly experience high parking demand during events that are held in these facilities. At times, spill-over parking from banquet halls occurs on adjacent City streets and/or on adjacent private parking lots, which negatively affects the interests of neighbouring property owners. Banquet halls are typically most heavily attended in the evenings for events such as weddings but are also used on weekends for other gatherings. However, where events at a banquet hall coincide with the hours of operation of nearby businesses, the spill-over

parking from the patrons of the banquet hall can create impacts on the owners of the adjacent properties. This effect is compounded when banquet halls are clustered in an area.

## DISCUSSION

A broad review and update of the off-street parking requirements for the various land uses that are referenced in the Zoning By-law is planned by the Engineering Department and the Planning and Development Department to ensure that the By-law requirements remain current. Since the By-law was originally adopted in 1993, there have been changes in land uses, travel patterns, transportation choices and related parking needs in Surrey. However, due to the parking challenges associated with banquet halls being more acute, staff has completed a review of the parking requirements related to banquet halls in advance of the above-referenced more fulsome review.

A “banquet hall” is currently not identified as a use in the Zoning By-law but rather is captured under the “*eating establishment*” use, which is defined as “a commercial establishment, which serves prepared food to the public for consumption on or off the premises and includes *coffee shop, restaurant, catering and drive-through restaurants* but excludes *neighbourhood pubs*”. The Zoning By-law stipulates an on-site parking rate for the “*eating establishment*” use as a minimum of 10 stalls per 100 square metres gross floor area. While this is sufficient for typical restaurants, experience has shown that it is not sufficient for the types of events and activities that are typically held at banquet halls.

In the interest of consistency, fairness, and clarity, staff has reviewed empirical evidence from a variety of sources and has determined that the on-site parking requirements for larger eating establishments (i.e., banquet halls) should be increased. In parallel, staff has also recognized the need to strengthen and clarify in the Zoning By-law the provisions related to the sharing of parking spaces between businesses that are located on the same lot.

It has been determined that a parking ratio of 14 stalls per 100 square metres gross floor area (including balconies, canopies, terraces, and sundecks) is reasonable for eating establishments that have an area including balconies, canopies, terraces and sundecks that are equal to or greater than 950 square metres. This proposed parking rate is comparable to the requirements in other Canadian cities and appears to reflect demand that has been experienced at Surrey-based banquet halls. The current parking rates will remain applicable to eating establishments that have a total area under 950 square metres but balconies, canopies, terraces and sundecks will now be included in the area for sites larger than 150 square metres.

The Zoning By-law currently provides that parking spaces may be shared between two or more establishments when the maximum parking demand for each such establishment occurs at a different time of the day from the peak demand related to each of the other establishments but details on how to achieve shared parking in such circumstances are not well defined. As shared parking is a legitimate and common parking solution, clarifying and strengthening this provision of the Zoning By-law is important.

The parking requirements as stipulated in the Zoning By-law are based on the principle that all parking demands generated by all land uses on any particular site should be fully accommodated on the site under peak conditions; however, there are cases where sharing parking stalls between different, non-conflicting uses on a site eliminates the need to build a larger parking area without any loss of utility. For the purposes of shared parking spaces, “non-conflicting land uses” refers to

land uses where the operating hours of each land use do not overlap with the operating hours of the other land use.

With a view to ensuring that the land uses that are subject to shared parking spaces satisfy the minimum parking rate provisions of the Zoning By-law, it is proposed that each such land use be subject to the registration of a restrictive covenant on the title of the lot on which the operating hours of each land use is defined and restricted. It may also be necessary in some circumstances to undertake a rezoning of the lot on which shared parking is established to a Comprehensive Development zone to limit future uses on the lot so as to ensure that parking demand related to all uses on the lot does not exceed the parking spaces that are available on the lot.

Off-site parking spaces may be used under certain circumstances to satisfy the parking space requirements for the uses on a lot but in such circumstances the off-site parking spaces should be on an abutting or contiguous lot to the lot on which the related land use is located. The Zoning By-law currently permits such off-site parking to be located within 200 metres of the lot on which the related land use is located. A change to the Zoning By-law is recommended in this regard.

Legal Services has reviewed the proposed By-law amendments and has no concerns.

## **SUSTAINABILITY CONSIDERATIONS**

The recommendations of this report will assist in achieving the objectives of the City's Sustainability Charter; more particularly, the goal of using the land base efficiently and scope action item EC2 related to fostering an environment to retain and support existing businesses and making Surrey a more attractive place for business investment.

## **CONCLUSION**

Based on the above discussion, it is recommended that Council:

- Approve amendments to Surrey Zoning By-law, 1993, No. 12000, as discussed in this report and as documented in Appendix I attached to this report; and
- Authorize the City Clerk to bring forward the necessary amendment By-law for the required readings and to set a date for the related public hearing.

Jean Lamontagne  
General Manager  
Planning and Development

Vincent Lalonde, P.Eng.  
General Manager,  
Engineering

VL/JB/PB/KT/brb

Appendix I - Proposed Amendments to the Surrey Zoning By-law, 1993, No. 12000

## Proposed Amendments to Surrey Zoning By-law, 1993, No. 12000, as amended (the “By-law”)

The By-law be further amended as follows:

1. Delete Sub-section A.2(a) of Part 5 Off-Street Parking and Loading/ Unloading in its entirety and replace with a new Sub-section A.2(a) as follows:
  - "(a) On the same *lot* as the uses they serve or for non-residential uses on a *lot* that is abutting or contiguous with the *lot* on which the uses they serve are located."
  
2. Delete Sub-section A.4.(b) of Part 5 Off-Street Parking and Loading/ Unloading in its entirety and replace with a new Sub-section A.4.(b) as follows:
  - "(b) Shared *parking facilities* for two or more establishments may be permitted when the establishments have different temporal distributions of parking demand as demonstrated by having operating hours that do not overlap. Each establishment may share a maximum of 25% of its individually required *parking spaces*, but the total number of *parking spaces* must be equal to or greater than the required number of *parking spaces* for the establishment that has the higher individual overall *parking space* requirement."
  
3. In Table C.2 of Part 5 Off-Street Parking and Loading/ Unloading, delete the regulations under the heading “Required *Parking Spaces*” for “*Eating Establishments, excluding drive-through restaurants*” in their entirety and replace with new regulations as follows:
  - "i. 14 *parking spaces* for every 100 square metres [1,075 sq.ft.] of area of the *gross floor area* and the area of all *balconies*, terraces and *sun decks* where the total of the *gross floor area* and the area of all *balconies*, terraces and *sun decks* is equal to or greater than 950 square metres [10,225 sq.ft.);
  - ii. 10 *parking spaces* for every 100 square metres [1,075 sq.ft.] of area of the *gross floor area* and the area of all *balconies*, terraces and *sun decks* where the total of the *gross floor area* and the area of all *balconies*, terraces and *sun decks* is less than 950 square metres [10,225 sq.ft.] and greater than 150 square metres [1,615 sq.ft.);
  - iii. Minimum of 3 *parking spaces* where the *gross floor area* is less than 150 square metres [1,615 sq.ft.); and
  - iv. Parking requirement is reduced by 20% in Surrey City Centre in relation to ii. and iii. above."