

REGULAR COUNCIL

TO: Mayor & Council **DATE: April 9, 2015**

FROM: General Manager, Engineering **FILE: 5480-01**
General Manager, Planning and Development

SUBJECT: Tandem Parking in Multi-Family Residential Developments – Proposed
Amendments to Surrey Zoning By-law No. 12000

RECOMMENDATIONS

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

1. Receive this report as information;
2. Endorse setting a maximum tandem parking ratio of 50% for ground level parking and 10% for underground parking.
3. Approve the amendments to the Surrey Zoning By-law, 1993, No. 12000 (the “Zoning By-law”), as described in this report and as documented in Appendix I; and
4. 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 Council approval for amendments to Surrey Zoning By-law, 1993, No. 12000 as amended (the “Zoning By-law”) as it relates to the provision of tandem parking, in order to provide a mechanism to manage the amount of tandem parking spaces permitted with multi-family development applications. This report also describes the recommended transition process for in-stream applications.

BACKGROUND

Tandem parking is defined as the practice of providing one parking space behind the other, such that only one space has unobstructed access to a drive aisle, driveway or roadway. Most tandem parking arrangements are either a two-car tandem garage, whereby one vehicle is parked behind the other within a garage, or as a single car garage with the second vehicle parked outside on a parking pad. Some tandem parking exists within underground parking as well.

Tandem parking within multi-family housing has been used for several years, and guidelines for its application were first adopted by Council in 1995, with two subsequent updates. At that time, the proportion of tandem units within a townhouse development was restricted to 20 percent and visitor parking requirements were increased. A Development Variance Permit (“DVP”) process

was also instituted to allow staff to consider and recommend to Council increases in the amount of tandem parking for individual development applications. The 1996 update to the guidelines retained the DVP component, removed the 20 percent maximum, increased visitor parking, and introduced enhanced landscaping requirements.

The current tandem parking requirements are based on the 1999 update to the Zoning By-law, which eliminated the maximum percentage of tandem parking allowed. Tandem parking is permitted for a range of building types, including single family dwellings, semi-detached homes (RF-SD), townhouses and apartment buildings. Currently, the Zoning By-law does not specify a maximum tandem ratio in any zone. Single family and townhouse units require a minimum of 2 parking spaces, while apartment buildings typically provide 1 to 1.5 spaces per unit. Townhouse and apartment buildings typically provide 0.2 visitor stalls per unit.

In recent years, some concerns have been raised by members of Council regarding the proportion of tandem parking for multi-family development applications and consequently, adjustments have been made for a number of individual applications. At a rezone application to allow the development of multi-family units in Fleetwood (7913-0238-00 April 14, 2014 Public Hearing), a delegation from the Fleetwood Community Association raised the issue of tandem parking. At the request of Council, staff commenced a broader review of tandem parking within the Surrey Zoning By-law.

DISCUSSION

As the City has grown and densified, there has been a corresponding need to give more attention to the supply and management of parking both in terms of its day-to-day impact on the public, but also its role in helping to shape the future development of the City. Residents and businesses place a high value on the availability of convenient on-street parking. In recent years, there has been increased public concern about difficulties in finding parking. Tandem parking is one aspect of the parking supply that can influence the hardships of limited on-street parking in certain areas.

Elsewhere in Metro Vancouver, tandem parking is permitted to varying degrees. Some municipalities specifically permit tandem parking arrangements for residential developments in their bylaws, with or without a maximum. Other jurisdictions do not identify tandem parking in their bylaws, but support it in practice. In some cases, tandem parking spaces are permitted but not counted towards a development's parking requirements (i.e., tandem parking spaces count as 1 regular parking space not 2).

Data Collection and Analysis

To assess the relationship between multi-family residential units with tandem parking arrangements and adjacent on-street parking issues, the Engineering Department conducted on-street parking surveys. Twelve sites were assessed in areas of Fleetwood, Cloverdale, Newton and South Surrey where several townhouse complexes with tandem parking configurations are clustered together and on-street parking issues were present. Key conclusions are as follows:

- While it is difficult to establish a direct “cause and effect” relationship, based on the parking surveys, it appears that high tandem parking ratios increase on-street parking demand and may also contribute to parking overflow issues onto adjacent streets.
- There are a range of factors that influence the demand for on-street parking, in addition to the extent of tandem parking, including car ownership, proximity to transit and the use of garages for storage.
- The context of the surrounding development has an influence on the potential impacts of on-street parking. For instance, a single development in a lower-density residential neighbourhood may not result in on-street parking concerns. Conversely, a development in a denser neighbourhood with other tandem parking developments may result in higher on-street parking competition.

Resident Feedback: June 2014 City Speaks Survey

To better understand residents’ perspectives on tandem parking, 2,100 households with tandem parking were invited to participate in a short, “City Speaks” survey, via mail-out. 220 responses were received.

Key themes are summarized below:

- 60 percent of respondents said they either “dislike” or “strongly dislike” tandem parking, many commenting about the “inconvenience” factor of tandem parking operations; and
- affordability is the most important factor in purchasing a new home.

A survey of household car ownership was also undertaken. On average, there were 2.0 vehicles associated with each household; of these, 0.3 vehicle per household were parked on-street. The survey results showed that where there was higher car ownership, there was a corresponding increase in the use of the tandem parking provided.

Feedback from Community Associations

Staff sought input from a number of community associations in areas that have experienced developments with tandem parking. Representatives from the Cloverdale Community Association, Fleetwood Community Association, and Panorama Neighborhood Association provided comments.

The Associations expressed frustrations about the difficulties of finding on-street parking, which they linked in part with the prevalence of developments with tandem parking in their neighbourhoods. The Associations expressed the City should have a means to review and if necessary, introduce a “maximum” to restrict the proportion of tandem parking. Proximity to transit, local parking conditions and unit size were identified as potential considerations—for example, it was noted that households near transit may own fewer cars.

Consultation with the Development Community

Staff have met with the Urban Development Institute (“UDI”) and the Development Advisory Committee (“DAC”) to discuss changes to tandem parking requirements, including a proposal to limit the amount of tandem parking in townhouse developments and to present the City’s findings.

Both UDI and DAC recognized the concerns about tandem parking but raised concerns about a “cap”. While the industry could adapt to the proposed changes, concerns were expressed that such a limit would affect the ability to achieve higher density in current and future areas well served by transit. Feedback from the development community suggests that elimination of tandem parking has a negative impact on housing affordability. It was noted that a large part of Surrey’s housing market is composed of first time buyers for whom home affordability is very important especially with new tighter mortgage rules that have been introduced recently.

The Planning & Development Department received a follow-up letter from UDI (attached as Appendix II) noting that:

We support staff's proposal to allow 50% of the parking spots in a townhouse to be tandem, [and]...agree that this will allow Surrey staff to talk to developers about on-street parking problems in neighbourhoods where their projects are located. UDI believes it would be best to resolve these issues with staff, before projects are brought forward to Council.

UDI also presented to the Transportation and Infrastructure Committee on February 16, 2015 and confirmed that they can likely accommodate the 50% maximum but would like the City to establish a process to grant in-stream applications to move forward under the current practice where there is no maximum for tandem parking requirements.

Both UDI and DAC have requested that projects that are currently in-stream be carried forward through a transition process. Staff support this for all applications that have received third reading but no Building Permit (BP) as it is consistent with City practices.

Following the delegation from UDI and the staff presentation at the February 16, 2015 Transportation and Infrastructure Committee Meeting, the Committee endorsed proceeding to Council with a Corporate Report and the tandem parking caps and ‘grandfathering’ process as specified in this report.

Policy Considerations

Surrey’s Official Community Plan (“OCP”) calls for a review of off-street parking regulations to ensure appropriate parking is provided to support sustainable land uses and to promote sustainable transportation. Where developments are well-served by frequent transit service, it is noted that the City will consider opportunities to reduce parking requirements.

The broader supply and management of parking is one of the most important tools the City has in supporting transit, and will form an important part of the planning of Frequent Transit Development Areas (FTDAs) and future Rapid Transit Station Areas. Specifically, the amount of tandem parking in townhouses is an important determinant of the density of development and affordability in these areas.

Proposed Tandem Parking Regulations

Council has the authority to vary the parking requirements in the Zoning By-law by issuing a DVP. Currently, the Zoning By-law does not specify tandem parking ratios in any zone, and as such, a DVP would not be appropriate.

Staff are proposing that new multi-family residential development applications, and any existing rezoning applications that have not received third reading, be subject to a 50% maximum tandem

parking ratio for ground level parking and a 10% maximum for underground parking in accordance with the amended Zoning By-law in Appendix I.

For those rezoning applications that have received third reading or final adoption, but no building permit, and which have a tandem parking ratio exceeding 50% for ground level parking and 10% for underground parking, staff recommend that these be considered by Council for a parking DVP to obtain their building permit to coincide with their original development as previously approved.

Legal Services Review

Legal Services has reviewed this report and its recommendations and has no concerns.

SUSTAINABILITY CONSIDERATIONS

The proposed changes to the By-law will assist in achieving the objectives of the City's Sustainability Charter by supporting the development of affordable housing options and improving livability of Surrey neighbourhoods. In particular, the amendments will assist in achieving the following Surrey Sustainability Charter Scope action items:

- EC2: Economic Development Strategy and an Employment Land Strategy;
- EC9: Quality of Design in New Development and Redevelopment; and
- EN9: Sustainable Land Use Planning and Development Practices.

CONCLUSION

Based on the information described in this report, it is recommended that Council:

- Receive this report as information;
- Endorse setting a maximum tandem parking ratio of 50% for ground level parking and 10% for underground parking.
- Approve the amendments to the Surrey Zoning By-Law, 1993, No. 12000 (the "Zoning By-law"), as described in this report and as documented in Appendix I; 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.

Fraser Smith, P.Eng., MBA
General Manager,
Engineering

Jean Lamontagne
General Manager,
Planning and Development

JB/PB/MF/IT/am/clr

Appendix I – Proposed Amendments to Surrey Zoning By-law, 1993, No. 12000
Appendix II – Correspondence from Urban Development Institute – July 10, 2014

Proposed Amendments to
Surrey Zoning By-law, 1993, No. 12000, as amended

The following amendments are proposed to Surrey Zoning By-law, 1993, No. 12000, as amended:

1. Part 1, Definitions

- Amend Part 1 by adding the following definition:

“Tandem Parking Space
means a space for the parking of a *vehicle* either inside or outside a *building* or
structure in a *tandem parking* arrangement, but does not include maneuvering aisles
and other areas providing access to the space.”

2. Part 20, RM-10 Zone

- Amend Section H.4 by deleting Section H.4 in its entirety and replacing it with the following:

“4. *Tandem parking for ground-oriented multiple unit residential buildings* shall be permitted as follows:

- (a) A maximum of fifty percent (50%) of all required resident *parking spaces* may be provided as *tandem parking spaces*, excluding *parking spaces* provided as *underground parking*. For *underground parking* a maximum of ten percent (10%) of all required resident *parking spaces* may be provided as *tandem parking spaces*;
- (b) *Dwelling units* with *tandem parking spaces* shall not be permitted direct vehicular access to an adjacent *highway*;
- (c) *Tandem parking spaces* must be attached to each *dwelling unit*, excluding *parking spaces* provided as *underground parking*; and
- (d) Both *tandem parking spaces* must be held by the same owner.”

3. Part 21, RM-15 Zone

- Amend Section H.4 by deleting Section H.4 in its entirety and replacing it with the following:

“4. *Tandem parking for ground-oriented multiple unit residential buildings shall be permitted as follows:*

- (a) *A maximum of fifty percent (50%) of all required resident parking spaces may be provided as tandem parking spaces, excluding parking spaces provided as underground parking. For underground parking, a maximum of ten percent (10%) of all required resident parking spaces may be provided as tandem parking spaces;*
- (b) *Dwelling units with tandem parking spaces shall not be permitted direct vehicular access to an adjacent highway;*
- (c) *Tandem parking spaces must be attached to each dwelling unit, excluding parking spaces provided as underground parking; and*
- (d) *Both tandem parking spaces must be held by the same owner.”*

4. Part 22, RM-30 Zone

- Amend Section H.5 by deleting Section H.5 in its entirety and replacing it with the following:

“5. *Tandem parking for ground-oriented multiple unit residential buildings shall be permitted as follows:*

- (a) *A maximum of fifty percent (50%) of all required resident parking spaces may be provided as tandem parking spaces, excluding parking spaces provided as underground parking. For underground parking, a maximum of ten percent (10%) of all required resident parking spaces may be provided as tandem parking spaces;*
- (b) *Dwelling units with tandem parking spaces shall not be permitted direct vehicular access to an adjacent highway;*
- (c) *Tandem parking spaces must be attached to each dwelling unit, excluding parking spaces provided as underground parking; and*
- (d) *Both tandem parking spaces must be held by the same owner.”*

5. Part 23, RM-45 Zone

- Amend Section H.5 by deleting Section H.5 in its entirety and replacing it with the following:

“5. *Tandem parking for ground-oriented multiple unit residential buildings shall be permitted as follows:*

- (a) For *underground parking*, a maximum of ten percent (10%) of all required resident *parking spaces* may be provided as *tandem parking spaces*;
- (b) *Dwelling units with tandem parking spaces shall not be permitted direct vehicular access to an adjacent highway*;
- (c) *Tandem parking spaces must be attached to each dwelling unit, excluding parking spaces provided as underground parking; and*
- (d) Both *tandem parking spaces* must be held by the same owner.”

6. Part 24 – RM-70 Zone

- Amend Section H.5 by deleting Section H.5 in its entirety and replacing it with the following:

“5. *Tandem parking for ground-oriented multiple unit residential buildings shall be permitted as follows:*

- (a) A maximum of fifty percent (50%) of all required resident *parking spaces* may be provided as *tandem parking spaces*, excluding *parking spaces* provided as *underground parking*. For *underground parking*, a maximum of ten percent (10%) of all required resident *parking spaces* may be provided as *tandem parking spaces*;
- (b) *Dwelling units with tandem parking spaces shall not be permitted direct vehicular access to an adjacent highway*;
- (c) *Tandem parking spaces must be attached to each dwelling unit, excluding parking spaces provided as underground parking; and*
- (d) Both *tandem parking spaces* must be held by the same owner.”

7. Part 25 – RM-135 Zone

- Amend Section H.5 by deleting Section H.5 in its entirety and replacing it with the following:

“5. *Tandem parking for ground-oriented multiple unit residential buildings shall be permitted as follows:*

- (a) For *underground parking*, a maximum of ten percent (10%) of all required resident *parking spaces* may be provided as *tandem parking spaces*;
- (b) *Dwelling units with tandem parking spaces shall not be permitted direct vehicular access to an adjacent highway;*
- (c) *Tandem parking spaces must be attached to each dwelling unit, excluding parking spaces provided as underground parking; and*
- (d) Both *tandem parking spaces* must be held by the same owner.”

8. Part 26 – RMC-135 Zone

- Amend Section H.5 by deleting Section H.5 in its entirety and replacing it with the following:

“5. *Tandem parking for ground-oriented, multiple unit residential buildings shall be permitted as follows:*

- (a) For *underground parking*, a maximum of ten percent (10%) of all required resident *parking spaces* may be provided as *tandem parking spaces*;
- (b) *Dwelling units with tandem parking spaces shall not be permitted direct vehicular access to an adjacent highway;*
- (c) *Tandem parking spaces must be attached to each dwelling unit, excluding parking spaces provided as underground parking; and*
- (d) Both *tandem parking spaces* must be held by the same owner.”



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July 10, 2014

Jean Lamontagne
General Manager, Planning & Development
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13450 - 104 Avenue
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Dear Mr. Lamontagne:

Re: Tandem Parking Proposals

I would like to thank you for meeting with the Urban Development Institute (UDI) through our joint Roads Standards Committee on June 25, 2014 to outline Surrey staff's proposals on tandem parking, and for the follow-up discussion at the Development Advisory Committee (DAC) on June 26th. We would like to reiterate the points the industry raised in those meetings:

- UDI appreciates the difficulties Surrey is facing with on-street parking in some of its neighbourhoods, and we agree that they need to be addressed.
- We recommend that Surrey begin to introduce parking regulations (e.g. permit parking) into those neighbourhoods that are facing on-street parking problems.
- We support staff's proposal to allow 50% of the parking spots in a townhouse to be tandem, with the potential of a higher percentage if there is support from staff and Council. We agree that this will allow Surrey staff to talk to developers about on-street parking problems in neighbourhoods where their projects are located. Options to mitigate on-street parking issues can also be discussed. UDI believes it would be best to resolve these issues with staff, before projects are brought forward to Council.
- UDI has concerns with the maximum tandem parking percentage for townhouse projects being limited to 70%. We do not believe there should be a limit imposed on the discussions noted in the above point. There may be neighbourhoods where on-street parking is not a problem because of the type of development near-by or due to improving transit services. On-site mitigation measures may also alleviate potential parking problems. We ask that the proposed cap on tandem parking be removed.

- As outlined in the July 3rd e-mail from Kevin Shoemaker, tandem parking is key to maintaining an affordable townhouse product in Surrey. Townhouses are designed around the type of garages in the units. If double garages are required, larger units will have to be built. A double garage unit costs over \$100,000 more than one with tandem parking. A 70% cap on tandem parking may result in average townhouse prices increasing by 12% in areas where all of the units could have had tandem parking.
- UDI does not support the proposal to eliminate tandem parking in apartment buildings. In the presentation by staff, there was no indication that tandem parking in these types of projects is common, or that it is causing on-street parking problems. In addition, this option is usually utilized to avoid building an additional costly parking level in a project when only a few additional parking spaces are needed. We ask that the current approach, which involves a staff review, continue for tandem parking proposals in apartment buildings.
- There should be longer than usual grandparenting for the new requirements because developers may have purchased land based on the assumptions of the current Parking By-law in which tandem parking is allowed for all units. We suggest that developments at a preliminary inquiry stage be exempt from the new requirements – in addition to those projects at the Rezoning, Development Permit and Building Permit stage. Alternatively, the enactment of the By-law could be delayed to protect builders that have bought land, but have not yet put in an application.

UDI thanks you again for meeting with our industry regarding these proposals. We look forward to working with you on this and other issues.

Yours sincerely,



David Porte
UDI Chair