

NO: R195

COUNCIL DATE: October 2, 2017

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## REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **September 28, 2017**

FROM: **Manager, Public Safety Operations**

FILE: **5480-01**

SUBJECT: **Update - City Actions to Address Parking Concerns in East Clayton**

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## RECOMMENDATION

The Public Safety Division recommends that Council receives this report as information.

## INTENT

The purpose of this report is to update Council on the City's actions/efforts to address illegal suites and the parking concerns in East Clayton area, and to confirm corresponding follow-up action.

## BACKGROUND

The overall concept for single detached homes in East Clayton neighbourhood was based on creating compact, and therefore affordable, lots for single family dwellings, some of which would have suites. In such zoning, the Bylaw permits for either a coach house or basement suite, not both at the same residence. The parking supply (on- and off-street) for the area was based on this model and the assumed occupancy levels.

The proliferation of unauthorized suites in the area has led to a situation where parking supply no longer meets demand. This has led to a significant number of complaints from area residents.

A number of initiatives to alleviate the situation have been implemented and assessed by the City, as described below:

- Approach 1 – Parking Permit Program

This approach does not address the basic disparity between resident parking demand and supply. This imbalance can only be addressed by reducing the demand that is directly linked to unauthorized occupancy. A Parking Permit Program would not create additional parking spots. Enforcement would be required to ensure compliance with permit parking. This potential enforcement would have to be reallocated from existing parking enforcement for the City. Lastly, there would also be a fee associated with the permits that would be the responsibility of the property owner.

- Approach 2 – Increase Utilization of Garages

This approach has been the focus of previous City campaigns, but there is no City regulation or ability to regulate how owners use garage space. The City will continue with campaigns on this as Staff believe there is some benefit from this; however, it cannot completely solve the parking concerns.

- Approach 3 – Tax on Multiple Suites

The idea of increasing parking supply through funding from a tax on multiple suites would not be viable due to both the high cost of creating new parking supply (\$25,000 for a surface parking space, \$50,000 for structured parking) and the lack of buildable space to provide additional parking.

- Approach 4 – Utilization of Green Space for Parking

Suggestions that green space should be converted to parking is fundamentally contrary to City objectives, the East Clayton design principles and residents' stated preference for a community that emphasizes green space, parks, and a walkable community.

- Approach 5 – School Parking Lots

The School District has not supported the idea of utilizing school parking lots for resident parking in the evenings, due to concerns of vandalism and crime.

- Approach 6 – Delineate Parking Stalls

Suggestions to delineate individual on-street parking stalls to increase supply would actually reduce the number of stalls because each stall would have to be in the order of 6.7 m long to accommodate the upper end of typical vehicle lengths (5.8 m) and the majority of vehicles could fit into a smaller space. Having no stall lines means vehicles only take up the curb space needed for the size of their vehicle, which increases overall street parking capacity.

- Approach 7 – Conversion of Roadways to Queuing Streets

A viable approach to increase parking supply would be higher capacity parking utilization of the roadway itself. In this regard, the City has conducted comprehensive outreach to residents to convert roadways to queuing streets, with identified potential to add several hundred on-street parking spaces. However, on a block by block basis these conversions did not achieve resident support due to concerns about congestion/delays and the safety/comfort of driving on these streets.

As discussed above, the City does not believe there are any further options to increase on-street parking supply in East Clayton. As a result of these ongoing challenges, staff forwarded Corporate Report No. R155; 2017, (Appendix "I") on July 24, 2017. The report outlined a plan to alleviate the parking congestion caused by multiple suites in single-family homes in East Clayton. Council

endorsed the outlined plan. Staff subsequently developed an informational and enforcement plan to provide six months' notice for residents to make arrangements to eliminate multiple suites.

## DISCUSSION

Enforcement action to address the illegal suites and parking congestion issues in the East Clayton area commenced with formal letters sent to the 175 homeowners of properties for which complaints had been received from the public. The complaints were specifically related to the lack of parking, and as a result, the parking infractions in the area. The owners of these 175 homes were instructed to remove any illegal/multiple suites at their residence by January 31, 2018.

The 175 identified homes are authorized to rent the "Coach Home" and therefore are required to pay the secondary suite fee. However, of these 175 homes, only 138 are registered and paying their multiple suite service fees, with the remaining 37 not paying the multiple suite service fee.

The following table summarizes the status of 175 identified properties:

Identified Properties from Citizen Complaints	Properties paying the Multiple Suite Fee	Properties not paying the Multiple Suite Fee
175	138	37

Since the start of this initiative, the Bylaw Enforcement & Licensing Services Division has received complaints in relation to illegal suites for an additional 61 properties. These properties will be assessed shortly unless otherwise directed by Council.

The multiple suite service fees have been in place since 2011. The fee is collected and used to alleviate costs associated with City services and the costs associated with the impact on the City's capital infrastructure (repairs to roads, utilities, parks). It is important to note that even if a homeowner is registered and paying the multiple suite service fee, it does not necessarily make their suite authorized/legal and homeowners are advised that any unauthorized suite may be subject to enforcement action and/or a removal order.

An online petition has been initiated at [www.change.org](http://www.change.org) (Clayton for Families) and currently has approximately 1,500 signatures, including those from residents not within the City of Surrey. In signing the petition, individuals agree with the statement "that the displacement of 300+ families in Clayton is unjust and will not solve the parking problem in the area".

With respect to the concerns regarding displacement of renters, it has been communicated to the affected residents that the City is providing sufficient time to develop relocation plans. In addition, a projected number of 500 secondary suites should become available in the next 6 months as a result of newly constructed homes with authorized suites. It is also projected that approximately 1,000 new dwelling units – ie. Townhomes, Condominiums, Apartments etc. will also become available in the next 6 months, thus providing additional rental units.

In addition, Staff have received positive feedback from a high number of residents from both the Clayton area and other areas in the City of Surrey expressing their support of this initiative.

## **NEXT STEPS**

In keeping with the enforcement plan outlined in Corporate Report No. R155; 2017, Staff have planned to meet with homeowners between September – December 2017. In addition, Bylaw Enforcement Staff will begin assessing the East Clayton Area to ensure all multiple suites are identified and have removal orders issued. Bylaw Enforcement Staff will also meet with all impacted owners in East Clayton to go over plans to ensure that compliance will be gained by the target date of January 31, 2018 and evaluate if the date needs to be extended.

## **CONCLUSION**

Bylaw Enforcement Staff will continue to work with the owners of the 175 identified multiple suites to ensure a plan is in place to gain compliance, alleviate the parking concerns and therefore the number of complaints from area residents.

Jas Rehal, CPA, CMA  
Manager, Public Safety Operations

Appendix "I": Corporate Report No. R155; 2017

NO: R155

COUNCIL DATE: July 24, 2017

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**REGULAR COUNCIL**

**TO: Mayor & Council**

**DATE: July 20, 2017**

**FROM: Manager, Public Safety Operations  
General Manager, Engineering**

**FILE: 5480-01**

**SUBJECT: City Actions to Address Parking Concerns in East Clayton**

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**RECOMMENDATION**

The Public Safety Operations Division and the Engineering Department recommend that:

1. Bylaw Enforcement undertake a review of illegal/multiple suites in locations where parking issues have been documented by the Engineering Department; and
2. Enforcement proceed to eliminate illegal/multiple suites with sufficient notice for residents to make relocation arrangements.

**INTENT**

The purpose of this report is to update Council on the actions taken by City staff to address the parking concerns in the East Clayton area and confirm corresponding follow-up action.

**BACKGROUND**

The East Clayton community is predominated by the single-detached, RF-9 housing form. Configured for a very compact 9 metre wide lot, when conceived, the design emphasized affordability for entrants to the single-detached market, but with a trade-off in terms of yard space and parking space. Each RF-9 unit included a compact two car garage, and in some instances, the possibility of a third parking space on a laneway pad. On-street parking equivalent to 1 or 1.25 vehicles for each home was intended to serve visitor needs and provide limited capacity for overflow from off-street/residential needs. With a view to supporting both the availability of rental units and the objective of affordable entry to the housing market, some licensed suites were anticipated and an initial RF-9C design supported this with suites allowed above coach-houses.

By 2012/13, as the East Clayton developments approached build-out, it became evident from resident complaints that the parking demand exceeded supply. In resident surveys and staffs' response to parking complaints, "lack of parking supply" was consistently referenced, with residents pointing to the high number of licensed and illegal suites as the cause. If each detached home was occupied by a single family, the parking supply would likely be adequate, but in practice:

- The compact garage size did not allow for use by larger vehicles or often two regular vehicles at once, shifting vehicles onto the street.
- Legal and illegal suites were greater in number than anticipated, with the coach-house design being particularly popular for conversion to two suites, one in the basement of the house and a second within the coach house.

There have been 298 parking related complaints in the area this year to date. Since 2013 to date of report, Parking Services/Transportation Division has responded to 187 parking related complaints for East Clayton, with a peak of 51 during 2015 and 40 processed in 2016.

These unanticipated suites pushed the parking demand beyond the anticipated practical capacity of the on- and off-street supply.

### **Bylaw Enforcement Action**

Bylaw Services responds to complaints regarding suites by investigating and following up on the removal of multiple suites. The table below summarizes the complaints and investigations in the East Clayton area.

	<b># of Parking Tickets Issued in 2016</b>	<b># of Parking Tickets Issued in 2017 (Year to Date)</b>	<b>Confirmed Illegal Suites</b>
<b>Total</b>	2,342	1,328	175

As of 2017, Bylaw Enforcement has identified 175 illegal suites, in addition to the 125 licensed suites in the East Clayton area. Furthermore, the 125 licensed suites in which two suites are in the same detached household, represents \$71,035 in annual license fees.

Enforcement efforts focused on ensuring secondary suites were registered; however, further enforcement for removal of multiple suites had not commenced thus far as the Engineering Department was researching opportunities to increase parking in the area, as well as trying to avoid the potential of displacement, prior to having all options reviewed to increase parking.

### **Engineering Department Initiatives**

Between 2012 and 2016, a number of initiatives were undertaken by the Transportation Division to respond to residents' concerns regarding parking supply:

#### ***Give Your Car a Home Contest***

In Spring 2014, a multi-media campaign encouraged East Clayton residents to clean out their garages and make room for their cars. Using a before-and-after photo submission and offering Home Depot gift cards to winners, the campaign received collateral/local media coverage and enjoyed good participation. Distributed and on-line material emphasized the safety and access benefits of shifting cars from the street to the garages. It provided detailed information on sources for recycling of unwanted items. See Figure 1 in the attached Appendix "I" for a typical graphic from the campaign.

### ***Information Brochures***

In 2014/15, and to clarify applicable Bylaws related to parking, Parking Services developed three information brochures:

- Parking in Back Lanes
- A General Guide to On-Street Parking
- Guide to Illegal Suites

These were distributed by Bylaw Enforcement Officers in the field from civic facilities and by mail in response to resident complaints/requests. Each has been reprinted multiple times in response to demand. See Figures 2 and 3 in the attached Appendix “I” for examples.

### ***Queuing Street Conversion***

228 potential/additional parking spaces were identified as achievable through conversion of 20 blocks of narrow width roadway from “parking one side” to “parking both sides”, i.e., a queuing street in which a single traffic lane is created, with occasional need to stop and wait for opposing traffic to pass. For each affected block, residents were consulted and surveys were completed before proceeding with conversion to a queuing configuration. In the majority of locations, residents did not support the conversion to a queuing street. The additional parking supply and demonstrated safety benefits of a queuing configuration were not offset by the perceived inconvenience of the queuing practice. In some instances where the initial response from residents was low or the votes for/against queuing conversion were very close, a second resident survey and information initiative was completed.

### ***Issue Survey***

A November 2014, survey of 6,000 East Clayton households asked for input on parking issues and queuing streets. Of the 580 respondents who provided comments, the majority identified “secondary and illegal suites” and “improper use of garages” as the primary cause of parking problems.

### ***Cost Benefit Impact Analysis for Conversion of Boulevard/Greenspace to Parking***

This possibility was discounted based on impact to natural drainage, low number of parking spaces achieved, very high cost to relocate utilities, trees displaced, and aesthetic/community design considerations.

### ***Inventory of “Transitional” Parking Supply***

An analysis of undeveloped and City-owned property was conducted in 2013 to determine viability of improving undeveloped greenfield as “overflow” parking, with a view to gradually returning the resulting parking to developable land or converting it to community/park space. A simple lack of available land, compounded by cost and equity/administration issues, meant this was not a viable option.

### ***Lane Parking Pilot Project***

The RF-9 configuration uses laneways to access garage/parking spaces. In most instances, the opposing layout of garages did not allow for parking in lanes without compromising emergency

vehicle access. In select locations, a single parking space could be achieved. A 2013/14 pilot project assessed the practicality of this using time restrictions on occupancy. Based on the very low potential for additional parking spaces and consistent resident feedback (e.g., complaints regarding blocked access) the concept was ruled out and a general “No Parking” rule was applied to lanes in East Clayton.

### ***Use of School District Parking***

The School District was approached regarding potential for “after hours” use of the Hillcrest Elementary parking areas to serve as overflow for residential parking. This option was ruled out due to insurance issues, access considerations, and potential increase in already congested pick-up and drop-off traffic.

### ***Amended Design Standards with Community Planning***

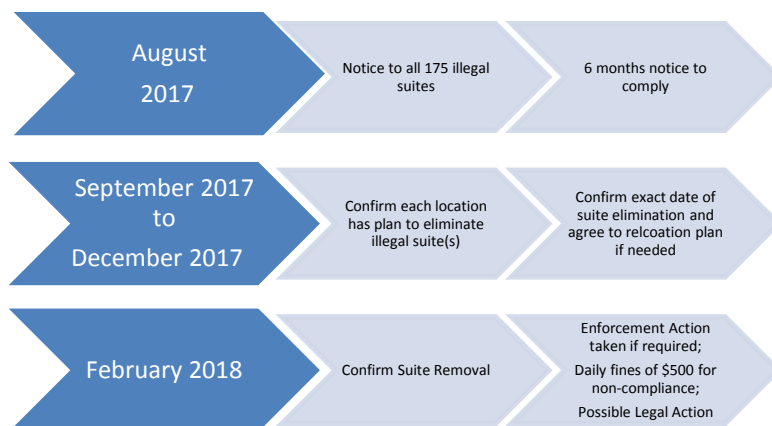
Recognizing the prevalence of suites and illegal suites which inflated the parking demand beyond what was possible with the initial compact community design (narrow lots, partial use of 8.5 metre roadways, coach-houses, emphasis on wider boulevards) Engineering provided Community Planning with input that led to several design and zoning modifications applicable to future developments:

- Use of a 10.5 metre road cross section over the 8.5 metre design (providing ample width for bi-directional travel and parking on both sides of the street).
- Elimination of the RF-9C zone and the corresponding coach-house over garage design element.
- Introduction of an RF-10 zone to replace the narrower RF-9 design, with larger, more practical garage and parking pad dimensions.

### **NEXT STEPS**

#### ***Enforcement Plan***

Given the direct correlation between lack of parking and illegal suites, the following enforcement plan will allow Bylaw Enforcements Officers to eliminate illegal/multiple suites with sufficient notice for residents to make relocation arrangements. An overview of the proposed enforcement action plan is outlined below:





## CONCLUSION

Since 2012, Engineering has completed a variety of initiatives to maximize the available on-street parking supply and address resident concerns. With Engineering's solutions now complete, the ongoing efforts would lean toward Bylaw Enforcement of illegal and multiple suites. Enforcement action will be focused on areas where repeated parking issues have been noted, with residents of illegal units given sufficient notice to accommodate relocation.

Bylaw Enforcement staff will continue to work with the Community and its residents to effectively alleviate complaints specific to the East Clayton area and implement our enforcement plan as identified for the 175 identified multiple suites.

Jas Rehal, CPA, CMA  
Manager,  
Public Safety Operations

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

Appendix "I" – Bylaw Enforcement and Transportation Initiatives

Bylaw Enforcement and Transportation Initiatives



**GIVE YOUR CAR A HOME CONTEST**

Help us get cars off the street. Clean out your garage and start parking your car there.

Streets are safer when kids aren't darting out from behind parked cars. Help make garbage & recycling pick-up easier and more efficient.

**YOU COULD WIN GREAT PRIZES!**

**HERE'S HOW**

- From **APRIL 17 - MAY 20** clean out your garage so that your car will fit inside it.
- Take a photo of the before and after.
- Upload photos to: [www.surrey.ca/cleanurgarage](http://www.surrey.ca/cleanurgarage)
- Weekly prize draws of \$50 Home Depot gift card just for entering!

**GRAND PRIZE**  
**\$2,000**  
SHOPPING SPREE AT HOME DEPOT

**2<sup>ND</sup> PRIZE**  
**\$1,500**  
SHOPPING SPREE AT HOME DEPOT

**3<sup>RD</sup> PRIZE**  
**\$500**  
GIFT CARD FOR HOME DEPOT

 #cleanurgarage

Figure 1 - Give Your Car a Home Media



# CITY OF SURREY SECONDARY SUITES



## CONTACT INFORMATION

By-Law Enforcement  
City of Surrey  
13450 – 104 Avenue  
Surrey, B.C. V3T 1V8  
(604) 591-4370  
Bylawcomplaint@surrey.ca

[www.surrey.ca/city-government](http://www.surrey.ca/city-government)



## ENFORCEMENT

If a complaint is received:

- An inspection is conducted by one of the City's By-law Enforcement Officers. If the By-law Enforcement Officer determines that a secondary suite (or more than one secondary suite) exists where it is not permitted, the by-law is explained to the property owner, as well as what must be done to bring the property into compliance.
- Follow up inspections are conducted to ensure compliance with the by-law.
- A penalty fee of \$1,000 per secondary suite will be added to the property for unregistered secondary suites as identified by the By-laws Office.

Whether or not the secondary suite is occupied by family, rented out or vacant makes no difference in determining if a secondary suite exists. The existence of the cooking equipment and bathroom are the only considerations as to whether or not there is a secondary suite.

The City of Surrey implemented a program where the owner of any property that contains a secondary suite pays an annual service fee and other charges to the City. These are for costs related to the provision of City services and infrastructure that support the additional demands caused by the secondary suite(s).

PHOTO: SHUTTERSTOCK/STANLEY

[www.surrey.ca](http://www.surrey.ca)



Figure 2 Secondary Suites Brochure

**CHANGES TO PARKING RESTRICTIONS**

Back lane parking is generally permitted where driveway spacing and road width permit. However, in some neighborhoods, residents may support parking regulation changes such as prohibiting parking at any time or restricting parking to one side of the lane. The Engineering Department can change regulations in back lanes to suit local demand. In order to proceed with such a change, staff first confirms that:

- The regulation change applies to the full length of the back lane;
- 67% of adjacent property owners support the change; and
- There are no negative impacts on traffic safety.

To request a change in parking regulations in your back lane, send a letter or e-mail to the Parking Services Section at the address on the back of the brochure, indicating the details and signed by 67% or more of the property owners.

**ENFORCEMENT**

Parking Enforcement Officers follow a regular program of parking enforcement, as well as responding to requests for enforcement. Please contact (604) 591-4352 or [parkcomplaint@surrey.ca](mailto:parkcomplaint@surrey.ca) to request enforcement.

Please note that the information listed in this Guide is not exhaustive, and if any information in this Guide differs from City By-laws, the By-laws shall take precedence.

**CONTACT INFORMATION**

Parking Services  
City of Surrey  
13450 104 Avenue  
Surrey, BC V3T 1V8  
604.591.4225  
[Traffic@surrey.ca](mailto:Traffic@surrey.ca)

[www.surrey.ca/city-services](http://www.surrey.ca/city-services)

Download the Surrey Request App.

**CITY OF SURREY**  
A GENERAL GUIDE TO  
**PARKING**  
IN BACK LANES

[www.surrey.ca](http://www.surrey.ca)

Figure 3 Parking in Back Lanes Brochure